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# **A Competitive Assessment of Jacksonville, Florida**

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## Executive Summary

Using a conceptual model anchored in recent research on community competitiveness and information culled from a fifteen-year survey of several electronic databases, Jacksonville's ability to compete in the new economy is evaluated by assessing the strengths, weaknesses, opportunities, and threats inherent in its existing stock of *polity, financial, physical, human, cultural, and social capital*.

The findings suggest strongly that, given its locational advantages and natural attributes, Jacksonville has the opportunity to become a highly attractive place to live and do business. There are, however, major challenges which must be overcome if the community is to become highly competitive in the 21<sup>st</sup> century knowledge-based economy.

Jacksonville's major challenges present opportunities for workforce development and job creation. Improving educational performance and implementing training and development partnerships would enhance the workforce and mitigate the threat of the potential decrease in human capital assets in the community. Encouraging economic development of minority-owned businesses would help increase tax revenues in the area as well as diversify the economy away from several large employers, thereby diversifying the opportunities for the labor pool as well. Improving race relations will help the community in branding itself as an attractive place to live and do business, thereby increasing the potential for economic development of the area.

To balance these and other opportunities and threats Jacksonville currently faces, the following five step action plan is recommended:

### **Recommendation #1: Brand Jacksonville as a sustainable community.**

Communities striving to brand themselves as such typically adhere to what is referred to as the triple bottom line principles of sustainability in their efforts to revitalize, rebuild, or strategically reposition the community. In economic and community development projects, officials strive to (1) do no harm to the physical environment and protect natural resources to the maximum extent possible, (2) adhere to principles of social justice and equity, and (3) return strong shareholder/stakeholder value. In communities branded as sustainable places, natural and historic resources are preserved, jobs are available, sprawl is contained, infill development and adaptive re-use of existing buildings are advocated, neighborhoods are secure, health care is accessible, and all citizens have the opportunity to improve their lives.

### **Recommendation #2: Develop an image marketing campaign to promote Jacksonville in the economic development marketplace.**

Based on the branding of the community, a multi-level marketing campaign should be launched to attract new residents and businesses to the area. The marketing

materials should underscore the community's core values; highlight Jacksonville's strengths--especially its strategic location and port, as well as its natural attributes; and leverage the websites of the city and the counties that make up the metropolitan area as the community's primary economic development marketing tools.

**Recommendation #3: Strengthen public education to improve school performance and decrease dropout rates.** Sustainable places or communities invest heavily in their education systems. Improved education in Jacksonville would serve two purposes. First, companies and families interested in moving to the area look at school performance as an indicator of quality of life. Second, lower dropout rates lead to a higher educated and more attractive workforce. In addition to improving education at the grade school level, additional training and development opportunities for existing workers will further increase Jacksonville's attractiveness as a place to do business.

**Recommendation #4: Develop strategies to address the racial tensions that exist in the community.** Sustainable communities adhere to principles of social justice and equity in economic and community development efforts. Racial tensions can affect all areas of the community, including economic development and quality of life. Paralleling efforts in other communities attempting to brand themselves as sustainable places, local officials should consider civic entrepreneurial approaches and strategies to address the disparities that undergird racial tensions in the Jacksonville community.

**Recommendation #5: Promote traditional business venturing entrepreneurship as the key to future economic growth and development.** An entrepreneurial culture does exist in Jacksonville, and several programs are already in place to support this culture. Accelerating efforts to facilitate small business growth and development will help diversify the economy reducing the community's dependency on several very large employers.

## **Introduction, Critical Background, and Purpose**

Research indicates that communities that have proven to be attractive places to live and do business in the 21<sup>st</sup> century knowledge-based economy possess a distinct set of characteristics. Highly attractive and competitive communities:

- Actively and aggressively pursue strategic alliances with other communities, domestically and especially internationally, with an eye toward developing not only cultural ties but also profit-centered activities that generate revenue and create jobs for the local citizenry.
- Create a regulatory environment that promotes and supports the generation of new community wealth via civic entrepreneurial ventures and innovations that are designed specifically to sustain and enhance the health, viability, and vitality of the community.
- Recognize the need for, and are committed to continuous investment in, a world-class physical infrastructure that connects them to the regional, national, and international economy.
- Invest heavily in their educational system (K–12, community colleges, and four-year institutions) to ensure the availability of education and training programs for their citizens so that they can compete for new economy jobs, thereby enhancing the community's attractiveness to businesses.
- Instill in their citizens, especially their youth, the attitudes, values, and beliefs about education and work that are key to upward mobility in the knowledge-based economy of the 21<sup>st</sup> century.
- Strive to reduce, to the maximum extent possible, geographical, racial and/or ethnic, and class disparities by investing substantial resources in an array of community-building institutions (e.g., the YMCA, the YWCA, and the Boys and Girls Club) that seek to mend the social fabric and provide bridges to education and economic mainstream for their members, especially those who are socially and economically disadvantaged.

Under-girding these characteristics, as Table 1 shows, are six types of community capital assets — polity, physical, financial, human, cultural,

and social—which interact, as specified in Figure 1, to create a healthy, highly competitive community.<sup>1</sup> It is important to note that the absence of any one of these six types of capital can seriously limit the ability of a community to compete in the 21<sup>st</sup> century marketplace. But, as Figure 1 shows, it is the polity capital (i.e., the local government), which creates the conditions or climate enabling the other five types of capital to drive competitiveness. In highly competitive communities, government decision-making is agile and flexible, not static or bureaucratic. Assuming the business-equivalent role of managing partner, the local government is prepared — almost on an ad hoc basis — to foster or facilitate networks and linkages among key community stakeholders to build or develop the requisite physical, financial, human, cultural, and social capital to facilitate community economic health and competitiveness.<sup>2</sup>

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**Table 1: Types of Community Capital Assets**

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<sup>1</sup> For a detailed discussion of the theoretical underpinnings of our model of community competitiveness, see James H. Johnson, Jr., 2002a, “Enhancing the Competitiveness of North Carolina Communities,” *Popular Government*, Winter, pp. 6-18; James H. Johnson, Jr., 2002b, U.S. Immigration Reform, Homeland Security, and Global Economic Competitiveness in the Aftermath of the September 11, 2001 Terrorist Attacks,” *North Carolina Journal of International Law and Commercial Regulation*, Vol. 27, pp. 419-464.

<sup>2</sup> To play this role effectively, the local government in a highly competitive community typically establishes a knowledge management system and data warehouse, which enables it to monitor trends and developments internal and external to the community in real time. For a detailed discussion of the importance of having such a system in place, see Don A. Holbrook, 1995, “Economic Development Facing up to the 21<sup>st</sup> Century,” IEDN’s Economic Development Intelligence Reports, available at [http://iedn.com/information/intelligence/articles/edirfacing21st\\_cent10595.html](http://iedn.com/information/intelligence/articles/edirfacing21st_cent10595.html), accessed March 28, 2003; and IEDN, 1996, “Site Selection Trends in the Electronic Era & Global Economy.” IEDN’s Economic Intelligence Reports, January, available at <http://iedn.com/information/intelligence/articles/janedire.html>, accessed March 27, 2003; IEDN, 2000, “Rural Economic Development Issues for the 21<sup>st</sup> Century,” IEDN’s Economic Development Reports, January, available at <http://www.iedn.com/information/intelligence/articles/FEBEDIRE>, accessed March 28, 2003. Holbrook (1995) and IEDN (1996, 2000).

- **Polity Capital:** commitments from local government organizations to continuously strive to enhance the health and socioeconomic well being of local residents and advance the competitiveness of the local community in the global marketplace.
- **Physical Capital:** the network of highways, railways, airports, telecommunications (telephone, Internet, etc.) and water and sewer systems that form the infrastructure of the community.
- **Financial Capital:** traditional and non-traditional sources of revenue that support the provision of services and promote future economic growth and community development.
- **Human Capital:** individuals with the requisite education, training, and “soft” skills to compete for jobs in the highly integrated world economy.
- **Cultural Capital:** residents with the appropriate values, attitudes, and beliefs about their current life chances and their future opportunities in the local community.
- **Social Capital:** resources – personal and institutional – through which individuals maintain their social identity and receive emotional support, material aid and services, information, and new social contacts.

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Source: Johnson (2002a).

Depending on the nature of the issue, these networks may be industry- or sector-specific, ethnic-based, or regional in composition.<sup>3</sup> In some instances, they may involve business leaders who are staunch competitors in the local marketplace. In highly competitive communities, leaders of competing businesses often work together to solve local problems because they recognize that their “coopetition” or “competitive collaboration” will ultimately benefit their respective companies.<sup>4</sup> In other words, it is a form of enlightened self-interest.

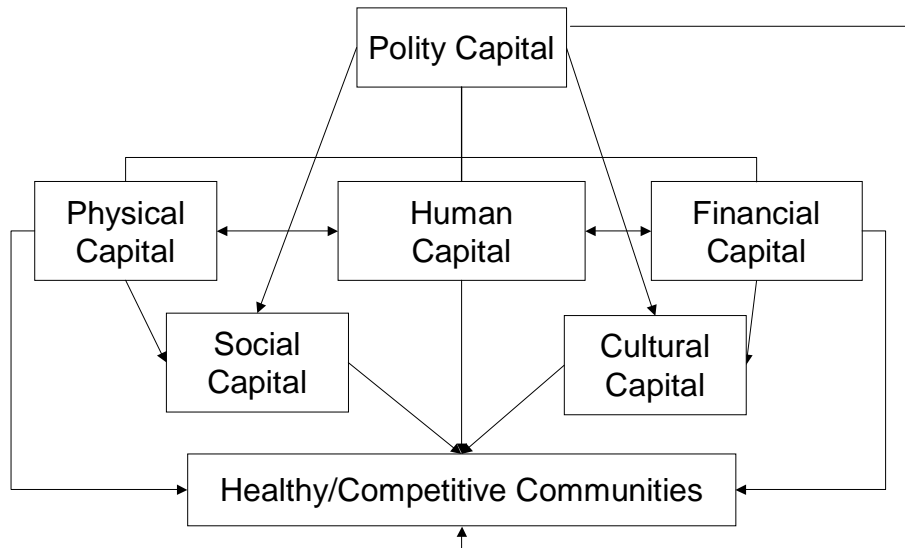
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<sup>3</sup> Joel Kotkin, 1998. “Cities Need Leaders ... and Businessmen Are Indispensable,” *The American Enterprise*, September/October, Vol. 9, pp. 24–26+.

<sup>4</sup> John K. Conlon, and Mellisa Givagnoli, 1998, *The Power of Two*. San Francisco: Jossey-Bass, Inc.

**Figure 1**

**A BUSINESS-ORIENTED CONCEPTUAL MODEL FOR ENHANCING  
COMMUNITY COMPETITIVENESS**



Sources: Compiled by authors based on Johnson (2002a).

In the remainder of this report, we apply this model in a case study assessment of the current competitive position of Jacksonville, Florida. We begin by describing the methodology employed to operationalize the model. Next, we provide a demographic and socioeconomic profile of Jacksonville and then present the results of the competitive assessment.

**METHODOLOGY**

To operationalize the model, we conducted a community-level SWOT analysis, which identifies the internal (Strengths and Weaknesses) and external (Opportunities and Threats) forces that shape an area's overall health,

economic well-being, and attractiveness as a place to live and do business.<sup>5,6</sup> As Table 2 shows, such an analysis strives to answer specific questions about the community's strengths, weaknesses, opportunities, and threats.

**Table 2: Questions Posed in a Community-Level SWOT Analysis**

<b>Strengths</b>
• What does the community do well?
• Does the community have a clear strategic vision?
• Does the community have an entrepreneurial orientation?
• Does the community culture produce a healthy environment in which to live and do business?
<b>Weaknesses</b>
• What could be improved in the community?
• What does the community do poorly?
• Is the community able to finance needed infrastructure?
• Does the community have poor debt or cash flow?
<b>Opportunities</b>
• What favorable circumstances is the community facing?
• What are the interesting trends?
• Is the community positioned to take on those trends?
• Is the community advanced in technology?
<b>Threats</b>
• What obstacles does the community face?
• What are the community's competitors doing?
• Are the demographic and economic conditions changing?
• Is technology threatening the community's competitiveness?
• What policies are state and federal lawmakers backing?
• Do the policies affect the community and, if so, how?

Source: Compiled by authors.

<sup>5</sup> IEDN, 2000, "Rural Economic Development Issues for the 21<sup>st</sup> Century," IEDN's Economic Development Intelligence Reports, available at <http://www.iedn.com/information/intelligence/articles/FEBEDIR>, accessed March 28, 2003.

<sup>6</sup> Holbrook, Don A., 1995, "Economic Development Facing Up to the 21<sup>st</sup> Century," IEDN's Economic Development Intelligence Reports, available at [http://iedn.com/information/intelligence/articles/edirfacing21st\\_cent10595.html](http://iedn.com/information/intelligence/articles/edirfacing21st_cent10595.html), accessed March 28, 2003.

To answer these questions for Jacksonville, our case study community, we engaged in the same type of *community competitiveness intelligence gathering* that a corporate relocation consultant pursues to develop a short list of ideal sites for a client’s business relocation or expansion.<sup>7</sup> That is, we conducted an exhaustive search of publicly-available information using the electronic search engines and research indexes identified in Table 3.

We used Jacksonville and the names of specific communities that make up the Jacksonville area (e.g., Baker County, Clay County, Duval County, Nassau County, St. John’s County) as place identifiers and combined this information with an array of search terms culled from prior research on community competitiveness.

The search, which included mainly newspaper and popular articles, technical reports, government documents, and statistical information, spanned a fifteen-year period, 1991 to 2006. The community-level SWOT results discussed below are based on our content analysis of these search results.

**Table 3: Gateways and Databases Used in the Research**

<b>GATEWAYS</b>	<b>DATABASES</b>
AltaVista.com	All Business Websites
Google.com	General Search Engine
ABI Inform/ProQuest	Periodicals and Newspapers
ProQuest	All Articles

<sup>7</sup> IEDN, 1996, “Site Selection Trends in the Electronic Era & Global Economy,” IEDN’s Economic Development Intelligence Reports, January, available at <http://www.iedn.com/information/intelligence/articles/janedir.html>, accessed March 27, 2003.

Lexis/Nexis	Academic Universe
	Statistical Universe
	Government Periodical Universe

Source: Compiled by authors.

### **The Study Area**

Jacksonville is located in Northeast Florida on the banks of the St. Johns River. It is the most populous city in the state of Florida and the thirteenth most populous city in the United States. Jacksonville is the largest deepwater port in the South and a leading port in the U.S. for automobile imports. It is also the leading transportation and distribution hub in the state. The area's economy is balanced among distribution, financial services, biomedical technology, consumer goods, information services, manufacturing, and other industries.<sup>8</sup>

### **Demographic Profile**

The Jacksonville metropolitan area—defined for this study as Baker, Clay, Duval, Nassau and St. Johns Counties—is the economic hub of northern Florida. The Census estimate of the area's 2005 population is 1,248,371, an increase of 11.2% over the Census 2000 population of 1,122,750. During this period, Jacksonville's growth was about the same as the rate of growth for the state, which grew by 11.3% between 2000 and 2005.

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<sup>8</sup> [http://en.wikipedia.org/wiki/Jacksonville, Florida](http://en.wikipedia.org/wiki/Jacksonville,_Florida)

While Jacksonville is Florida’s northern-most metropolitan area, it is widely seen as being the most southern of Florida’s metropolitan areas. This perspective is reflected in Jacksonville’s racial/ethnic make-up and age distribution relative to the state as a whole, shown in Table 4.

African Americans comprise a higher proportion of the population in Jacksonville (21.5%) than they do in the state as a whole (19.6%). Further, the proportion of Latinos in Jacksonville (3.8%) is much lower than across the state (16.8%). Jacksonville has a lower proportion of its population age 65 and older (11.1%) relative to the state (17.6%). While retirees are attracted to the Jacksonville metropolitan area, they are not as significant to the locale as they are further south in Florida.

**Table 4: Key Demographic Characteristics of Jacksonville and State of Florida, 2000**

	<b>Jacksonville</b>	<b>Florida</b>
<b>Total Population, 2005</b>	1,248,371	17,789,864
<b>Population Change, 2000-05</b>	11.2%	11.3%
<b>% Female</b>	51.3%	51.2%
<b>% &lt;15</b>	21.8%	22.8%
<b>% &gt;65</b>	11.1%	17.6%
<b>% African American</b>	21.5%	19.6%
<b>% White</b>	72.9%	72.3%
<b>% Latino</b>	3.8%	16.8%

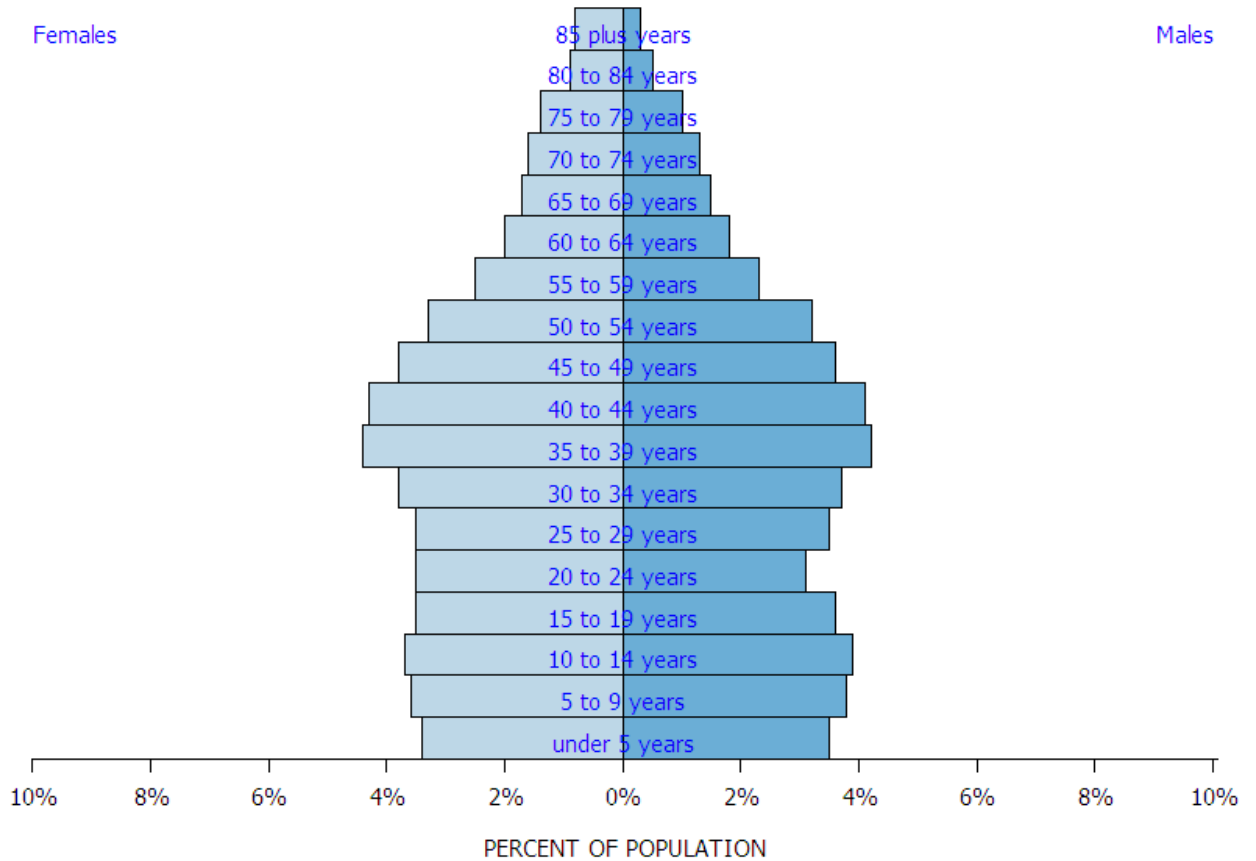
Source: Summary File 1, Census 2000 [www.census.gov](http://www.census.gov)

Figure 2 shows the age-sex structure of the Jacksonville metropolitan area. Roughly one quarter (26.1%) of residents are under age 18, and, as noted above, 11.1% are 65 or older. Unlikely to be full-time workers, these two age

groups are often referred to as “dependent” populations since they typically rely on either family or institutions (e.g. Social Security) for support.

**Figure 2**

Population by Sex and Age, Jacksonville, FL



Jacksonville’s economy is strong. Census 2000 reported that the median household income in Jacksonville was \$42,987 and the median family income was \$49,999 (Table 5). Both of these income measures are higher than the comparable measures for the entire state. In 2000, Jacksonville—like most of the country—had low unemployment (3%). However, 10.7% of Jacksonville’s residents lived in poverty in 2000.

**Table 5: Income, Poverty and Adult Education, Jacksonville and State of Florida, 2000**

	<b>Jacksonville</b>	<b>Florida</b>
<b>Median Income</b>		
<b>Household</b>	\$42,987	\$38,819
<b>Family</b>	\$49,999	\$45,625
<b>% Poverty</b>	10.7%	12.5%
<b>Education (25+)</b>		
<12 Years	16.6%	12.3%
<b>High School</b>	29.4%	28.7%
<b>Some College</b>	31.4%	28.8%
<b>College Graduate</b>	15.3%	14.3%
<b>Post Graduate</b>	7.3%	8.1%

Source: Summary File 3, Census 2000 [www.census.gov](http://www.census.gov)

Table 6 shows the distribution of employment by industry in the Jacksonville metropolitan area relative to the state of Florida. Six industry categories are highlighted:

1. Primary activities (agricultural and mining);
2. Transformative activities (manufacturing and construction);
3. Distributive services (transportation, communication, wholesale and retail trade);
4. Producer services (finance, insurance, real estate, and business services);
5. Personal services (entertainment, repairs, food and beverage), and
6. Social services (medical, education, and government).

**Table 6: Distribution of Jobs by Industrial Categories: Jacksonville and State of Florida , 2000**

	<b>Jacksonville</b>	
	<b>MSA</b>	<b>Florida</b>
<b>Transformative Activities (e.g manufacturing and construction)</b>	15.2%	15.3%
<b>Distributive Service (e.g. transportation, communications, wholesale and retail trade)</b>	24.0%	22.8%
<b>Producer Services (e.g. finance, insurance, information Services and other business services)</b>	25.1%	21.7%
<b>Personal Services (e.g. entertainment, food services)</b>	13.0%	15.6%
<b>Social Services (e.g. health care, education, government)</b>	22.1%	23.2%
<b>Primary Activies (e.g agriculture)</b>	0.6%	1.3%

Source: Table P49, Summary File 3, Census 2000

Almost half of all jobs in Jacksonville are concentrated in either Distributive Services (24%) or Producer Services (25.1%) (Table 6). The high proportion of individuals working in Distributive Services (e.g. transportation, communications, wholesale and retail trade) is not surprising since it is the largest deep water port in the South and a major distribution and transportation hub. And the local economy is diversified with strong presence in information and financial services, accounting for the significant employment in Producer Services (e.g. finance, insurance, information and other business services).

Education is key to the growth of high quality employment opportunities in the 21<sup>st</sup> Century. Over 15% of Jacksonville’s adults had a Bachelor’s degree, and another 7.3% had at least some post graduate education. However, a relatively high proportion (16.6%) of adults age 25 and older in Jacksonville did not complete high school (Table 5).

### **SWOT Analysis**

If Jacksonville is to compete more effectively in the global marketplace in the years ahead, local community stakeholders must understand and leverage the community’s comparative advantages based on an analysis of its strengths, weaknesses, opportunities and threats. The results of our SWOT analysis for Jacksonville are presented in Appendix Table 1A. Below, we highlight the most salient findings.

### ***Strengths***

Jacksonville is the largest city in the contiguous United States in land area,<sup>9</sup> and one of its greatest strengths is its location. The area’s natural resources make it an attractive vacation destination. In addition, the strategic location on the St. Johns River, near the Atlantic Ocean, and along major rail and highway routes make it ideally located for the distribution of goods.

Jacksonville is located on one of the largest Atlantic deep-water ports in the Southeast, with four modern seaport facilities, including three public

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<sup>9</sup> <http://www.coj.net/About+Jacksonville/default.htm>

marine terminals and one passenger cruise terminal.<sup>10</sup> The 38-foot port ranks with New York as the top two vehicle-handling ports in the nation.<sup>11</sup> In 2005, JAXPORT's three public marine terminals handled a total of 8.4 million tons of cargo.<sup>12</sup> In addition, the total economic impact of the naval bases in the community is about \$6.1 billion annually.<sup>13</sup> The area ranks in the top 10 percent of all U.S. cities in terms of roadway infrastructure, railroad access and port capabilities, and ranks in the top 20 percent of all cities in terms of air transportation.<sup>14</sup> There are three major Interstate Highways running through Jacksonville — I-95, I-295, and I-10. Additionally, I-75 is approximately 60 miles west of downtown Jacksonville. There are also four major U.S. Highways — U.S. 1, U.S. 17, U.S. 90, and U.S. 301. CSX, Norfolk Southern, Florida East Coast Railways, and Amtrak serve the area.

Jacksonville International Airport is 15 minutes from downtown by car. It is served by 15 major and regional airlines that offer 250 daily flights to and from most major U.S. cities and is an international gateway<sup>15</sup>. The area has seven additional airports which help ease the strain at Jacksonville International Airport during professional sports events and PGA golf championships.<sup>16</sup> However, several of the general aviation airports are located

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<sup>10</sup> <http://www.jaxport.com/about/about.cfm>

<sup>11</sup> <http://www.city-data.com/us-cities/The-South/Jacksonville-Economy.html>

<sup>12</sup> <http://www.coj.net/About+Jacksonville/default.htm>

<sup>13</sup> <http://www.city-data.com/us-cities/The-South/Jacksonville-Economy.html>

<sup>14</sup> [www.expandinjax.com](http://www.expandinjax.com)

<sup>15</sup> <http://www.coj.net/About+Jacksonville/default.htm>

<sup>16</sup> Additional airports in the area include the Fernandina Beach Municipal Airport (Nassau County – general aviation), Craig Municipal Airport (Southside Jacksonville – personal aircrafts, commuter planes), Herlong Airport (sport, recreational air use), Keystone Heights Airport (border of Clay and Bradford Counties – general aviation), St. Augustine Airport/St. Johns County Airport (St. Johns County – general aviation), Lake City Municipal Airport

in places where expansion is difficult due to land constraints. This may constrain economic growth in the future if the airports are unable to keep up with rising demand for passenger and cargo services in the rapidly expanding region.

Along with the area's proximity to and accessibility via interstate highways, airports and seaports, Jacksonville is endowed with warm weather, scenic rivers, lakes and forestland, and more than 50 miles of white, sandy beaches, all of which make it an attractive tourism destination.

In addition to the sandy beaches, Jacksonville's tourist attractions include ecological and nature based excursions; world-class golf courses; top-of-the-line tennis facilities; historical sites and architecture; sporting, gaming and cultural activities; unique shopping and dining; nightlife and entertainment; festivals and events; and a riverfront festival marketplace and river cruises.<sup>17</sup>

Jacksonville is known as a golfer's paradise. With over 50 golf courses,<sup>18</sup> it is home to the PGA Tour, the World Golf Village, and the World Golf Hall of Fame. Jacksonville is also home to the Association of Tennis Professionals, and the Jacksonville Jaguars--the NFL's 30th franchise—is the city's most exciting sporting attraction. It is noteworthy that the city hosted Super Bowl

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(Baker County – municipal airport with two paved runways), Cecil Commerce Center (Clay County – corporate aircraft, general aviation, air cargo, National Guard and Reserve aviation).

<sup>17</sup> [http://www.jaxcvb.com/visiting\\_jax](http://www.jaxcvb.com/visiting_jax)

<sup>18</sup> [http://www.jaxcvb.com/visiting\\_jax/golf.asp](http://www.jaxcvb.com/visiting_jax/golf.asp)

XXXIX, which matched the Philadelphia Eagles and the New England Patriots.<sup>19</sup>

The city of Jacksonville operates the largest urban park system in the United States, providing services at more than 337 locations on more than 80,000 acres, including 21 boat ramps. Jacksonville also boasts a lively downtown and riverfront area. The Riverwalk, located on both the Northbank and Southbank of the river, is a 1.2 mile wooden boardwalk with shops and restaurants, where many parties, parades, and festivals are held. Beyond serving as magnets for tourists, these local attractions also enhance the quality of life of local residents and attract new businesses and residents to the area.

In addition, a large part of the Osceola National Forest lies within the boundaries of Baker County, providing some of Florida's best hunting and the 800-acre Ocean Lake in the forest provides for recreational swimming.<sup>20</sup> The Jacksonville area also offers some of the best sport fishing, boating, and water sport opportunities in the country.

Jacksonville is a pro-business community, as evidenced by government support of new business development, streamlined permitting processes, and relocation assistance. Most notable is the Jacksonville Small and Emerging Business Initiative, which de-bundles large city contracts to facilitate small business participation, certifies small and minority-owned businesses, and partners with financial institutions to provide start-up capital for new

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<sup>19</sup> <http://www.coj.net/About+Jacksonville/default.htm>

<sup>20</sup> [http://www.bakerchamberfl.com/community\\_information.html](http://www.bakerchamberfl.com/community_information.html)

enterprises.<sup>21</sup> The Chamber of Commerce has also created an Economic Inclusion Department, which strives to find real solutions to problems minority entrepreneurs face in the Jacksonville business community. The department is an outgrowth of the work of the Chamber's Diversity & Inclusion Task Force, comprised of over 55 diverse business leaders in the community.<sup>22</sup>

Jacksonville is also the pilot city for the U.S. Chamber of Commerce and National Chamber Foundation's TradeRoots. In an effort to leverage the community's efficient and profitable Port Authority, this initiative was established to heighten awareness of the benefits of international trade to the local economy.<sup>23</sup>

The International Development Commission also works with the Chamber of Commerce and Jacksonville Port Authority to promote increased import-export activities through enhanced international relations. In addition, the Commission engages cultural and economic exchange through its affiliation with the Sister Cities Association (with sister cities in South Africa, China, France, Russia, and Argentina). Lumber, phosphate, paper, and wood pulp are the principal exports through the port, while automobiles and coffee are among the major imports.<sup>24</sup>

The city also employs various locational (e.g., empowerment zones and enterprise zones) and business (e.g. utility tax reimbursement; tax credits for purchase of equipment and building materials, community donations, and job

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<sup>21</sup> [www.jacksonville.com](http://www.jacksonville.com)

<sup>22</sup> [www.myjaxchamber.com](http://www.myjaxchamber.com)

<sup>23</sup> Gordon, Mark, "International Model." [www.jacksonville.com](http://www.jacksonville.com): Feb. 22, 2000.

<sup>24</sup> [http://en.wikipedia.org/wiki/Jacksonville,\\_Florida](http://en.wikipedia.org/wiki/Jacksonville,_Florida)

creation; and electrical energy sales, property, and corporate income tax relief incentives to attract new business and retain existing firms. In addition, the Small Business Center, a collaborative development initiative between the Jacksonville Chamber of Commerce and seven public and private partners,<sup>25</sup> seeks to create a seamless partnership that enhances the viability of the small business community (including minority- and women-owned businesses) through training, resources, assessment and counseling.

The Jacksonville Chamber of Commerce,<sup>26</sup> the Jacksonville Economic Development Commission,<sup>27</sup> and the Northeast Florida Regional Development Partnership<sup>28</sup> are three organizations devoted to promoting community and economic development in the Jacksonville metro area. The Jacksonville Chamber and the Northeast Partnership both have web sites that provide specific data about the community from both a business and lifestyle perspective. In addition, the Chamber provides a searchable business directory and calendar of events.

The Economic Development Commission has a web site that details specific business incentives available including information specific to sports event planning and film and television production in the area. The Northeast

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<sup>25</sup> Partners include the City of Jacksonville Economic Development Commission, the Small Business Administration, the University of North Florida Small Business Development Center, the Business Development Corporation of Northeast Florida, Inc., the First Coast African American Chamber of Commerce, the Small Business Resource Network, the Florida Procurement Technical Assistance Program, and the Service Corps of Retired Executives.

<sup>26</sup> [www.myjaxchamber.com](http://www.myjaxchamber.com)

<sup>27</sup> <http://www.coj.net/Departments/Jacksonville+Economic+Development+Commission/default.htm>

<sup>28</sup> <http://www.expandinjax.com/>

Partnership web site provides data about local work force characteristics and a searchable listing of available commercial real estate.

The Economic Development Commission and the Chamber of Commerce combine marketing efforts to attract real estate developers and companies seeking distribution center locations. In addition to distribution, the area balances its economy among companies from the aviation/aerospace, financial services (Jacksonville is the insurance and financial center of the state),<sup>29</sup> information technology, biomedical technology, consumer goods, manufacturing, and other industries. The area also attracts film and television production.

In addition to economic development, Jacksonville actively promotes and facilitates community development in the metro area. Mayor John Peyton's initiative, "Growing Great Neighborhoods: Seeds of Change," focuses on beautification, infrastructure enhancements, public safety, and housing challenges throughout the city. It stresses enhanced code enforcement, increased public awareness of city services, community partnerships, pooling of the community's professional resources with the city's for service delivery, and the development of public-private partnerships in support of the initiative.

Other efforts to facilitate community and economic development include the Jacksonville Economic Development Commission's Public Investment Policy, which establishes greater accountability measures for spending on new business projects; and the newly formed Housing and Neighborhoods

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<sup>29</sup> <http://www.coj.net/About+Jacksonville/default.htm>

Department, a consolidation of the Jacksonville Housing Commission and the Neighborhoods Department, which was put in place to increase home ownership as a means to decrease homelessness.<sup>30</sup>

Economic development efforts appear to pay off. Cornerstone, the city's economic development initiative, reported that 60,000 new jobs were created by companies expanding or relocating to Jacksonville between 1999 and 2004.<sup>31</sup> Jacksonville's job growth rate is more than twice the national average (1.5%) and slightly higher than the state (3.3%). In addition, only 3% of the population is unemployed, with military, retail, public education, and insurance being major employers.<sup>32</sup>

Institutes of higher education are prevalent in the area. Jacksonville is home to Jacksonville University, the University of North Florida, Florida Community College at Jacksonville, Edward Waters College, Florida Coastal School of Law, Trinity Baptist College, Jones College, Florida Technical College, Logos Christian College, and Brewer Christian College.<sup>33</sup> Rising high school seniors interested in workforce careers may qualify for free classes at Florida Community College.<sup>34</sup>

Jacksonville has an array of social and cultural capital assets to enhance the quality of life in the area. The city has many museums, dedicated to art, science, and history, including museums focused specifically on African-

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<sup>30</sup> Moewe, M.C., "Nonprofit Group Looks to City for Help Solving Homelessness." The Business Journal of Jacksonville: June 16, 2006.

<sup>31</sup> <http://www.city-data.com/us-cities/The-South/Jacksonville-Economy.html>

<sup>32</sup> <http://wktz.jones.edu/Jacksonville.htm>

<sup>33</sup> [http://en.wikipedia.org/wiki/Jacksonville\\_Florida](http://en.wikipedia.org/wiki/Jacksonville_Florida)

<sup>34</sup> <http://www.fccj.edu>

American history. The art galleries in the downtown area host a weekly downtown art walk on Wednesdays.<sup>35</sup> In addition, the city hosts a plethora of cultural events such as theatre, symphony, performing arts, ballet, Broadway series shows, concert series, chamber players, and comedy clubs. There are opportunities to celebrate local history through the historical society and historical tours, including “Living Color” tours focused on local African American history.

The city has the largest urban park system in the country, as well as a zoological park, historical park, national monuments and forts, a lighthouse museum, an oceanarium, and a nature center comprised of 50 acres of urban wilderness.<sup>36</sup> There are also several facilities especially for kids, such as the Sprinkles’ When I Grow Up Museum focused on career choices for kids and the Kids Kampus, a ten-acre recreational facility with bright and colorful climbing, digging, and sliding equipment with an educational twist.

Over 35 multicultural associations exist in Jacksonville, and the city celebrates a host of multicultural events, including a Caribbean Carnival, a Puerto Rican fiesta, Black History Month Celebration, World of Nations Celebration, World Beat Music Fest, and jazz and African music festivals.<sup>37</sup> Many community organizations exist in Jacksonville that focus on social issues such as strengthening families, Black economic success, women’s services, youth leadership development, and mentoring.

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<sup>35</sup> [http://www.downtownjacksonville.org/content/?page\\_id=2](http://www.downtownjacksonville.org/content/?page_id=2)

<sup>36</sup> [http://www.visitjacksonville.com/visiting\\_jax/attractions\\_selected.asp?ID=all&submit=Go](http://www.visitjacksonville.com/visiting_jax/attractions_selected.asp?ID=all&submit=Go)

<sup>37</sup> [http://www.visitjacksonville.com/multicultural/multi\\_events.asp](http://www.visitjacksonville.com/multicultural/multi_events.asp)

## **Weaknesses**

While Jacksonville has a number of strengths that make it attractive as a place to live and do business, there are several areas of weakness that adversely affect its competitiveness in the economic development marketplace. One major area for improvement is education. While there are quite a few institutions of higher education in the area, the public school system demonstrates poor educational performance. There are two tracks of schools in Jacksonville. One is a group of nationally recognized magnet schools and the other is a tier of struggling schools. The effects of poverty hang over the struggling schools.<sup>38</sup> About 22 percent of fifth-grade students score at the lowest level of the FCAT reading test, but the percentage gradually increases to 56 percent by 10th grade.<sup>39</sup> The high school dropout rate is high. It increased from 4.6 percent in 2002-2003 to 5.1 percent in 2003-2004. Only 65.5 percent of Duval County students are graduating. This leads to a significant number of adults with at best a high school education, resulting in an unprepared future work force.

Paradoxically, Jacksonville does not have enough knowledge-based jobs that pay high wages for its pool of highly skilled workers – a situation that makes it difficult to retain talented people.<sup>40</sup> Of the 6,000 naval personnel that exit the military every year in Jacksonville, over 80 percent remain in northeast

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<sup>38</sup> [http://www.jacksonville.com/tu-online/stories/052006/opi\\_2948805.shtml](http://www.jacksonville.com/tu-online/stories/052006/opi_2948805.shtml)

<sup>39</sup> [http://www.jacksonville.com/tu-online/stories/052006/opi\\_2948805.shtml](http://www.jacksonville.com/tu-online/stories/052006/opi_2948805.shtml)

<sup>40</sup> [http://www.jacksonville.com/tu-online/stories/070506/new\\_22248029.shtml](http://www.jacksonville.com/tu-online/stories/070506/new_22248029.shtml)

Florida, supplying the area with a rich resource of aviation skills and related technical experience.

Health care is another area of weakness. With 10.9 infant deaths per 1,000 live births, Duval County had the eighth highest infant mortality rate in the state in 2004. (The infant mortality rates in the surrounding counties of Baker, Clay, St. John, and Nassau were 5.4, 5.7, 8.3., and 1.4, respectively, in 2004.) This high rate of infant mortality is due—at least in part—to the lack of access to pre-natal care—a major problem for the medically uninsured.<sup>41</sup>

Duval County has a community-supported health plan for low wage, uninsured workers, JaxCare, which is available to eligible employees of Duval-County businesses. Based on a managed care model, JaxCare provides members with access to primary care, specialty care, in-patient and out-patient hospital care, diagnostic services, pharmaceuticals and much more.

While this program improves access to care for some in the community, others find the program's eligibility requirements too restrictive. Besides income requirements, having had insurance in the past six months and eligibility for other assistance programs are disqualifiers. In addition, Duval County residency is a requirement to participate, which excludes many poor people who work in Jacksonville, but live in surrounding counties.<sup>42</sup>

A public health issue of concern is that 51 of the 152 river tributaries in Duval County have bacteria levels so high that they are deemed unsafe for fishing or swimming. Additionally, Duval County has had the first or second

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<sup>41</sup> [http://www.jacksonville.com/tu-online/stories/040506/bus\\_21539516.shtml](http://www.jacksonville.com/tu-online/stories/040506/bus_21539516.shtml)

<sup>42</sup> [http://www.jacksonville.com/tu-online/stories/021206/bus\\_21069203.shtml](http://www.jacksonville.com/tu-online/stories/021206/bus_21069203.shtml)

highest murder rate in the state of Florida for the last 17 years.<sup>43</sup> As of May 26, 2006, there were 64 homicides in the county.

A final area in which Jacksonville should concentrate on improvements is in the area of race relations. Racial disparities are perceived to exist in the areas of education, income and employment, housing, health, criminal justice, and politics. The Jacksonville Community Council has developed an annual report card to report on the state of race relations in the community, and the sense of the community is that this is a positive step, but more effort is needed in this area as poor relations are a deterrent to economic growth and development.<sup>44</sup>

## ***Opportunities***

Several areas of opportunity exist to enhance economic development in Jacksonville. Workforce development is one area in which opportunities for improvement exist. Jacksonville should improve the quality of education to create a skilled work force. In addition, implementing more training and development partnerships would serve to improve the work force.

Additional opportunities exist to encourage business growth and increase tax revenues in the area. The diverse economy and the availability of large tracts of undeveloped land, together with a relatively young and rapidly growing population, can be leveraged to facilitate new business growth. The planned

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<sup>43</sup> [http://www.jacksonville.com/tu-online/stories/070506/opi\\_opinion.shtml](http://www.jacksonville.com/tu-online/stories/070506/opi_opinion.shtml)

<sup>44</sup> <http://www.jcci.org/projects/reports/RaceRelationsProgressReport.aspx>

expansion of the convention and visitors center can also be leveraged to attract new businesses and increase city revenues.<sup>45</sup>

Better branding and marketing of the community as an international port and distribution center as well as the ideal location for film and television production, hold great potential to increase business development, job creation, and tax dollars.

A unique opportunity also exists to increase minority-owned business development in Jacksonville. Jacksonville was one of five cities chosen to participate in The Urban Entrepreneurship Partnership, a nationally organized initiative by the White House and The Wachovia Foundation. The Jacksonville Economic Empowerment Center, run by the Jacksonville Urban League, provides business training, counseling, financing and procurement opportunities to minority and urban business owners.<sup>46</sup> Additionally, the city could use tax incentives to encourage economic growth in low income areas.

In order to address the public health issues brought about by unclean waterways, the city has developed the River Accord, a 10-year program to begin restoring the health of the Lower St. Johns River Basin, including the river tributaries in Duval County with unsafe levels of bacteria. The members of the Accord will commit \$700 million to reduce the amount of nitrogen discharged into the river by: closing wastewater treatment plants; improving other wastewater treatment plants and building pipelines necessary to reuse treated wastewater for irrigation of lawns, parks, and golf courses; eliminating failing

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<sup>45</sup> Rauch, Joe, "Alltel Tops Sites for Convention Center." The Business Journal of Jacksonville: July 29, 2005.

<sup>46</sup> [http://www.jacksonville.com/tu-online/stories/042106/opi\\_2687919.shtml](http://www.jacksonville.com/tu-online/stories/042106/opi_2687919.shtml)

septic tanks; and capturing and treating storm water before it enters the river. A multi-level marketing campaign to publicize these efforts will enhance the attractiveness of the community as a place to live and do business.

In an effort to combat high crime rates, a Jacksonville Community Council Inc. study group recommended the city adopt the "cease-fire" strategy advocated by David M. Kennedy, a criminologist at the John Jay College of Criminal Justice at the City University of New York. The approach brings law enforcement, family members, community members and social service agencies together to confront violent young people about their behavior and give them assistance in changing their lives. The strategy is based on the proven premise that most of the violent crimes in any community are fueled by a few people.<sup>47</sup>

In addition to this initiative, an opportunity exists to invest greater resources in such mediating institutions as the YMCA, YWCA, and Boys and Girls Club, which have a long history of encouraging youth to pursue mainstream avenues of social and economic mobility and discouraging engagement in anti-social or dysfunctional behaviors.

Finally, Jacksonville should continue its efforts to improve race relations through its Race Relations Progress Report. It should also develop programs to enhance the growing diversity in the community and to address the issues identified by the progress report. Such efforts should be undertaken not solely for social or moral reasons. Rather, they should be undertaken for reasons of enlightened self interest in the increasingly diverse global marketplace.

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<sup>47</sup> [http://www.jacksonville.com/tu-online/stories/070506/opi\\_opinion.shtml](http://www.jacksonville.com/tu-online/stories/070506/opi_opinion.shtml)

## **Threats**

Several issues threaten the future viability and competitiveness of Jacksonville communities. Four are highlighted here.

One such threat is a potential decrease in the type of human capital the community needs to continue to grow and prosper. Jacksonville is falling behind other Florida metro areas in the creation of high quality jobs.<sup>48</sup> An unanticipated naval base closure would exacerbate the situation. Few high-income jobs, combined with an increasing number of low-income residents, would in turn prompt business and talent to leave, with a resulting adverse impact on the local tax base. In some industries (e.g. service, construction), a tight labor market—low unemployment and a shortage of workers—may serve as a deterrent to future business expansion.<sup>49</sup> And Jacksonville’s high murder rate may encourage existing businesses and residents to leave and deter new firms and talent from coming to the city.

Economic development efforts may actually hurt the area in some cases. Economic incentives to out of town companies may negatively impact small, local businesses.<sup>50</sup> Drawn out negotiations on downtown development may discourage developers from building.<sup>51</sup> And escalating land and construction

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<sup>48</sup> Mathis, Brune, Karen, “Metro Area is Lagging Behind in Quality Jobs.” [www.jacksonville.com](http://www.jacksonville.com): March 3, 2006.

<sup>49</sup> Daube, Liz, “Low Unemployment Brings Mixed Reactions.” Financial News and Daily Record: March 16, 2006.

<sup>50</sup> Parsons, Bradley, “Council Has Small Business Questions for JEDC.” Financial News and Daily Record: March 15, 2006.

<sup>51</sup> Parsons, Bradley, “Developers Say They Need Incentives Downtown.” Financial News and Daily Record: March 17, 2006.

costs can be a deterrent to future business development and economic growth.<sup>52</sup>

However, the flip side of this is that rapid growth could also be a threat to community competitiveness. A Growth Management task force suggests that the population will grow by 41% between 2000 and 2030, leaving no unclaimed land, no room for industry expansion, cluttered roads, a polluted St. Johns River, and too few classrooms in the schools.<sup>53</sup> Already, Nassau County is growing rapidly and may have a difficult time keeping up with infrastructure,<sup>54</sup> and much of Baker County is served by private wells and septic tanks, which may inhibit growth.

Finally, natural disasters are also a continual threat to the city. Although city officials can neither predict nor control such events, it is nevertheless a concern that a natural disaster could potentially have damaging effects on the city.

### **Summary and Recommendations**

We have conducted a community-level SWOT analysis in an effort to identify ways Jacksonville can improve its attractiveness as a place to live and do business in the ever-changing knowledge-based economy of the 21<sup>st</sup> century. Toward this end, we utilized a conceptual framework and methodology for monitoring and evaluating community competitiveness

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<sup>52</sup> Light, Joe, "Riverwalk Village Collaborator Pulls Out." [www.jacksonville.com](http://www.jacksonville.com): April 14, 2006.

<sup>53</sup> [http://www.jacksonville.com/tu-online/stories/050506/met\\_21795646.shtml](http://www.jacksonville.com/tu-online/stories/050506/met_21795646.shtml)

<sup>54</sup> <http://www.nassauclerk.org/index.cfm?FuseAction=CountyInformation.Home&CFID=1662216&CFTOKEN=59438531>

developed in the Frank Hawkins Kenan Institute of Private Enterprise, the applied business research arm of the Kenan-Flagler Business School, at the University of North Carolina at Chapel Hill.

From a content analysis of publicly available information accessed through the World Wide Web, we have identified current strengths and weaknesses as well as the opportunities and threats that Jacksonville currently faces. The following specific recommendations flow logically from this community-level SWOT analysis.

**Recommendation #1: Brand Jacksonville as a sustainable community.** In order to compete in the years ahead, Jacksonville will have to do a better job of distinguishing itself in the economic development marketplace. To do so will require the city to undertake a major community branding initiative.

Given Jacksonville's rich and storied history as well as its current economic development challenges, we think the concept of a "sustainable" place or community is the best way to brand Jacksonville. Communities striving to brand themselves as such typically adhere to what is referred to as the triple bottom line principles of sustainability in their efforts to revitalize, rebuild, or strategically reposition the community. In economic and community development projects, officials strive to (1) do no harm to the physical environment and protect natural resources to the maximum extent possible, (2) adhere to principles of social justice and equity, and (3) return

strong shareholder/stakeholder value. In communities that brand themselves as sustainable places,<sup>55</sup>

- natural and historic resources are preserved,
- jobs are available,
- sprawl is contained,
- infill development and adaptive re-use of existing buildings is advocated,
- neighborhoods are secure,
- health care is accessible, and
- all citizens have the opportunity to improve their lives.

By embracing sustainability as a way to distinguish itself in the economic development marketplace, Jacksonville, we believe, will be in a better position to balance the opportunities and the threats that the community currently faces.

**Recommendation #2: Develop an image marketing campaign to promote Jacksonville in the economic development marketplace.** Based on the branding of the community, a multi-level marketing campaign should be launched in an effort to attract new residents and businesses to the area. In addition to underscoring the community's core values as manifested in the branding statement, the marketing materials should highlight Jacksonville's strategic locational advantages.

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<sup>55</sup> Beatley, Timothy and Manning, Kristy, 1997, *The Ecology of Place: Planning for Environment, Economy, and Community*. Washington, DC: Island Press.

In marketing Jacksonville, the various websites of the city and the counties that make up the metropolitan area must be leveraged as the community's primary economic development marketing tools. Research indicates that, in today's information economy, a properly designed website can be your most powerful economic development marketing tool--your window to world markets.<sup>56</sup> It is the first place that site selection and site relocation consultants look as they attempt to develop a short list of sites for their clients who are interested in opening a new facility or relocating an existing one. It is one of the first places that individuals and families consult when contemplating a residential move. Emblematic of how important community websites are in economic development planning and promotion, the most competitive communities reportedly update their website on a daily basis.<sup>57</sup>

**Recommendation #3: Strengthen public education to improve school performance and decrease dropout rates.** Sustainable places or communities invest heavily in their education systems. Improved education in Jacksonville would serve two purposes. First, companies and families interested in moving to the area look at school performance as an indicator of quality of life. Second, lower dropout rates lead to a higher educated and more attractive workforce. In addition to improving education at the grade school

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<sup>56</sup> Levine, Ted M., 2002, "Six Revolutions in Economic Development Marketing," *Economic Development Journal*, Winter, pp. 5—12.

<sup>57</sup> Levine, Ted M., 2002, "Six Revolutions in Economic Development Marketing," *Economic Development Journal*, Winter, pp. 5—12.

level, additional training and development opportunities for existing workers will further increase Jacksonville's attractiveness as a place to do business.

**Recommendation #4: Develop strategies to address the racial tensions that exist in the community.** Sustainable communities adhere to principles of social justice and equity in economic and community development efforts. In Jacksonville, the annual report card is a positive step towards addressing racial tensions, but more action is needed to eliminate existing racial disparities. Racial tensions can affect all areas of the community, including economic development and quality of life. Paralleling efforts in other communities attempting to brand themselves as sustainable places, local officials should consider civic entrepreneurial approaches and strategies to address the disparities that undergird racial tensions in the Jacksonville community.

**Recommendation #5: Promote traditional business venturing entrepreneurship as the key to future economic growth and development.** An entrepreneurial culture does exist in Jacksonville, and several programs are already in place to support this culture. Accelerating efforts to facilitate small business growth and development will help to diversify the economy reducing the community's dependency on several very large employers.

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## **Appendix A:**

### **TABLE A1: SWOT Results for Jacksonville, Florida**

1. Polity Capital	
<b>Strengths</b>	
	Mayor John Peyton’s Initiative – Growing Great Neighborhoods: Seed Change. Initiative will focus on beautification, infrastructure enhancement, public safety and housing challenges throughout the city of Jacksonville
	Jacksonville Economic Development Commission (JEDC) – City oversees JEDCs Public Investment Policy to include greater accountability measures for spending on new business projects.
	Housing and Neighborhoods Department – newly formed consolidation of Jacksonville Housing Commission and the Neighborhoods Department put in place to increase home ownership
	Adopting budgetary practices that focus on long-term financial stability
	Business Incentives – empowerment zones, enterprise zones – financial incentives to preempt relocation, reimbursement of utility taxes, other tax credits (equipment, building materials, and electrical energy sales; property tax, community donations, job creation; and corporate income tax).
	RALLY Jacksonville! – citywide, literacy program to increase early literacy
	JEDC and Jacksonville Chamber of Commerce combine marketing efforts to attract developers and companies seeking distribution center locations
	Water and Sewer Expansion Authority (WSEA) – independent authority of the City , established in 2003 to defray the costs of upgrading water/sewer infrastructure. City contributes 30% of total costs for first 500 residents to sign up
	Blueprint For Prosperity Initiative – various governmental units, including the City, Chamber of Commerce and WorkSource working on joint efforts to create opportunities for increasing the average income in Duval county residents by creating a healthy and prosperous community. Efforts will focus on economic development, education, racial opportunity and harmony, infrastructure and quality of life
	JEDC, Miles Development Partners, Hallmark Partners, YMCA – series of redevelopment and revitalization projects in Jacksonville’s downtown and Brooklyn Neighborhood, including mixed-used developments for rent and for sale
	The Small Business center – collaborative development initiative between the Jacksonville Chamber of Commerce and seven public and private partners
	Mayor’s Office of Faith and Community Partnerships – supports and

	develops partnerships between the city's and community-based organizations to effectively utilized existing resources and enhance leadership capabilities
	International Development Commission (IDC) – works with Chamber of Commerce and Jacksonville Port Authority to promote increased import-export activities through enhanced international relations. Also engages cultural and economic exchange through its affiliation with the Sister Cities Association (South Africa, China, France, Russia, Argentina).
	Pro Business Environment
	Jacksonville Small and Emerging Business Initiative – debundles large city contracts to allow for small business participation, certification program for small and minority-owned businesses, partnered with financial institutions for Access to Capital fund to provide start-up capital for new enterprises
	City of Jacksonville/Duval County – government support of new business development, streamlined permitting processes and relocation assistance resulted in creation of over 50,00 new jobs in the last five years
	Clay County – community leaders collaborate to promote a business friendly environment; active industries include medical, business, commercial, light industrial and retail; diverse economy with low operating costs and workforce availability assures low unemployment
	St. John's County – major hospitality industry; low property and sales tax, economic development incentives, highly skilled workforce, prime real estate, efficient permit processing
	Nassau County - fast growing rural county with youthful labor force; diverse manufacturing and service-based economy, BETA-1 Incubator – funds, houses, supports, and monitors business enterprises with internationally marketable technologies
	Baker County – two industrial parks, agriculture, forestry and nursery stock industries, rural, yet close to city
	Jacksonville – pilot city for U.S. Chamber of Commerce and National Chamber Foundation TradeRoots initiative to develop awareness of the benefits of international trade: job creation, increased standard of living, enhanced prosperity
<b>Weaknesses</b>	
	Baker and Clay Counties among poorest educated and lowest per capita income.
	Significant number adults without high school education; unprepared future workforce.

	Nassau County – projected financial difficulties
<b>Opportunities</b>	
	Duval County – encourage business growth and development to create opportunities; improve quality of education to create skilled workforce; marketing among city agencies to support pro-business environment (tax incentives, supportive regulation), implement training and development partnerships to improve workforce.
	Attracting new distribution centers and increasing Port Authority activity will increase tax dollars and employment opportunities.
	Jacksonville – diverse economy and extensive land availability may encourage new business growth; relatively young community and population growth may support business growth.
	Clay and Baker Counties – recruit employers in diverse and higher paying industries to increase county revenue base and standard of living, merge efforts with educational institutions to provide job training for new industries; increased high school graduation rates will contribute to higher per capita income
<b>Threats</b>	
	Few high-income jobs, combined with increasing number of low-income residents, will lead to out-migration of people and business to other areas and shrinking tax base
	Economic incentives to out of town companies may negatively impact local businesses
	Low unemployment and worker shortage may prohibit business expansion in some industries (service, construction), expansion of convention and visitor center to attract business and increase city revenues, drawn out negotiations discourage developers from building
	Recent high construction and land costs deter some developers
	Jacksonville falling behind other Florida metro areas in creation of high quality jobs
	Clay / Baker County – highly dependent on Jacksonville for the majority of resident income; too many low-paying retail businesses
<b>2. Physical Capital</b>	

<b>Strengths</b>	
	Largest urban park system in the United States, providing services at more than 337 locations on more than 80,000 acres, including 21 boat ramps.
	St. John's River
	More than 50 miles of pristine beaches
	Osceola National Forest
	Freshwater lakes and rivers
	Multiple airports
	Four modern seaport facilities, including 3 public marine terminals and one passenger cruise terminal.
	Three major Interstate Highways running through Jacksonville, as well as four major US highways
	Rail service
<b>Weaknesses</b>	
	51 river tributaries in Duval County have bacteria levels so high that they are deemed unsafe for fishing or swimming.
	Several of the general aviation airports are located in places where expansion is difficult due to land constraints
<b>Opportunities</b>	
	River Accord, a 10-year, \$700 million program to begin restoring the health of the Lower St. Johns River Basin.
<b>Threats</b>	
	Failure to negotiate with developers
<b>3. Financial Capital</b>	
<b>Strengths</b>	
	Jacksonville has a balanced economy among distribution, financial services, biomedical technology, consumer goods, information services, and manufacturing
	Jacksonville is a rail, air, and highway focal point and a busy port of entry, with an international airport, ship repair yards and extensive freight-handling facilities. Lumber, phosphate, paper, and wood pulp are the principal exports; automobiles and coffee are among imports. The city also has a large and diverse manufacturing base
	The total economic impact of naval bases in the community is about \$6.1 billion annually
	The city is a transportation hub, with a 38-foot deepwater port that ranks with New York as the top two vehicle-handling ports in the nation. It is served by four airports, three seaports, a highway system that links the city to three major interstates, and a rail system served by three railroads—CSX, Norfolk Southern, and Florida East Coast

	The automotive parts and accessories industry is attracted by this logistics network, as well as the fact that less than two percent of the city's manufacturing industry is unionized. Jacksonville was selected as the site of Southeast Toyota, the largest distributor in the United States, and of a distribution center for General Motors Corp. that serves Georgia, South Carolina, and Florida.
	Cornerstone, the city's economic development initiative, reported that 60,000 new jobs were created by companies expanding or relocating to Jacksonville between 1999 and 2004.
	<i>Expansion Management</i> magazine (provides companies with information on cities, states, regions and countries that will enhance their ability to make quality site location decisions) rated Jacksonville in the top 10 "Hottest Cities in America" for each of the six years the list has been published, of which Jacksonville was ranked number one three times.
	City partners with non-profit (Downtown Vision) to promote the city as an exciting place to work, live, and play
<b>Weaknesses</b>	
	Jacksonville doesn't have enough knowledge-based jobs that pay high wages -- a situation that makes it difficult to retain talented people
	The murder rate in Duval County has consistently led the rest of Florida counties for the last six years and finished first or second for the last 17 years
<b>Opportunities</b>	
	Attract more film and television industry business – Jacksonville already has production support services in place
	Use tax incentive to encourage economic growth in low income areas. Vehicle (Community Tax Relief Act of 2000) is already in place to accomplish this.
	Development of minority owned businesses – Jacksonville was one of five cities chosen to participate in The Urban Entrepreneurship Partnership, a nationally organized initiative by the White House and The Wachovia Foundation
	The Jacksonville Economic Empowerment Center, run by the Jacksonville Urban League, provides business training, counseling, financing and procurement opportunities to minority and urban business owners
<b>Threats</b>	
	Murder rate in Duval County – As of May 26, 2006, there were 64 homicides in the county
	With naval bases being major employers, their closing would greatly affect the economy.
	Natural disasters

4. Human Capital	
<b>Strengths</b>	
	Jacksonville is the 14 <sup>th</sup> largest city in the US in population with 800,000 residents. The metropolitan area which includes three beach cities and Clay, Baker, Nassau and St. Johns counties has more than 1,000,000 residents.
	Only 3% of population is unemployed, with military, retail, public education and insurance (Blue Cross Blue Shield of Florida) being major employers.
	Jacksonville is home to Jacksonville University, the University of North Florida, Florida Community College at Jacksonville, Edward Waters College, Florida Coastal School of Law, Trinity Baptist College, Jones College, Florida Technical College, Logos Christian College, and Brewer Christian College
	Of the 6,000 naval personnel that exit the military every year in Jacksonville, over 80 percent remain in northeast Florida, supplying the area with a rich resource of aviation skills and related technical experience.
	Jacksonville's job growth rate is more than twice the national average (1.5%) and slightly higher than the state (3.3%)
	Rising high school seniors interested in workforce careers may qualify for free classes at Florida Community College at Jacksonville.
<b>Weaknesses</b>	
	High school dropout rate - Only 65.5 percent of Duval County students are graduating. The dropout rate continues to increase, moving from 4.6 percent in 2002-2003 to 5.1 percent in 2003-2004.
	Two tracks of schools: nationally recognized magnet schools and another tier of struggling schools. The effects of poverty hang over the struggling schools
	About 22 percent of fifth-grade students score at the lowest level of the FCAT reading test, but the percentage gradually increases to 56 percent by 10th grade
	Many citizens view Jacksonville as not friendly to kids, with no recreational activities for them
	The murder rate in Duval County has consistently led the rest of Florida counties for the last six years and finished first or second for the last 17 years
	JaxCare community-supported health plan for the working uninsured, but the program's eligibility requirements are too restrictive.
	Duval, which had the eighth highest infant mortality rate statewide in 2004, had 10.9 infant deaths per 1,000 live births in 2004, compared with a statewide average of seven. In contrast, Baker had a 5.4 infant mortality rate in 2004, Clay's was 5.7, St. Johns' was 8.3 and Nassau's was 1.4 for the same period

<b>Opportunities</b>	
	Jacksonville Community Council Inc. study group recommended the city adopt the "cease-fire" strategy which brings law enforcement, family members, community members and social services together to confront violent young people about their behavior and ask them to stop it, giving them options and help for changing their lives
	Increase housing ownership in Duval county. Housing ownership is 63.1% in Duval county versus more than 75% in other Jacksonville metropolitan counties.
<b>Threats</b>	
	Rapid growth – Growth management task force suggests that population will grow by 41% between 2000 and 2030, leaving no unclaimed land, no room for industry, cluttered roads, a polluted St. Johns River and too few classrooms
	Decrease in human capital - Residents may view Jacksonville as undesirable place to live because of increased murder rate.
<b>5. Cultural Capital</b>	
<b>Strengths</b>	
	Museum of Science & History
	Cummer Museum of Art
	Jacksonville Museum of Modern Art
	Jacksonville Maritime Museum
	Ritz Theatre & LaVilla Museum
	Karpeles Manuscript Library Museum
	Sprinkles' When I Grow Up Museum
	Downtown Farmer's market
	First Wednesday Downtown Art Walk
	Florida Theatre
	Jacoby Symphony Hall/Jacksonville Symphony Orchestra
	Moran Theatre
	Times Union Center for the Performing Arts
	Gallery L
	Reddi Arts
	Metropolitan Park
	Veterans Memorial Arena
	Broadway series shows
	Florida Ballet
	Ritz Chamber Players
	Friendship Fountain
	Southbank Riverwalk
	Jacksonville Historical Society
	Living Colour History Tours

	Alhambra Dinner Theatre
	Comedy Club
	Fort Caroline National Memorial
	Jacksonville Zoo
	Walter Jones Historical Park
	Tree Hill, Jacksonville's Nature Center
	Castillo de San Marcos
	Fort Clinch State Park
	Fort Matanzas National Monument
	Marineland, home of the world's first oceanarium
	Old Florida Museum
	St. Augustine Lighthouse and Museum
	Talbot Islands State Parks
	Heritage trail
	Multicultural celebrations throughout the year
	35 cultural associations
<b>Weaknesses</b>	
	Poor race relations
<b>Opportunities</b>	
	Develop programs to embrace growing diversity
<b>Threats</b>	
	Racial tension, particularly with growing multicultural community
<b>6. Social Capital</b>	
<b>Strengths</b>	
	Largest urban park system in the United States
	Theatreworks, Inc
	The Bay Street Town Center initiative
	Downtown Ambassadors
	<i>Downtown Now</i> is a monthly television show produced by Downtown Vision
	Riverwalk
	Kids Kampus is a ten-acre recreational facility with bright and colorful climbing, digging and sliding equipment with an educational twist
	Jax Expo Center
	Inside Golf
	Hemming Plaza
	Cancer Survivor's Park
	As part of the Better Jacksonville Plan, a new baseball park has been

	constructed to replace the 45-year-old Wolfson Park
	ALLTEL Stadium has recently undergone over \$59 million in improvements
	A. Philip Randolph Park
	Jacksonville Barracudas, ice hockey team
	Jacksonville Jaguars NFL team
	Jacksonville Suns AA baseball team
	River Cruises
	Adventure Landing
	SunCruz Casinos
	The Kennel Clubs
	World Golf Hall of Fame, the centerpiece of the World Golf Village
	Augusta Savage Festival
	Jacksonville Network for Strengthening Families
	Black Economic Success Training Conference
	The Chamber of Commerce implemented its Economic Inclusion department in March of 2005 to find real solutions to some of the problems facing minority groups in the Jacksonville business community
	Leadership Jacksonville develops youth and adult leaders to assume greater responsibility as community trustees who improve the quality of life for self, family, and community
	PACE Center for Girls, Inc. is a non-residential delinquency prevention provider
	Beaches Women's Partnership is a free information and referral service
	Best Buddies Florida is a non-profit organization dedicated to enhancing the lives of people with intellectual disabilities by providing opportunities for one-to-one friendships and integrated employment
	Big Brothers Big Sisters of Northeast Florida
	Boy Scouts
	Cathedral Arts Project - Non-profit organization that changes young lives through the arts.
	CHARACTER COUNTS! in Jacksonville" is a nonpartisan, nonsectarian character development and ethics training organization dedicated to strengthening the character of Jacksonville's youth and adults by teaching core ethical values
	Girls Inc. of Jacksonville is a nonprofit education and prevention program for girls.
	Jacksonville Youth Sanctuary
	The Otis Smith Kids Foundation provides programs and services to disadvantaged children in Northeast Florida in the areas of education, personal development and recreation
<b>Weaknesses</b>	
	History of poor race relations between African American and Caucasian communities

<b>Opportunities</b>	
	<p>With a number of historically significant and vacant structures available for redevelopment and reuse in the Bay Street corridor, the City of Jacksonville established a \$2.4 million Business Investment Fund to attract new businesses to the district. The City also allocated \$2 million for streetscape improvements along the Bay Street Town Center to be used for creating a unique environment and sense of place.</p>
<b>Threats</b>	
	<p>Racial tension</p>