



# City of Jacksonville Beach

## Workshop Notice

2508 South Beach Parkway  
Jacksonville Beach, Florida

### City Council

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**Monday, January 27, 2025**

**5:30 PM**

**South Beach Community  
Center & Exhibition Hall**

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Mayor Christine Hoffman has called a Joint Council/Community Redevelopment Agency (CRA) Workshop on Monday, January 27, 2025 at 5:30 P.M. to discuss the following items:

- A. Boardwalk Activation
- B. First Street - Current and Future Plans
- C. Public Private Partnership - Preferences and Update

Council Members in attendance may include:

Mayor: Christine Hoffman

Council Members: Sandy Golding                      Bill Horn                      Dan Janson  
Bruce Wouters                      Greg Sutton                      John Wagner

Community Redevelopment Agency Members in attendance may include:

Chair: Gary Paetau

CRA Members: Meghan Edwards                      Thad Moseley                      Kevin Myers  
Ron Whittington                      Sydney Talcott (Alternate)

*Please note: Members in attendance at this meeting may vary according to their schedules.*

If you are a person with a disability who needs an accommodation to participate in a meeting, you are entitled, at no cost to you, to the provision of certain assistance. Please contact the ADA Coordinator by phone 904-712-6297 or submit an [Accommodation Request](#) to the ADA Coordinator as far in advance of the meeting as possible; preferably 7 days but no less than 2 business days, before the meeting. If you are hearing or voice impaired, please call Florida Relay at 711 for assistance.



CITY COUNCIL BRIEFING TOPIC	
TO:	Mayor and City Council, Community Redevelopment Agency Members
FROM:	Taylor Mobbs, CRA Coordinator
DATE:	January 27, 2025
SUBJECT:	Boardwalk Activation

**BACKGROUND**

The 1946 ordinance restricting allowable uses on the boardwalk has been reviewed by the Legal Department, which determined that the ordinance can be amended to facilitate the activation of the boardwalk. It is important to note that the term "activation" is broad and can encompass a range of possibilities.

Staff is seeking guidance from the Council and Agency Members regarding their vision for an "active" boardwalk. For example, does the Council wish to permit commerce on the boardwalk, such as food vendors, quick-service options, ice cream stands, and similar amenities?

Attached to this memo is a list of potential boardwalk activation ideas, accompanied by photographs of examples showcasing how other boardwalks have been utilized to their full potential. Council and Agency Member input will help shape the direction of this initiative.

**FINANCIAL IMPACT**

**COUNCIL DIRECTION REQUESTED**

Direction from the Council and Agency Members on what they would like to see change in the Boardwalk ordinance to allow for various activities.

**ATTACHMENTS**

1. Considerations for Activation
2. Boardwalk Examples



## Activation Possibilities

### 1. Commerce: Exchange of Goods and Services

- **Food Stands:** Temporary or mobile food vendors to enhance visitor experiences.
- **Market-Type Vendors:** Allow local artisans and businesses to sell goods in designated areas.
- **Extension of Businesses:** Permit businesses facing the boardwalk to extend operations and sell merchandise.
- **Food Sales:** Facilitate outdoor food sales for existing establishments with frontage on the boardwalk.

### 2. Seating and Amenities

- Introduce outdoor tables, chairs, and additional seating to create inviting spaces for rest and social interaction.

### 3. Public Art Installations

- Launch a "Jax Beach Art Walk" along the boardwalk, featuring sculptures, murals, and other artwork to enhance aesthetic appeal and cultural engagement.

### 4. Festivals and Events

- Expand festival footprints by allowing vendors to utilize boardwalk space, increasing participation and variety for event-goers.

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## Key Considerations

### 1. EMS Response Access

- The boardwalk functions as a critical emergency travel lane. Emergency responders require a minimum clearance of 12 feet at all times.
- Current boardwalk width ranges between 25-30 feet, allowing for activation while maintaining required access.

### 2. Turtle Lighting Compliance

- Any additional lighting must adhere to turtle safety regulations, ensuring proper intensity and shielding to minimize environmental impact.

Johns Pass Boardwalk – St. Pete



Hollywood Beach Boardwalk



Times Square – Ft. Myers



Myrtle Beach Boardwalk



Rehoboth Beach Boardwalk





CITY COUNCIL BRIEFING TOPIC	
TO:	Mayor and City Council, Community Redevelopment Agency Members
FROM:	Taylor Mobbs, CRA Coordinator
DATE:	January 27, 2025
SUBJECT:	1st Street

**BACKGROUND**

The Community Redevelopment Agency (CRA) has emphasized the need to redesign the 1st Street corridor to enhance both safety and visual appeal. Identified as a key corridor in the Urban Trails Master Plan (UTMP), 1st Street is central to the vision for the urban trails network. The plan outlines four potential options for redesigning the street.

During the December 12, 2022, Council briefing, a consensus was reached to defer any decision on substantial changes to 1st Street to a future meeting. Subsequently, in January 2024, the Council established prioritization for the trails plan, selecting four segments to be included in the first phase of implementation.

At the most recent joint Council-CRA workshop, the following projects and priorities were identified for the upcoming fiscal year:

- Latham Plaza
- Pier Parking Lot
- Downtown Landscaping
- Public Art
- Downtown Plan Update

At this time, the CRA has not conducted further discussions regarding 1st Street. The options outlined in the adopted UTMP include significant modifications, such as converting the street to one-way traffic or fully restricting vehicle access. If 1st Street is to become a CRA priority moving forward, direction is required from the Council on several critical issues:

1. **Overall Vision:** Guidance on the long-term design of 1st Street (e.g., one-way traffic, complete closure to vehicles, or maintaining two-way traffic).
2. **Budget Constraints:** If this project is to be added as a new priority, the Council and CRA must review the Capital Improvement Plan (CIP) to determine which existing priorities can be deferred to accommodate funding for 1st Street. Currently, all downtown funding is allocated through the next several fiscal years.
3. **Planning Approach:** Direction on whether to utilize the existing options outlined in the UTMP or to develop a new scope and fee specifically for 1st Street.

**FINANCIAL IMPACT**

To be determined.



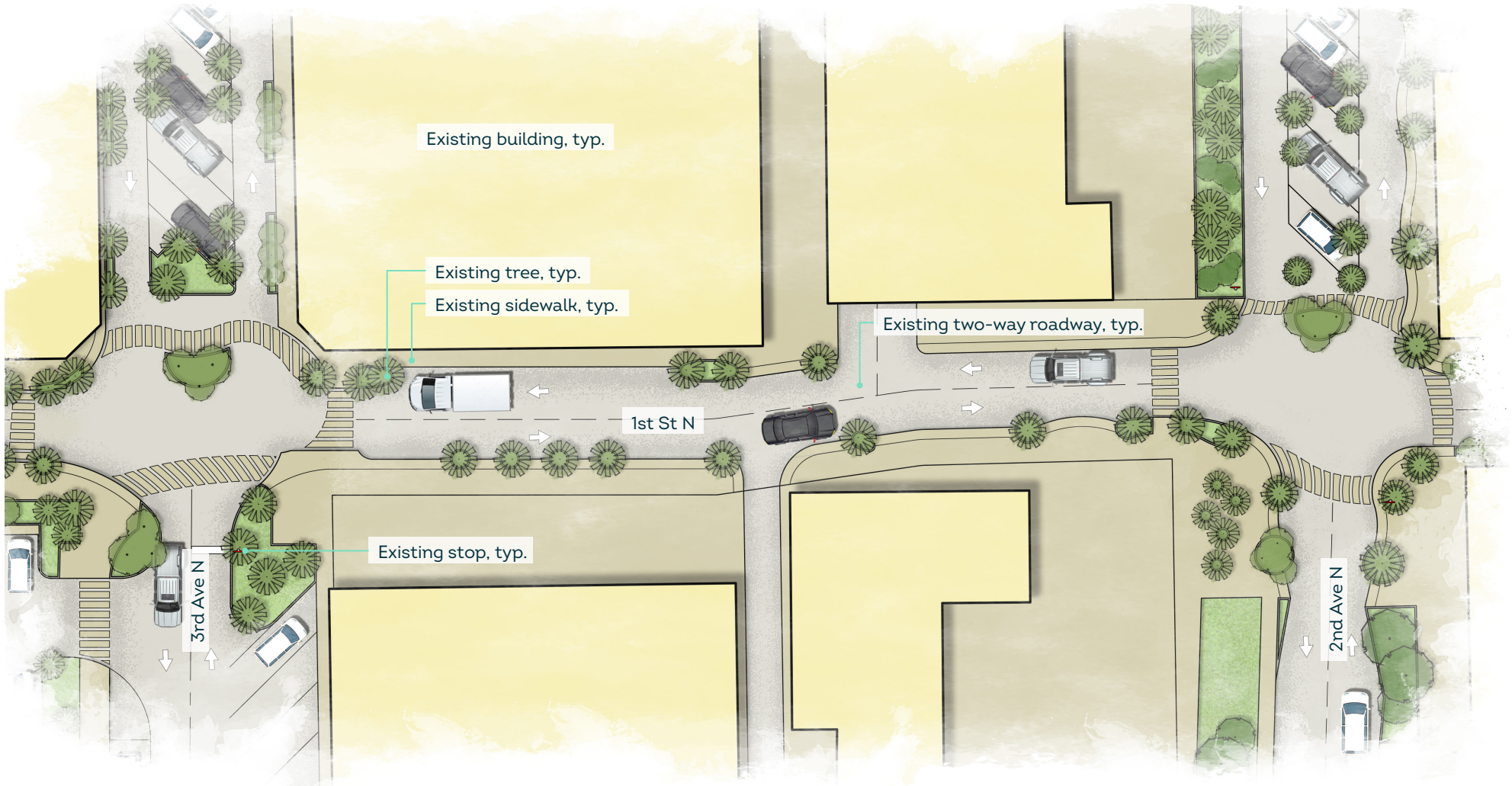
COUNCIL DIRECTION REQUESTED

The agency and staff request direction from the Council on what they would like to see implemented for 1st Street, and how that plan will fall into the prioritization for current and future CRA projects.

ATTACHMENTS

1. Urban Trails 1st Street Options

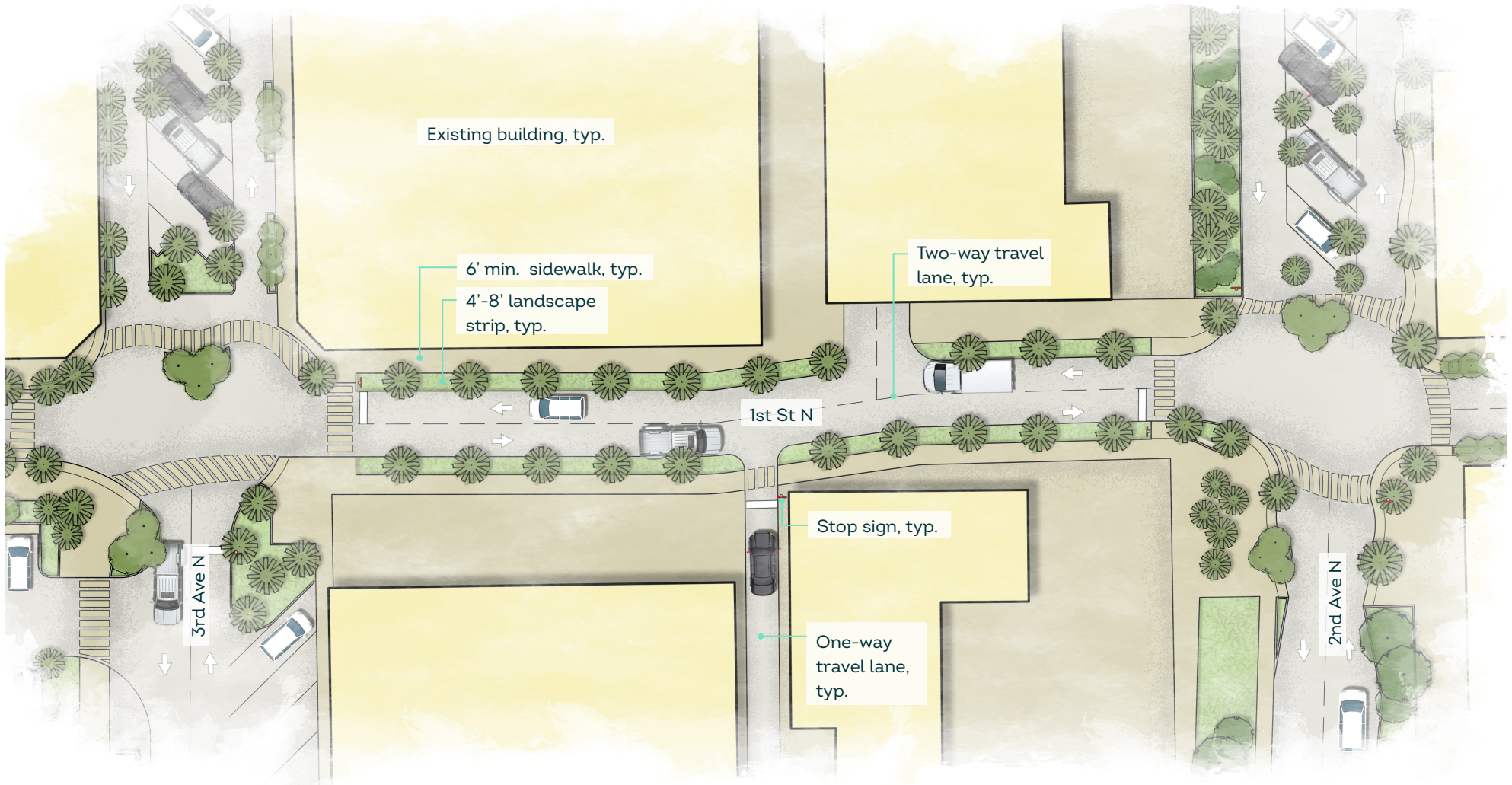
# 1ST STREET STREETScape EXISTING CONDITIONS



The existing roadway has 12 foot travel lanes with on-street parallel parking in some areas. The sidewalk varies in width between 5 feet and 10 feet, depending on the location. The travel lanes, parking, and sidewalks are separated by curbed planting areas



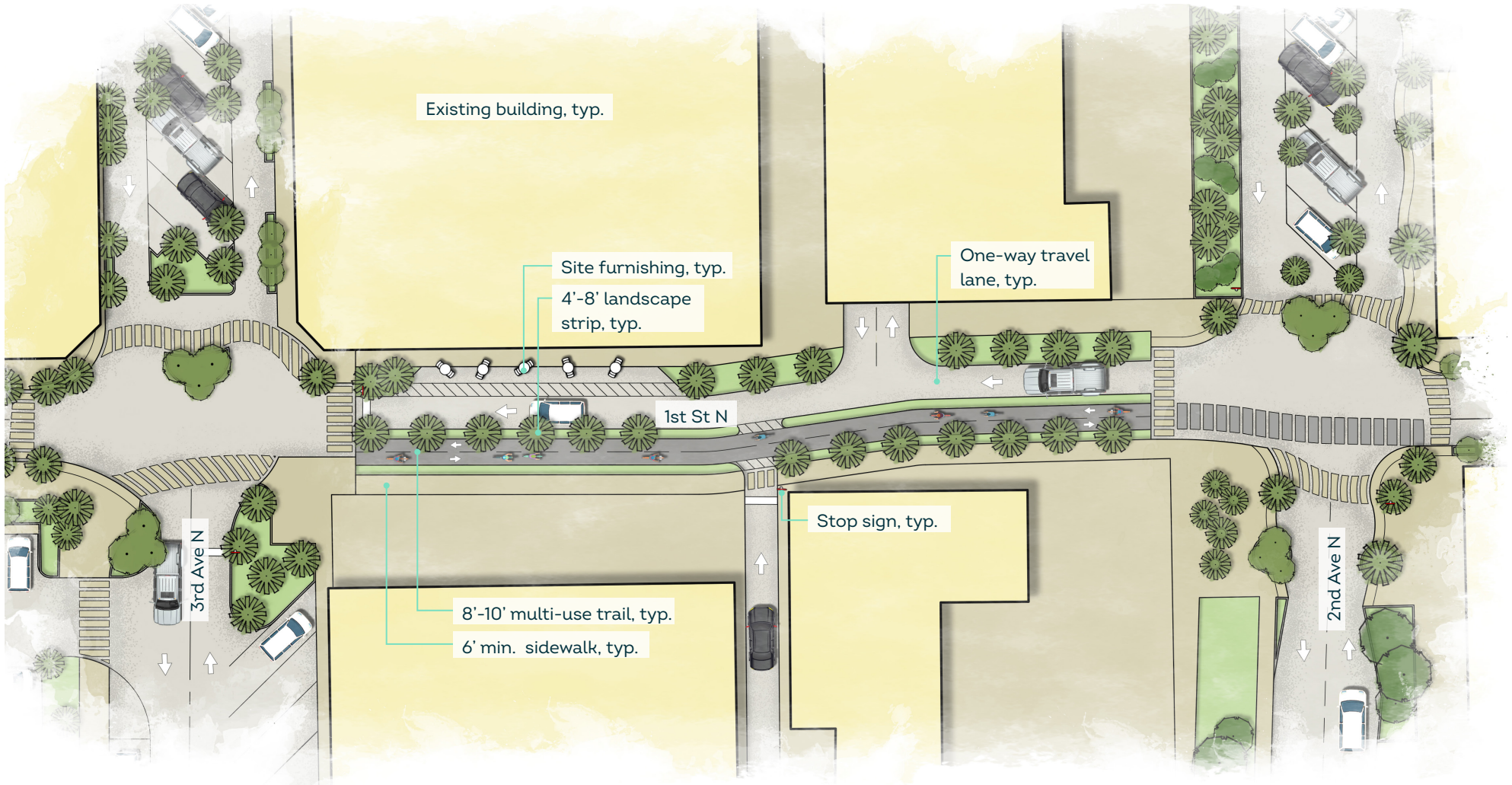
# 1ST STREET STREETScape CONCEPT 'A'



To enhance walkability, separation from the travel lanes could be further delineated by replacing the parking with additional planting areas or moveable planters. Lanes could be reduced to 10 feet. Loading areas could be added or permitted in the travel lane for short periods.



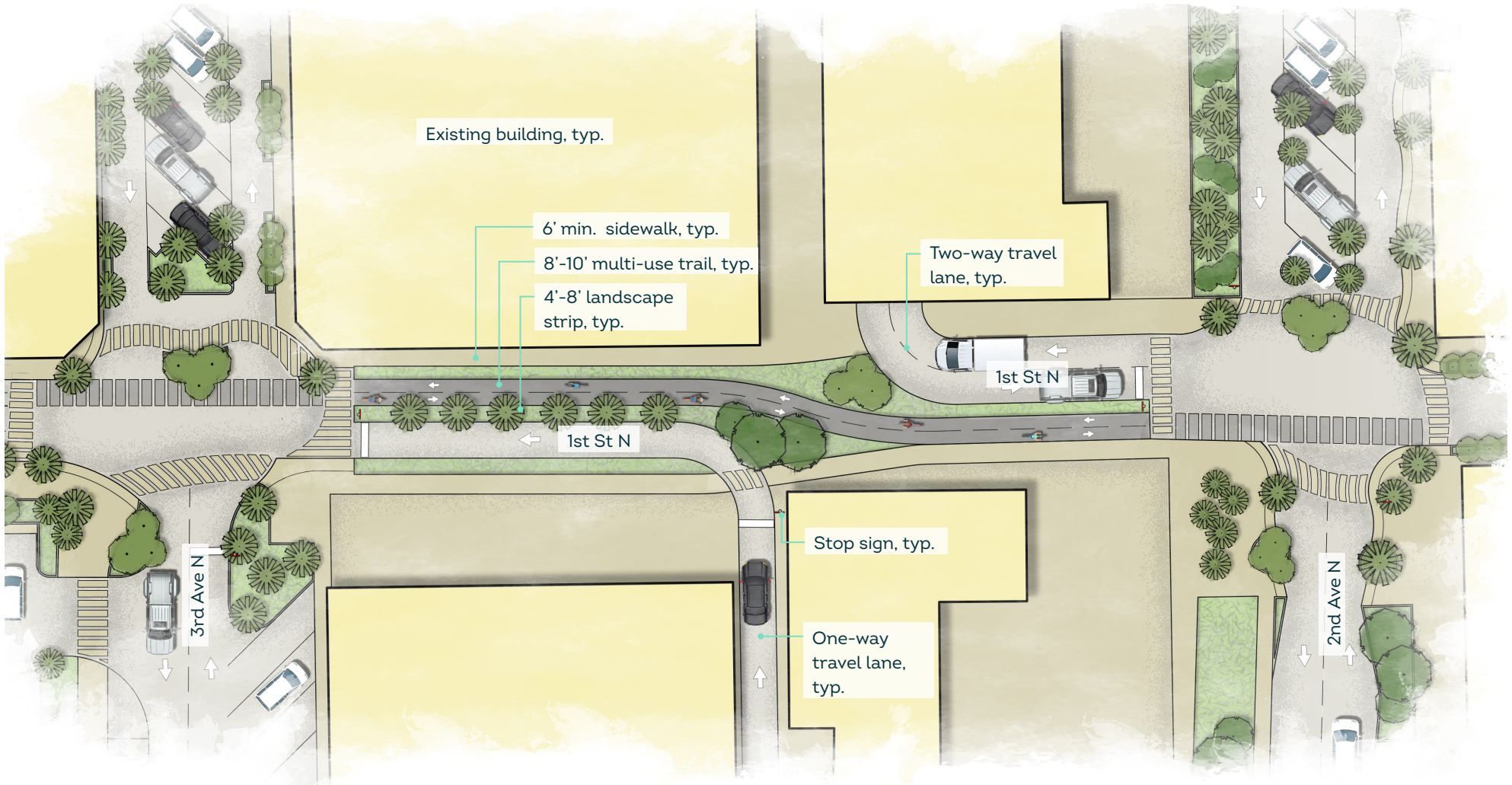
# 1ST STREET STREETScape CONCEPT 'B'



Add a trail corridor by repurposing one vehicle travel lane. The remaining travel lane would allow one-way traffic only. Access to parking areas or alleys would be maintained, but with one-way travel in the corridor. The trail adds a level of separation between pedestrians and vehicular traffic, which would enhance the pedestrian experience on the one side of the corridor. The one-way travel will also limit the amount of vehicular traffic in the corridor, which also enhances trail and pedestrian use.



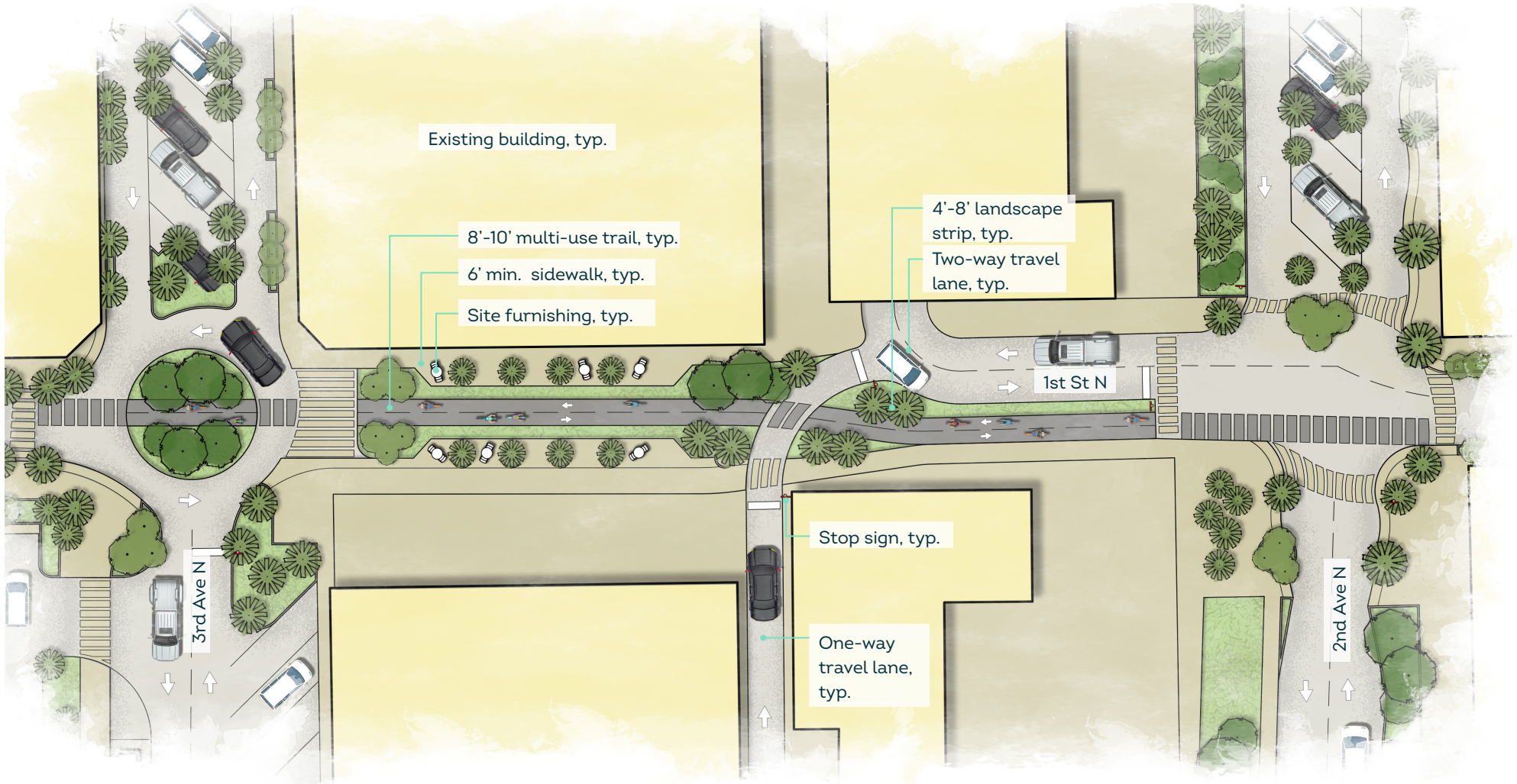
# 1ST STREET STREETScape CONCEPT 'C'



Pedestrians and the trail become the priority use in the corridor. The street is closed to through traffic, while local access is maintained through a short segment of roadway or driveway extension. The design allows for greater multi-modal use of the corridor. Traffic volumes are reduced as the roadway becomes the trail.



# 1ST STREET STREETScape CONCEPT 'D'



Similar to CONCEPT C, the trail and pedestrians become the primary use in the corridor. Access to parcels is routed such that a portion of the corridor is completely closed to vehicular traffic. This approach to closing the street to vehicular traffic allows the greatest pedestrian use of the area and adds a dedicated trail through the corridor.





<b>CITY COUNCIL BRIEFING TOPIC</b>	
TO:	Mayor and City Council, Community Redevelopment Agency Members
FROM:	Taylor Mobbs, CRA Coordinator
DATE:	January 27, 2025
SUBJECT:	Public Private Partnership - Preferences and Update

**BACKGROUND**

The City Council and Community Redevelopment Agency Members have directed staff to initiate the development of a solicitation for proposals for a public-private partnership (P3) concerning the City-owned parcel located directly south of Latham Plaza. Staff is collaborating with Jones Edmunds to prepare the design criteria package, as mandated by Florida Statutes. Upon completion of the design package, staff will coordinate with the Procurement Department to issue the proposal documents. The statute requirement was changed after this process had begun, thus delaying things slightly with having to accommodate changes to the statute. Staff also waited for the final design for Phase 1 of Latham Plaza to be completed so it could be incorporated into the proposal package.

As part of this process, staff requests guidance from the Council and Agency Members regarding the disposition of the property. Typically, these transactions are structured in one of two ways: a long-term land lease or the sale of the property with strict deed restrictions governing allowable uses.

The Southern Group has provided a document outlining the advantages and disadvantages of each approach and is available to address any questions regarding the property's disposition.

Staff has also attached, for reference, the previously discussed and approved development requirements that will be a part of the package Jones Edmunds is preparing.

**FINANCIAL IMPACT**

**COUNCIL DIRECTION REQUESTED**

Direction from the Council on the preference regarding disposition methods for the property associated with the Public Private Partnership.

**ATTACHMENTS**

1. P3 Criteria
2. TSG - Lease vs. Sale

BRIEFING ITEM:	C.
BRIEFING DATE:	January 27, 2025

Criteria for a **35 foot tall** mixed-use building with a parking structure:

- Retail and office uses with residential uses optional
- Active commercial uses on the ground floor facing 1<sup>st</sup> Street and Latham Plaza
- Rooftop restaurant on the east/north side of the building
- Enhanced building setback from Latham Plaza to provide ample space for outdoor seating and a public walkway and other amenities
- Enhanced pedestrian corridors on First and Second Streets
- Event or conference space optional (not part of a hotel)
- Publicly accessible restrooms on the ground level
- Art installations adjacent to Latham Plaza
- Police storage and/or office space/command post (optional)
- Parking to replace existing surface parking (equal to or greater number), provide parking for the new commercial uses and additional parking as can be provided within the requirements of the LDC
- Architectural design criteria must meet CBD zoning district standards or agreed upon deviations pursuant to a rezoning application
- Parking structure component of project must be designed to be complimentary of the building design
- Utilization of Crime Prevention Through Environmental Design (CPED) principles

*\* Inclusion of parking spaces into paid parking program*



## Leasing Land for Real Estate Development (Public Entity)

### **Pros:**

1. **Ongoing Revenue for Public Use:** Leasing land generates a steady, predictable income stream, which can be reinvested into other redevelopment projects.
2. **Retaining Ownership for Future Generations:** The public entity retains ownership of the land, preserving it for future uses or public needs, including potential future development.
3. **Public Oversight and Control:** Leasing agreements can be structured to align with redevelopment plan objectives.
4. **Flexibility for Future Planning:** The land can be reclaimed or repurposed at the end of the lease term, allowing the public entity to adjust to future needs or priorities.
5. **Tax Revenue Benefits:** Leasing the land will allow the City to benefit from property tax increment revenue from the private improvements.

### **Cons:**

1. **Complex Regulatory and Legal Requirements:** Leasing land for development will involve navigating complex public procurement and approval processes, which can be time-consuming and bureaucratic.
2. **Management and Oversight Burden:** The public entity may face ongoing administrative burdens, including managing lease agreements, monitoring compliance with terms, and ensuring that the development meets public standards.
3. **Potential for Underutilization:** If the lease terms are not carefully crafted, the land may be developed in ways that don't maximize its value or public benefit, leading to underutilized or poorly executed projects.

4. **Long-Term Commitment:** Long-term leases may limit future flexibility for the public entity, locking the land into a particular use for many years, even if future needs or market conditions change.

### **Selling Land for Real Estate Development (Public Entity)**

Note: There would be a development agreement binding the buyer to certain standards and permissible uses defined by the City.

#### **Pros:**

1. **Immediate Financial Return:** The sale provides an immediate influx of capital, which can be used to fund other redevelopment or City needs.
2. **Eliminates Maintenance and Liability:** Selling the land absolves the public entity from the responsibility of maintaining the property or dealing with legal and environmental liabilities.
3. **Clear and Simple Transaction:** A sale generally involves a straightforward transaction, eliminating the ongoing administrative and oversight demands of a lease.
4. **Aligning with Economic Development Goals:** Selling land to developers can drive economic growth, attract private investment, and potentially revitalize underdeveloped or blighted areas, contributing to local job creation and tax revenue.

#### **Cons:**

1. **Loss of Control:** Once the land is sold, the public entity loses control over the land's future use **except as defined in a development agreement.**
2. **Missed Long-Term Appreciation:** If the land increases in value over time, the public entity forgoes future financial gains that could have come from holding onto the land. The exception is the increase in value as established by the property appraiser which will result in increased tax revenues annually.
3. **Public Perception and Accountability:** Selling public land can be controversial, especially if the sale is perceived to be at a low price or if the development does not align with community priorities. This can lead to political fallout or public backlash.

4. **One-Time Gain:** Unlike leasing, which provides an ongoing revenue stream, a sale results in a one-time significant financial benefit with an ongoing tax revenue stream.

### **Which Option is Better?**

- **Leasing** may be the preferred option for public entities that want to generate consistent revenue over time, maintain control over land use, and preserve land for future generations or shifting public needs. However, the terms of the lease agreement with a private developer will control.
- **Selling** may be appropriate when a public believes the land's current market value presents an opportunity to support redevelopment plan goals.

In both cases, public entities must weigh their fiduciary responsibility to the community, their goals, and the specific needs of the area when making their decision.

### **Pros of Leasing Land from a Public Entity (Private Developer)**

For a private developer, leasing land from a public entity offers access to prime real estate with potentially favorable terms, but it also comes with restrictions and risks. The public nature of the land introduces a layer of complexity that can complicate decision-making, timelines, and profitability. Developers must carefully consider the terms of the lease, the potential for public opposition, and the long-term stability of the agreement when determining if leasing public land is the right approach for their development project.

Here's a breakdown of the pros and cons from the perspective of the private developer:

1. **Lower Upfront Costs:** Leasing the land allows the developer to avoid the large upfront capital expenditure associated with purchasing land. This can free up resources for other aspects of the development, such as construction and project financing.
2. **Access to Prime Locations:** Public entities often own land in strategic locations, such as urban centers, near public transportation hubs, or in areas with high growth potential. Leasing can provide developers with access to these valuable properties without needing to purchase them outright.

3. **Long-Term Stability:** Public entities are generally stable and reliable landlords, with less risk of sudden changes in ownership or management. Developers can negotiate long-term leases that provide stability for planning and executing their development.
4. **Public Support and Incentives:** Public entities may offer incentives or support for projects that align with community goals, sustainable development, or economic revitalization. This could include tax breaks, zoning flexibility, or infrastructure improvements.
5. **Potential for Partnership Opportunities:** Leasing land from a public entity could open opportunities for public-private partnerships (PPPs), where the developer and public entity collaborate on community-oriented goals while sharing both the risks and rewards of the development.
6. **Flexibility in Use:** Depending on the lease terms, developers may have flexibility in the types of development they can undertake, allowing for creative and high-impact projects that align with market demand.

### **Cons of Leasing Land from a Public Entity (Private Developer)**

1. **Strict Lease Terms and Conditions:** Public entities often impose specific conditions on the lease agreement to ensure the development aligns with public policy goals. These conditions can limit the developer's ability to maximize profits or flexibility in design and construction.
2. **Complex Approval Processes:** Leasing land from a public entity may involve complex, time-consuming processes that include public hearings, governmental approvals, and extensive paperwork. Navigating these bureaucratic hurdles can delay the development timeline.
3. **Limited Control Over the Land:** As a leaseholder, the developer does not own the land, meaning they have less control over its long-term use or potential changes in policy or zoning. At the end of the lease term, the land reverts to the public entity, which could limit the developer's ability to profit from long-term land appreciation.
4. **Risk of Lease Non-Renewal:** The developer's rights to the land are finite and dependent on the terms of the lease. If the lease is not renewed, or if public policy shifts, the

developer could lose access to the land or face restrictions that impact the project's viability.

5. **Public Scrutiny:** Real estate developments on public land can attract significant public and political scrutiny. Developers may face opposition from local communities, advocacy groups, or elected officials, especially if the project is perceived to be misaligned with community interests or if the terms of the lease are not seen as favorable.
6. **Potential for Political Risks:** Since public entities are subject to changes in political leadership, there is a risk that new political administrations may alter zoning laws, development incentives, or even cancel or renegotiate leases, potentially affecting the developer's plans.
7. **Higher Operating Costs:** Public entities may charge higher rents or impose additional fees (e.g., for maintenance or community improvements) compared to private landowners. These added costs could impact the profitability of the project.
8. **Limited Financing Options:** Some lenders may view leased land as less valuable collateral compared to owned land, which could limit the developer's ability to secure favorable financing terms or raise capital for the project.