



City of Jacksonville

State of Florida

Recovery Plan

State and Local Fiscal Recovery Funds

August 31, 2021

Initial Period: Date of Award to July 31, 2021

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1. General Overview

1.1. Executive Summary

This Recovery Plan Performance Report provides insight into the City of Jacksonville’s planning and administration of funds secured through the American Rescue Plan Act. The report provides the information specified and formats recommended by the US Treasury publication Compliance and Reporting Guidance, State and Local Fiscal Recovery Funds, Version 1.0 dated June 17, 2021. The information in this initial report is limited in nature due to the novelty of the funding itself, the short reporting period, need to properly plan for expenditures, and pending final rules on allowable uses of funding. Accordingly, this report is largely directional and goal-oriented; as the City is currently in the planning stages of administration, changes are likely to occur with respect to specific projects being funded, though the overall goals of funding will remain largely the same over time. Future quarterly and annual reports will provide data-driven analyses of funded projects and overall administration.

The American Rescue Plan Act of 2021 (H.R. 1319) is a \$1.9 trillion economic stimulus package passed by Congress and signed by President Joe Biden on March 11, 2021, in response to the ongoing COVID-19 public health emergency and associated economic and health impacts. First proposed on January 14, 2021, the package builds upon many of the measures in the CARES Act of 2020 and in the Consolidated Appropriations Act of 2021, including \$350 billion in state and local Aid, divided between non-county municipalities and counties through the Coronavirus State and Local Fiscal Recovery Funds (SLFRF) to support immediate pandemic response, address economic fallout and lay the foundation for a strong and equitable recovery.

The City of Jacksonville was awarded \$171,897,895.00 in American Rescue Plan Act (ARPA) funds. Figure 1 below demonstrates the City’s anticipated overall distribution of funding.

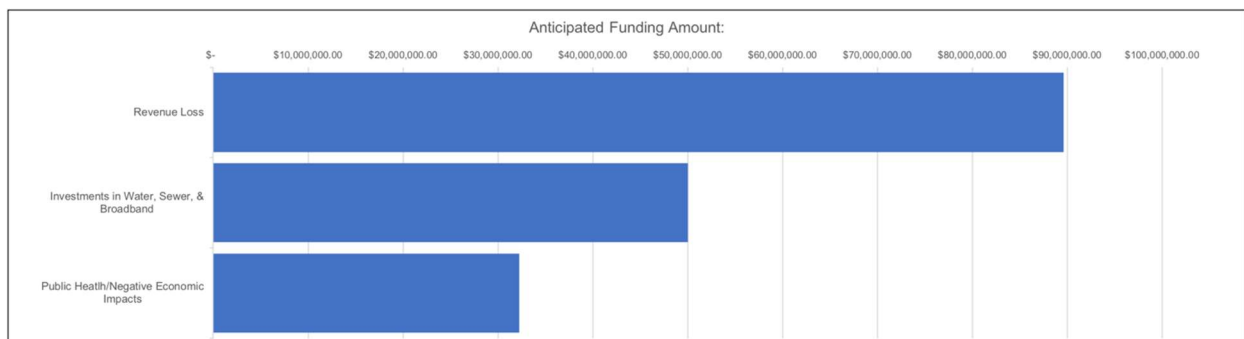


Figure 1. Anticipated Funding by Category

Section 1.2 provides a general discussion of the current planned uses of ARPA funding. The administration of funding will be planned, executed, and evaluated with direct engagement from the community, as outlined in Section 1.4. The City’s anticipated use of ARPA-funding will focus on creating a stronger, more resilient community and economy, with particular focus on the industries and populations most affected by the COVID-19 public health emergency. Section 1.3 provides a variety of demographic data to identify high-risk populations and locations, and discusses planned uses of funds to administer effective, comprehensive programs which directly address key risk factors. These programs and others will focus on implementation of efficient and effective interventions indicated by well-

supported evidence, as further discussed in Section 1.6. As part of this comprehensive approach, the City will utilize labor practices and policies that promote strong economic recovery and employment opportunities for the labor force while also efficiently and effectively delivering high-quality infrastructure projects; these labor practices and policies are discussed in Section 1.5.

1.2. Uses of Funds

The City of Jacksonville will deploy the \$171,897,895.00 of funds received under the American Rescue Plan Act (“ARPA”) with the goals of the community and in compliance with the guidance received from the U.S. Department of Treasury. ARPA funds may be dispersed into several general categories, including Public Health; Negative Economic Impacts; Premium Pay; Revenue Loss; and Investments in Water, Sewer and Broadband. ARPA allows for funds to be allocated over a years-long period; accordingly, the City of Jacksonville is in early stages of development and evaluation of potential uses of funding. To date, several preliminary projects have been identified and are discussed in detail in the paragraphs below.

The City intends to use ARPA funding to: improve quality of life, health, and safety for all residents through investments in long-term solutions and investments; create a strong, resilient, and robust local economy; address public health and negative economic impacts of the COVID-19 public health emergency disproportionately suffered by high-risk populations and industries; plan, develop, and maintain a high-quality, safe, and reliable transportation network; improve public safety and emergency response services for a safer, more resilient community; and support local organizations to build stronger communities. Thus far, the City has planned strategic deployment of funds to: (1) counter and mitigate the effects of COVID-19 on high-risk communities; (2) improve the local transportation network; (3) invest in local communities and organizations applying multifaceted approaches to improving systemic poverty; (4) improving local wastewater infrastructure to support a healthier community; (5) aid disproportionately-impacted industries to strengthen the local economy; (6) provide government services and necessary investments in the same. The City will continue to further develop these planned programs and other worthy projects to address its overarching goals and any pressing needs caused by the ongoing COVID-19 public health emergency.

The City’s planned utilization of funding and priorities will ensure the most at-risk populations and hardest hit sectors are prioritized through the use of comprehensive, evidence-based programs, the strengthening of community-based organizations, and investments in infrastructure in QCTs and other areas in need of development. These programs will ensure that the most impacted populations, geographic areas, and industries are given the support and investment necessary to not only recover from the impacts of COVID-19, but also improve from their pre-pandemic states. These investments in the most vulnerable areas of the community will improve overall city-wide stability and prosperity. Additionally, the City’s focus on deploying funding to community organizations will maximize programmatic impact as existing organizations have the necessary infrastructure, relationships, and subject-matter knowledge to ensure efficient, expedient, and quality delivery of services.

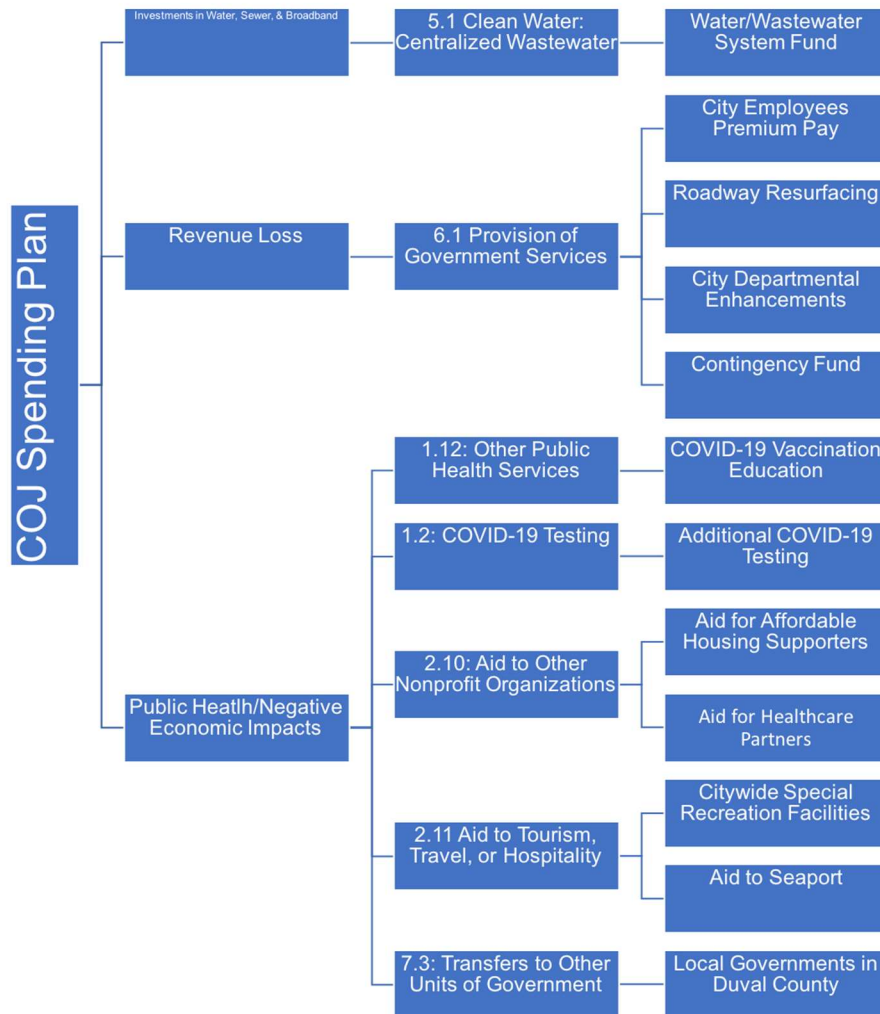


Figure 2. City of Jacksonville’s ARPA Spending Plan

Public Health

The City plans to address the continuing public health emergency through measures which increase access to pandemic-related public health services in high-risk communities, investment in local healthcare organizations, and funding of programs which address root-causes of poverty and other social risk-factors with proven associations to negative health outcomes.

The recent resurgence in COVID-19 infections caused by the delta variant has necessitated funding of immediate public health programs directly addressing the ongoing public health emergency, including a Vaccine Education Program administered by Edward Waters University and the reopening of free COVID-19 vaccination and testing locations administered by community health partners. These programs are discussed in further detail in later sections of this document.

Additionally, programs funded under different use categories will also have tangible benefits to public health—specifically, the funding of comprehensive community redevelopment programs, such as the Eastside Affordable Housing Development Program and the Ability Permanent Supportive Housing Program each have shown demonstrable evidence-based improvements in public health, despite being primarily focused on housing insecurity.

Other additional programs directly addressing public health are likely to be developed as the City continues to evaluate potential uses of funding.

Negative Economic Impacts

The City will address the negative economic impacts of the continuing public health emergency through the provision of aid to impacted industries, businesses, and individuals. The City will provide aid to JaxPort, a cornerstone of the local economy, to offset economic harm and lost revenue suffered due to the COVID-19 public health emergency. Additionally, the City is providing aid to ASM Global Enterprises, Inc. (ASM), a facilities management contractor, to offset economic harm and lost revenues stemming from the COVID-19 pandemic at ASM-managed various sports and entertainment facilities.

The City will also be evaluating need and designating funds for aid to other impacted industries, businesses, and individuals.

Services to Disproportionately Impacted Communities

The City will provide services to disproportionately impacted communities through grants to nonprofit community-organizations providing evidence-based interventions with focus on housing insecurity, education, and comprehensive community development.

The City has designated funding for: (1) the Eastside Affordable Housing Development Program, a program using the Purpose Built Model for comprehensive community redevelopment in a QCT neighborhood; (2) the Ability Housing PSH-10 project, which will fund a permanent supportive housing program that continues and expands upon a successful state-evaluated pilot program. The mechanisms and evidence-base for this project are further discussed in the sections below.

Several programs in other use categorizations will also provide service to disproportionately impacted sectors of the community, including the vaccine education program administered by Edward Waters University, funding of additional free COVID testing and vaccination sites, the Septic Phaseout Program, and roadway resurfacing projects.

Additional programs providing services to disproportionately impacted communities will continue to be developed, and all project development will consider impact on disproportionately impacted communities.

Premium Pay

The City currently plans to provide premium pay to first responders and other eligible City employees providing critical community services throughout the COVID-19 public health emergency using revenue replacement funds. As the City continues to develop its planned use of ARPA funding, this section will be updated to reflect any changes accordingly.

Water, Sewer, and Broadband Infrastructure

The City seeks to make critical investments in infrastructure. This will include funding of a Septic Tank Phase-Out Program established in 2016. The additional investment in the Septic Tank Phase-out Program will eliminate and replace further existing septic systems, thereby improving the environment and public health by reduction of harmful pollution and improving the economy of affected neighborhoods by lifting home values and providing economic development opportunities, including job retention and creation.

Revenue Replacement

Much like households and businesses, state and local governments have also faced financial impacts and revenue loss due to the COVID-19 public health emergency. As a result, local governments around the nation were forced to reduce services, re-appropriate funds, and reduce staffing levels. To address these negative impacts, ARPA provides for lost revenue replacement to fund government services, including daily operational needs and capital improvements for the community.

The City of Jacksonville has preliminarily estimated a revenue loss (calculated under current US Treasury guidance) of \$159,166,000 for 2020 and continues to refine this calculation.¹ The City also anticipates showing revenue losses under this methodology for 2021 and potentially additional future years as permitted by ARPA. The City anticipates applying ARPA funds in the amount of such revenue losses to the provision of government services in 2021 and future years.

The distribution of the sources of income for the last base year (2019) unaffected by COVID-19 is depicted in the table below:

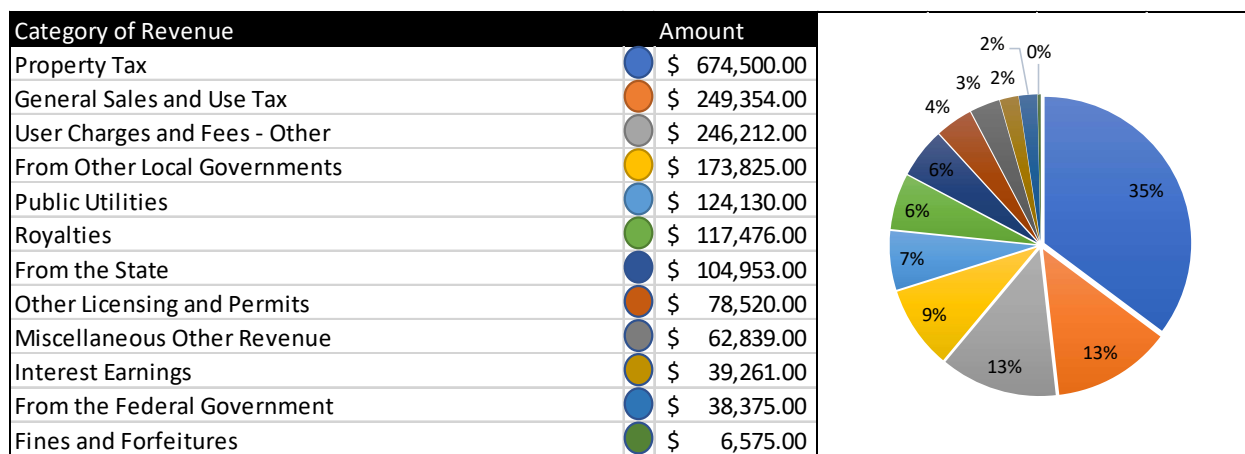


Figure 3. 2019 Revenue Distribution

The City plans to allocate revenue replacement funds to provide various government services, including but not limited to: allocations to capital improvement projects, including a roadway resurfacing project; investments in first response, public safety, and emergency services; premium payments and wage increases for eligible City employees; district-level grant funding to aid COVID-impacted businesses and individuals. Notwithstanding the foregoing, the City will continue to evaluate and further develop the planned uses of revenue replacement funding based upon ARPA eligibility guidance and public need.

1.3. Equitable Outcomes

The City of Jacksonville is committed to administering ARPA funding in a manner which promotes equity and improves outcomes for historically underserved and marginalized populations. These groups, which have largely suffered the greatest impact of the COVID-19 public health emergency, will be engaged

¹ Revenue Loss was calculated using the GFAO Calculator, endorsed by the NAOC. The calculation was based upon the City's fiscal year (9/30/19 – 9/30/20) as opposed to calendar year; clarification on use of fiscal year in revenue loss determinations is pending.

throughout the process to ensure funding is administered efficiently, effectively, and in such a way as to decrease inequities in public health and negative economic impacts. Specifically, the City is committed to reviewing all funding proposals and designing projects through a lens of equity, with a specific focus on addressing disparities in program access and outcomes. To ameliorate the health and financial impacts of the COVID-19 public health emergency upon vulnerable populations, City of Jacksonville will use ARPA funding to address both economic and health disparities.

Population Identification

The correlation between socioeconomic status and disparate health outcomes, including life expectancy, has long been documented, and was brought to the forefront by the COVID-19 public health emergency. Figure 4 shows local life expectancy by tract; a clear correlation is shown when compared with Figure 5, which shows household income by tract.

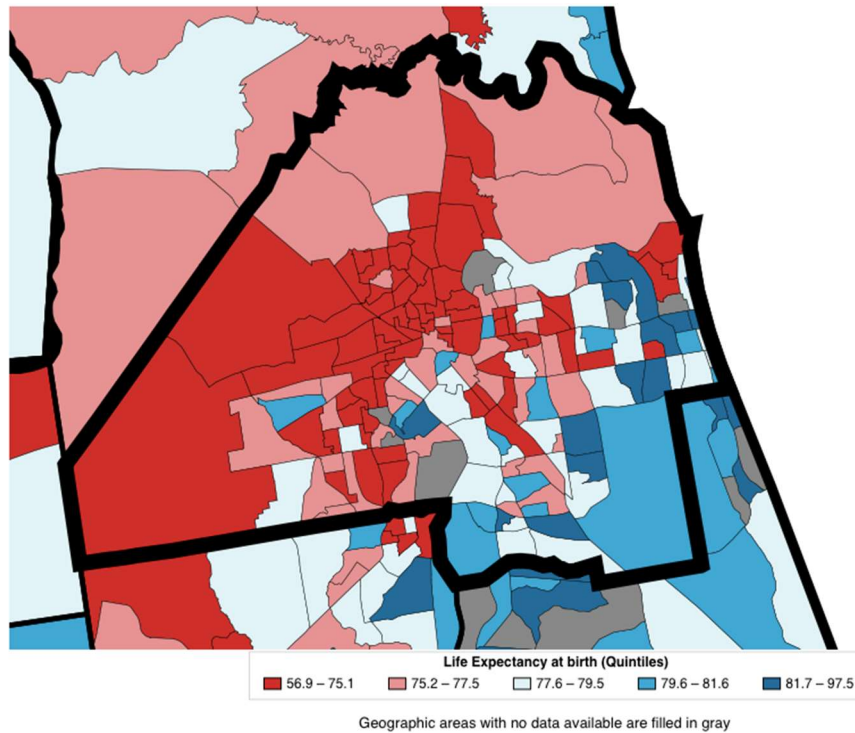


Figure 4. Life Expectancy by Census Tract

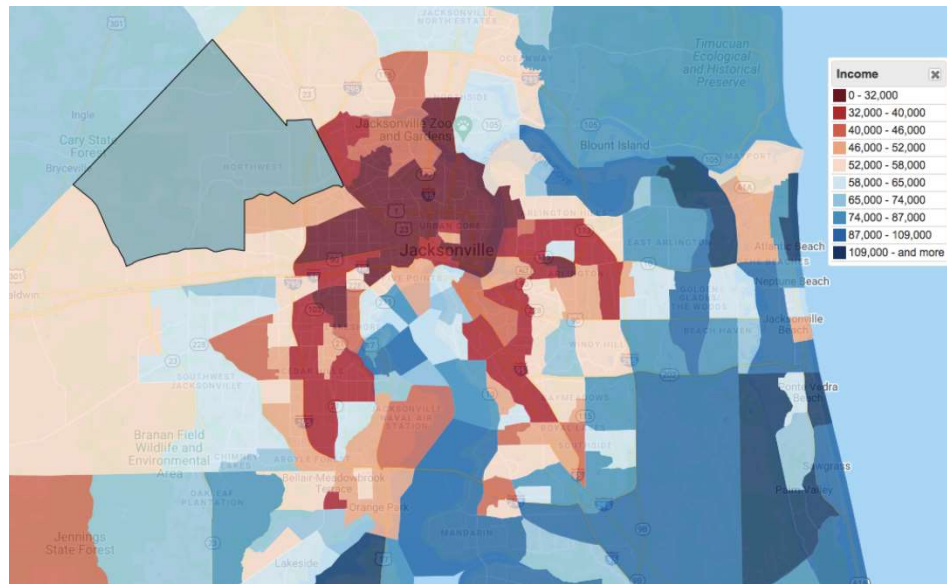


Figure 5. Household Income by Census Tract

Social Vulnerability Index (SVI)

The City has identified socially vulnerable communities within Duval County through use of the Center for Disease Control’s Social Vulnerability Index (“CDC SVI”). The SVI uses U.S. Census data to determine the social vulnerability of each census tract. The CDC SVI ranks each tract on 15 social factors, including poverty, lack of vehicle access, and crowded housing, and groups them into four related themes. Each tract receives a separate ranking for each of the four themes as well as an overall ranking.

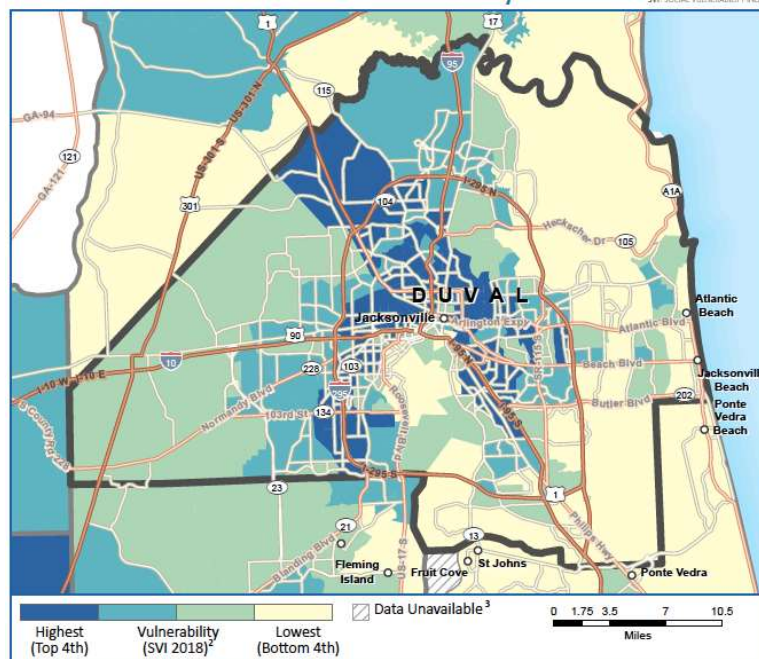
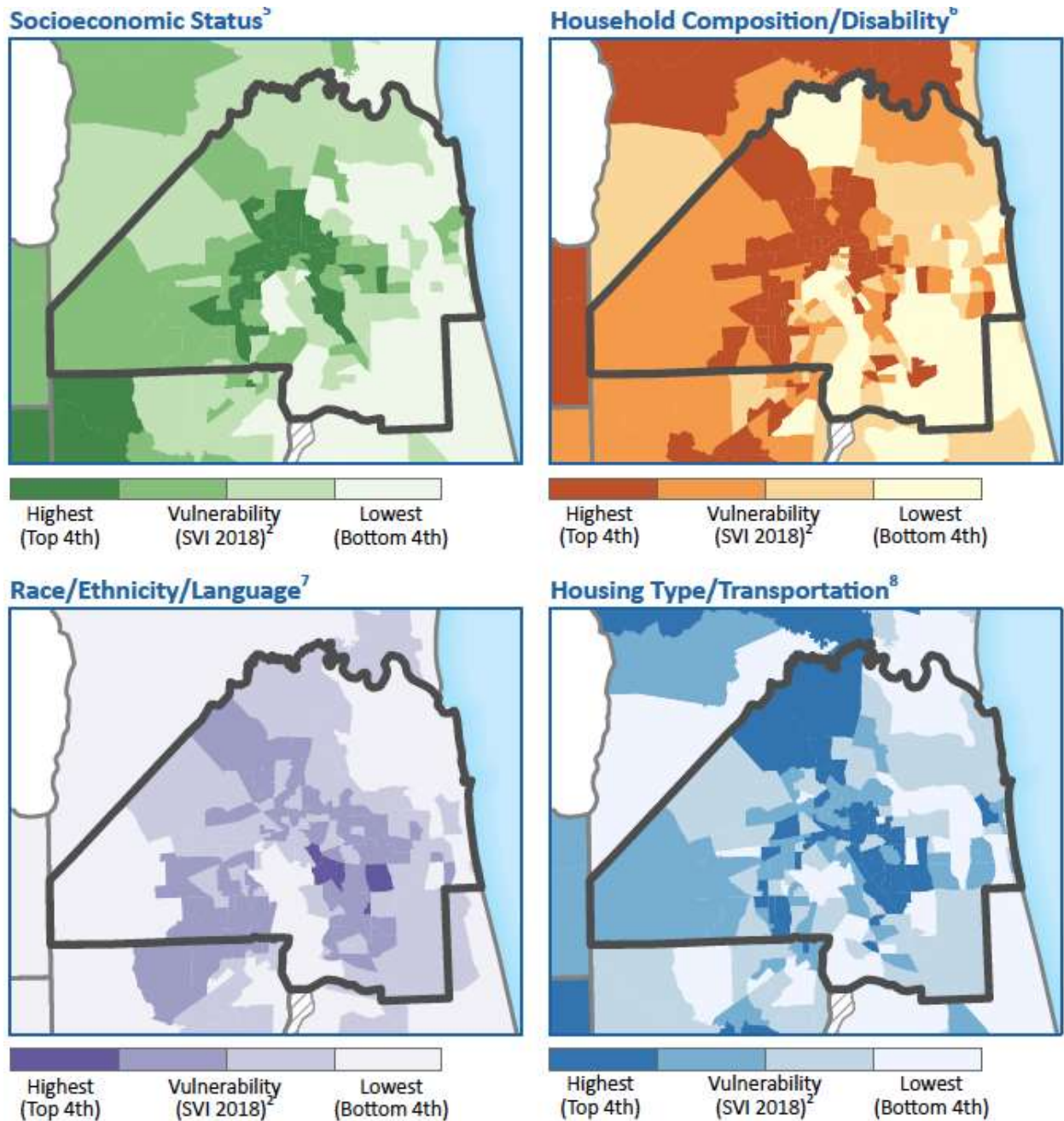


Figure 6. CDC SVI 2018 – Overall Social Vulnerability²

² Overall Social Vulnerability combines all variables to provide a comprehensive assessment of each tract.



Data Sources: ²CDC/ATSDR/GRASP, U.S. Census Bureau, Esri® StreetMap™ Premium.
 Notes: ¹Overall Social Vulnerability: All 15 variables. ³Census tracts with 0 population. ⁴The CDC SVI combines percentile rankings of US Census American Community Survey (ACS) 2014-2018 variables, for the state, at the census tract level. ⁵Socioeconomic Status: Poverty, Unemployed, Per Capita Income, No High School Diploma. ⁶Household Composition/Disability: Aged 65 and Over, Aged 17 and Younger, Single-parent Household, Aged 5 and over with a Disability. ⁷Race/Ethnicity/Language: Minority, English Language Ability. ⁸Housing Type/Transportation: Multi-unit, Mobile Homes, Crowding, No Vehicle, Group Quarters.
 Projection: NAD 1983 Florida GDL Albers.
 References: Flanagan, B.E., et al., A Social Vulnerability Index for Disaster Management. *Journal of Homeland Security and Emergency Management*, 2011. 8(1).
 CDC SVI web page: <http://svi.cdc.gov>.

[GP1][AL2]

Figure 7. CDC SVI Themes 2018

Qualified Census Tracts

U.S. Department of Housing and Urban Development (HUD) defines Qualified Census Tracts (QCTs) as tracts in which 50% of households have incomes below 60% of the Area Median Gross Income (AMGI) or a poverty rate at or above 25%. In light of the disparate impact of the COVID-19 public health emergency on low-income communities and high-poverty populations, the City of Jacksonville will use funding to support projects and services which target these areas. Figure 8 shows a map of 2021 Duval County QCTs (shaded).

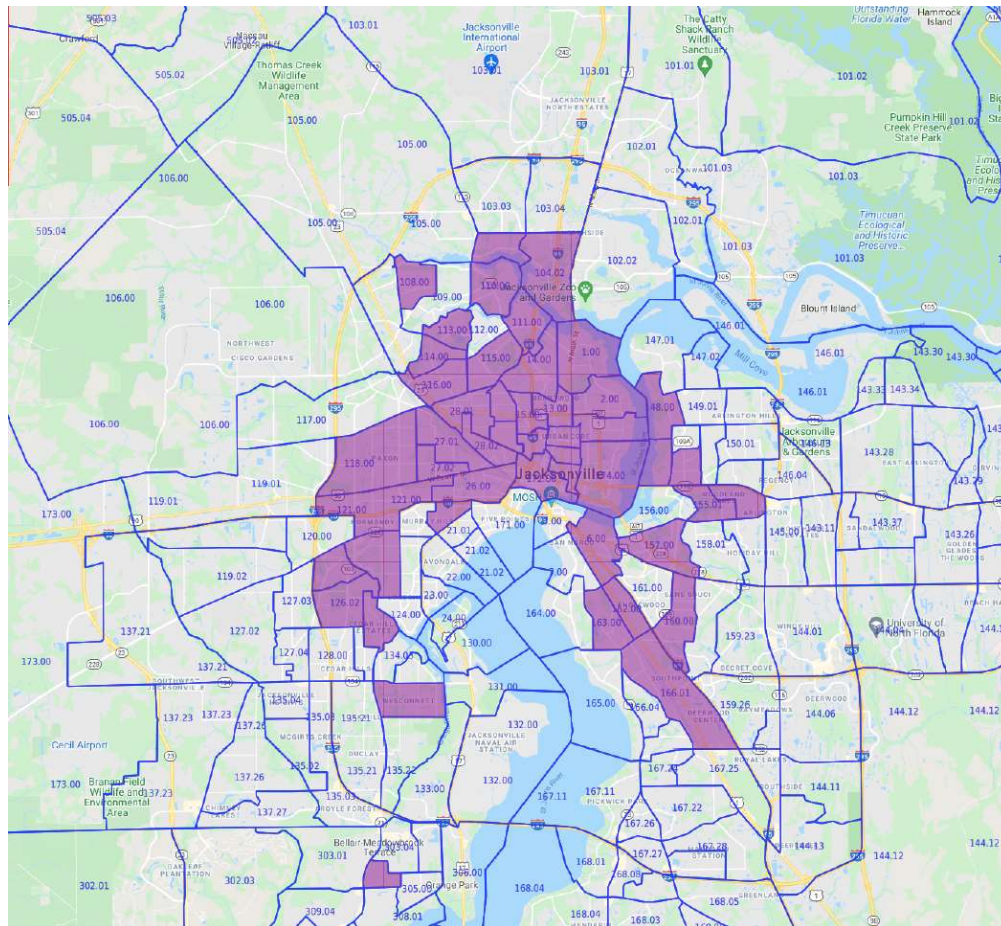


Figure 8. 2021 Duval County Qualified Census Tract Map

The City will focus its efforts on providing services and programs to address the negative economic impacts of the pandemic which have been most severe among low-income, high-poverty populations through strategic targeted programming.

While the City is currently in the planning phase for determining optimal use of ARPA funding, the following programs have been identified for immediate funding which will address the disparate health impacts suffered by underserved communities, particularly in light of a recent resurgence attributed to the delta variant:

COVID-19 Vaccination Education & Testing

The City will provide funding to Edward Waters University, Florida's first Historically Black College, to provide high risk communities with free access to testing and vaccination, as well as outreach to provide information on how individuals and families can lower their risk of infection and improve overall health outcomes. The program seeks to counter the spread of COVID-19 in vulnerable communities and increase rate of vaccination for high-risk populations. The program's success can be measured both through the number of tests and vaccines administered, the number of individuals reached with informational campaigns, as well as through analysis of the demographic and geographic makeup of those served. Edward Waters University is located in a QCT with the highest SVI ranking of overall social vulnerability, ensuring it is optimally located to serve high-risk populations. As the university previously served as a testing and vaccination site, it is well-known to the public, thereby ensuring awareness and accessibility. This project will allow the City to partner with a minority-led stakeholder to close racial and socioeconomic gaps in COVID-19 related health outcomes.

COVID-19 Testing

The City will provide funding to reopen free testing and vaccination sites. Federal and state testing and vaccination sites closed in June 2021; the subsequent rise in COVID-19 infections locally has caused significant difficulty in obtaining testing for many residents, particularly minority, low-income populations, given the expense of many testing locations, and significant delays and long lines experienced at the limited free testing locations. Minority and low-income populations are at risk of disproportionate health consequences from COVID-19, including hospitalization and death. Accordingly, the funding of additional free testing locations will directly serve the most at-risk populations, which have struggled to obtain testing during the recent rise in infections. The success of the COVID-19 testing program will be easily measured for success through quantitative data on tests and vaccines administered, and can be further analyzed for success in reaching at-risk populations through analysis of patient demographics.

In addition to health disparities, minority, low-income, and other historically underserved and disadvantaged groups have suffered disproportionate negative economic impacts due to the COVID-19 public health emergency. The City of Jacksonville will seek to administer ARPA funding in a manner which addresses negative economic impacts to create a more equitable community. While the City continues to develop its ARPA funding plan, it has identified the following programs for funding which will directly address these goals:

Affordable Housing

The City will fund homelessness reduction and avoidance programs administered by local organizations. Specifically, the City will provide funding to Lift Jax, Inc. for the Eastside Affordable Housing Development Program and Ability Housing, Inc. for the Ability PSH-10 Program. These projects institute comprehensive community development services in QCT areas with high-risk populations. Both programs are supported by strong evidence-bases showing quantifiable positive outcomes for at-risk individuals leading which contribute to improvements in overall community equality (as further discussed in Section 1.6 and the Project Inventory).

Through funding these and other programs and services which target high-risk, historically underserved populations and disadvantaged communities, the City of Jacksonville's planned use of ARPA funding represents a multi-pronged approach to address racial and economic equality, with particular focus on (1) improvements in public health outcomes and access to services, and (2) increased financial and social assistance to ease the disproportionate short and long term economic impacts of the COVID-19 public health emergency.

Additionally, the City will consider equality when funding and developing all other ARPA-funded projects. As part of this comprehensive approach to ensuring equitable access and distribution of funds, the City of Jacksonville is committed to minimizing the administrative burden for communities and individuals accessing funding and assistance. Application procedures will be as simplified and accessible as possible, with public resources translated to ensure access for non-English speaking communities for public-facing programs.

1.4. Community Engagement

The City of Jacksonville is committed to administering ARPA funds in a way which is inclusive and representative of all groups and individuals within the community and promotes and furthers shared goals for the City's future. The timeframe for planning and administering ARPA funds will allow the City to engage the community in planning and funding both short and long-term projects. While multiple projects have already been defined based on pressing needs stemming from the direct impacts of the COVID-19 public health emergency and the recent surge caused by the delta variant, other projects will be developed in conjunction with community-input with a focus on long-term solutions to community-identified needs. The City of Jacksonville prioritizes community engagement and input in both planning and also in ongoing evaluation of ARPA-funded projects. Feedback may be obtained in both formal and informal engagement.

All projects funded through ARPA are reviewed and approved by the City Council; the projects being considered are discussed at public meetings, where members of the community may present feedback to the City Council at large. Individuals are also encouraged to communicate feedback directly to their councilmember. As each district is comprised of a unique population with its own needs, desires, and vision for the City at large, the representation of each district in the vetting and approval process is paramount to administering funding in an egalitarian manner.

Additionally, the City will allot a designated amount of ARPA funds equally to each councilmember to be administered within each respective district. Each councilmember will use the funds to provide grants to individuals, small businesses, and organizations within his or her district that have been negatively impacted by the COVID-19 public health emergency or are performing services which build resilience to future public health events.

The City frequently uses informal, one-on-one discussions with individuals and stakeholders in developing projects with partner organizations, particularly those projects which require expedient formulation and delivery, such as those related to the recent surge in infections. Internally, the City has requested input from departments regarding projects and needs which are eligible for ARPA-funding. The City will use all relevant processes and/or communication channels to engage individuals, community-based organizations, and other stakeholders. Possible considerations include media campaigns requesting comments and formal surveys. If and/or when it is determined that either of these methods will be used to obtain community input, feedback will be reviewed and considered in the development and funding of projects.

Throughout ARPA administration, the City of Jacksonville will strive to facilitate a collaborative process that brings together leaders, businesses, non-profits, and residents with opportunities and channels to suggest funding priorities through direct engagement.

1.5. Labor Practices

The City of Jacksonville will utilize strong labor standards to promote effective and efficient delivery of high[GP3][AL4]-quality infrastructure projects, while also supporting the economic recovery through strong employment opportunities for workers. Thus far, the City has developed plans to allocate ARPA funds to one infrastructure project, a Septic Tank Phase-Out Project conceptualized in 2016 (EC 5: Septic Tank Phase-Out Program). Additionally, the City has allocated revenue loss funds to a Roadway Resurfacing Project (EC 6.1: Provision of Government Services), which will also utilize the labor practices described in this section.

The City of Jacksonville and Jacksonville Electric Authority (JEA) are in a partnership to improve the quality of surface waters and ground waters by achieving the connection of properties located in septic tank failure areas to JEA public sewer service. Both entities are equal opportunity/equal access employers and consider all applications for employment without regard to race, color, sex, gender identity, sexual orientation, marital status, national origin, disability/handicap, Veteran status or any other protected group status under Federal, State, and local law. Additionally, both provide reasonable accommodations to qualified individuals with disabilities, in accordance with applicable law.

More broadly, the City has an office dedicated to labor agreements. The Labor Relations Office is responsible for managing the relationship between the City of Jacksonville and the six unions certified to represent 11 bargaining units of municipal employees for collective bargaining. Most JEA civil service employees are represented by one of five labor unions dependent on their job classification. Each bargaining unit contract represents the wages, hours and terms and conditions of employment that were negotiated by management and the respective union.

Both the City and JEA have procurement divisions that oversee the bidding and purchase processes and use standardized specifications that ensure compliance with applicable codes, rules and regulations. Typically, procurement decisions are made on a competitive basis and provide fair and equitable opportunities to all vendors. Additionally, the City and JEA participate in the City of Jacksonville's Small and Emerging Business (JSEB) program, which helps to establish and strengthen relationships with small business owners in our community. This program helps to create a contracting environment for local small businesses, in which everyone has an opportunity to participate.

The following workforce practices and labor standards were in place prior to receipt of the Fiscal Recovery Funds and will continue to be utilized as part of ARPA-funded infrastructure projects:

Davis-Bacon and Related Acts

As legally required for all federally funded projects, which will include any applicable infrastructure projects constructed using these Fiscal Recovery Funds, the City applies the Davis-Bacon and related Acts (DBRA) to all contracts and their subcontractors. This helps to ensure laborers and mechanics performing work on the site of projects using these funds are entitled to receive prevailing wage rates for their labor.

Nondiscrimination

The City's codified nondiscrimination policy assures equal opportunities to every person, regardless of race, religion, sex, color, age, handicap, or national origin, in securing or holding employment in a field of work or labor for which the person is qualified. It is also the City policy that persons doing business with the City shall recognize and comply with this policy and will not expend public funds in a manner as will encourage, perpetuate, or foster discrimination. Nondiscrimination provisions are required in all City contracts.

Ex-Offender Re-entry Requirement

No City contract exceeding \$200,000.00 for construction, remediation, or capital improvements may be awarded unless the contractor agrees in writing on a bid form to identify potential job opportunities under the project that may be available for ex-offenders after contract award. Contractors are required to consider job placement for at least one qualified ex-offender, execute notarized compliance reports, and assist the City in addressing the goal of securing employment for Ex-Offenders by complying with the City's Procurement Rules Regarding Ex-Offenders.

Jacksonville Small Emerging Business Program (JSEB)

The Jacksonville Small Emerging Business (JSEB) Program provides a comprehensive and robust program to benefit local small and emergency businesses through direct contracting or subcontracting business opportunities with the City. The City, through each department head, commits in its budget to award at least 20 percent of its contracts for services, including contractual services, professional services, professional design services, construction services or other services, to JSEBs, provided that such awards shall comply with local, state, and federal law and that there exist JSEBs to perform the work. In implementing the Program, the JSEB Administrator first provides opportunities for direct contracting by breaking procurement packages into smaller components and separating work that requires licenses from that which does not in separate bid or proposal requests where feasible. Additionally, opportunities for subcontracting through City-awarded non-JSEB prime contractors are provided within vertical construction projects, with horizontal construction project opportunities being provided to the maximum extent possible by direct contracting.

E-Verify

Vendors are required to utilize the U.S. Department of Homeland Security's E-Verify system to verify the employment eligibility of all new employees hired by a vendor during the term of the contract. Likewise, vendors must also require any contractor and subcontractors performing work or providing services under the contract to likewise utilize E-Verify to verify the employment eligibility of all new employees hired by the subcontractor during the contract term.

In addition to the above, the City has experience in successfully administering prevailing wage and other labor requirements through state and federal grant programs. These grant-funded contracts include services and infrastructure efforts. Projects undertaken using ARPA funding will comply with all federal labor requirements.

1.6. Use of Evidence

The City of Jacksonville is committed to deploying ARPA funding in a responsible, efficient, and effective manner. The City will utilize a significant share of funding in a manner consistent with research on evidence-based interventions within areas with a base of strong causal evidence. The City will utilize a number of resources to guide its funding of evidence-based interventions, including but not limited to:

- Official data and research clearinghouses (for example, the US Department of Education's *What Works* or the Department of Labor's *CLEAR* clearinghouses)
- Public research institutions (for example, Florida International University's *Research Institute on Social & Economic Policy*)
- Private research institutions (for example, the *Latif Jameel Poverty Action Lab* or *Upjohn Institute for Employment Research*)

In situations where available evidence is limited, the City may employ innovative new programs to meet unique challenges. When such programs are pursued, the City will be systematic in its creation, collection, and comparison of evidence from these programs consistent with the federal *Foundations for Evidence-based Policymaking Act of 2018*.

While the City continues to evaluate best uses of funding and the specific evidence-based measures to identified goals, as a preliminary measure, the City will require any subrecipients or contractors to describe goals of prospective projects and the evidence base for any evidence-based interventions with awarded project(s). Specified by Treasury guidance, these will include certain projects addressing needs within the 'Public Health', 'Negative Economic Impacts', and 'Services to Disproportionately Impacted Communities' expenditure categories. The City has allocated ARPA funding to the following projects which demonstrate the City's commitment to pursuing solutions supported by moderate to strong evidence bases:

Lift Jax, Inc. Eastside Affordable Housing Development

This project will use a holistic, multipronged approach based upon the Purpose Built Communities Model to revitalize a QCT neighborhood on Jacksonville's eastside. The approach requires coordinated implementation of four strategies in the neighborhood: mixed-income housing; cradle-to-career education; community wellness; and long-term financial vitality. Studies that have found a relationship between poor-quality housing, health problems, and educational attainment provide a clear and strong argument for the integration of housing with human services, including health, education, early childhood intervention, and daycare. Purpose Built Communities was started in 1995 as part of a HOPE VI public housing redevelopment project and has expanded to eight cities. The first project, East Lake Meadows in Atlanta, received national attention for measurable success; the successes of this initial redevelopment project have been proven sustainable over time, and have been replicated by Purpose Built Communities in other Cities, as well as by other organizations following a similar integrated model of community redevelopment. Several publications have reviewed the effects of the Purpose Built Model and recommend its multi-pronged approach as a model for integrated community development to address generational poverty, improve public health, and reduce violence.

Ability Housing, Inc. PSH-10 Program

This project will fund Permanent Supportive Housing implemented by Ability Housing, Inc. Through a combination of affordable housing and support services or programs, supportive housing helps vulnerable community members live with dignity, stability, and autonomy. This program is a continuation of a prior pilot program in Duval County with documented success. In 2015, Ability Housing participated in a pilot study, *The Solution that Saves*, to provide Florida-specific data concerning the effectiveness of providing Permanent Supportive Housing (PSH) for high utilizers of crisis services, such as emergency rooms, jails and overnight shelters. *The Solution That Saves* was part of a statewide initiative developed by the Florida Housing Finance Corporation. Florida Housing competitively selected three sites to develop and operate Permanent Supportive Housing properties to serve each community's

persons with greatest need. The pilot sites were located in Duval, Miami-Dade and Pinellas Counties. The Solution That Saves evaluated 68 participants in Duval County for four years (two years prior to receiving PSH, and during the first two years of housing). Results demonstrated a meaningful connection between housing and health care through decreased costs related to emergency services, as well as noteworthy mental wellness and quality of life improvements. After two years in housing, participants showed a 30.9 percent decrease in suicidality, a 20 percent decrease in agoraphobia and a 19.9 percent decrease in drug abuse or dependence. Quality of life measures showed an overall perceived improvement of 15.1 percent, including a 25.8 percent increase in perceived health and a 20.7 percent increase in perceived psychological/spiritual quality of life. The project comprised 92 units of permanent supportive housing, targeted to low-income persons that were homeless or unstably housed and identified as high utilizers of crisis services. The housing was a combination of 49 units scattered throughout the community and 43 units at Village on Wiley, a multifamily development owned by Ability Housing and financed by the Florida Housing Finance Corporation that opened in Jacksonville’s Westside in 2015. The findings were evaluated by Health-Tech Consultants, Inc., and approved by the Institutional Review Board (IRB) through Jacksonville University. The Florida Housing Finance Corporation, Disability Rights Florida, the Florida Blue Foundation and the U.S. Department of Housing and Urban Development provided funding for the study.

In addition to the above examples, detailed evidence information will be provided for each project in the Project Inventory section below.

1.7. Table of Expenses by Expenditure Category

Project Name:	Anticipated Amount:	ID Number:	Statutory Category:	Expenditure Category:
Aid to Seaport	\$4,000,000	2021-463-1	Public Health/Negative Economic Impacts	2.11 Aid to Tourism, Travel, or Hospitality
Citywide Special Recreation Facilities	\$8,300,000	2021-463-2	Public Health/Negative Economic Impacts	2.11 Aid to Tourism, Travel, or Hospitality
Local Governments in Duval County	\$6,200,000	2021-463-3	Public Health/Negative Economic Impacts	7.3: Transfers to Other Units of Government
COVID-19 Vaccination Education	\$1,000,000	2021-463-4	Public Health/Negative Economic Impacts	1.12: Other Public Health Services
Contingency Fund	\$6,500,000	2021-463-5	Revenue Loss	6.1 Provision of Government Services
Water/Wastewater System Fund	\$50,000,000	2021-516-1	Investments in Water, Sewer, & Broadband	5.1 Clean Water: Centralized Wastewater
City Employees Premium Pay	\$40,000,000	2021-516-2	Revenue Loss	6.1 Provision of Government Services
Roadway Resurfacing	\$24,000,000	2021-516-3	Revenue Loss	6.1 Provision of Government Services

City Departmental Enhancements	\$19,123,489	2021-516-4	Revenue Loss	6.1 Provision of Government Services
Aid for Healthcare Partners	\$4,724,406	2021-516-5	Public Health/Negative Economic Impacts	2.10: Aid to Other Nonprofit Organizations
Aid for Affordable Housing Supporters	\$4,000,000	2021-516-6	Public Health/Negative Economic Impacts	2.10: Aid to Other Nonprofit Organizations
Additional COVID-19 Testing	\$4,000,000	2021-570-E-1	Public Health/Negative Economic Impacts	1.2: COVID-19 Testing

2. Project Inventory

The City of Jacksonville’s (including Duval County) tranche 1 direct allocation from the U.S. Department of Treasury totals \$171,847,895.00. The City is called on to respond to COVID-19 at an immense scale, including efforts to prevent and address the economic impacts of the pandemic as efficiently as possible and in a manner that is tailored to meet the specific needs of the community. The City recognizes that quick and efficient distribution of ARPA funds will further bolster the City’s efforts to rebuild and recover. The intended projects inventoried below will provide economic relief that encourages recovery of the local economy and directly benefit the health, safety, and welfare of the citizens of Duval County.

Project Name:	Aid to Seaport
Anticipated Funding Amount:	\$4,000,000
Recipient Provided ID Number:	2021-463-1
Statutory Category:	Public Health/Negative Economic Impacts
Expenditure Category:	2.11 Aid to Tourism, Travel, or Hospitality
Project Description:	
Overview	Provide funds to offset economic harm and lost revenue from business interruption due to COVID-19 to the Jacksonville Port Authority (JAXPORT). JAXPORT was created by a special act of the Florida Legislature authorizing to operate, manage, and control publicly-owned seaport and ancillary facilities in Duval County.
Approximate Timeline	September 2021
Delivery Mechanisms/Partners	City of Jacksonville will execute and deliver on behalf of the City, an agreement with JAXPORT that provides financial aid. The terms and conditions for receipt and expenditure of ARP Act funds consistent with the purpose of any applicable Ordinances and subject to applicable requirements under the ARP Act and all other contracts, memorandums of understanding and documents, including extensions, renewals, or amendments.
Intended Outcomes	Mitigate financial hardship and provide substantial infusion of fiscal resources to immediately stabilize JAXPORT for economic harms experienced and provide working capital to lay the foundation for a strong and equitable recovery.
Hyperlink	Pending

Project Name:	Citywide Special Recreation Facilities
Anticipated Funding Amount:	\$8,300,000
Recipient Provided ID Number:	2021-463-2
Statutory Category:	Public Health/Negative Economic Impacts
Expenditure Category:	2.11 Aid to Tourism, Travel, or Hospitality
Project Description:	
Overview	To respond to COVID-19, the City closed or restricted access to city-owned facilities such as TIAA Bank Field, VyStar Veterans Memorial Arena, 121 Financial Ballpark, Prime F. Osborn III Convention Center, Times-Union Center for the Performing Arts, the Ritz Theatre & Museum and Daily's Place. City of Jacksonville permits and produces events, sports, special events and film & television production, which positively contribute to the quality of life and culture for the residents and visitors of Jacksonville. These events and entertainment opportunities leave a positive legacy and lasting impression for residents and visitors. Business interruptions reduced event and venue revenue that is ordinarily available to cover direct cost and operating cost.
Approximate Timeline	September 2021
Delivery Mechanisms/Partners	City will deposit funds in the City's Citywide Special Recreation Facilities account to offset economic harm and lost revenue due to COVID-19 at City-owned sports and entertainment facilities managed by ASM Global Enterprises, Inc. (ASM) under a pre-existing contract, as amended.
Intended Outcomes	Aid to respond to the negative economic impacts including harm from cancelled events, closed venues, and capacity restrictions which were further injured by costs associated with social distancing, safe reopening, and increased selling, general & administrative costs.
Hyperlink	Pending

Project Name:	Local Governments in Duval County
Anticipated Funding Amount:	\$6,200,000
Recipient Provided ID Number:	2021-463-3
Statutory Category:	Public Health/Negative Economic Impacts
Expenditure Category:	7.3: Transfers to Other Units of Government
Project Description:	
Overview	Provide funds to offset economic harm and lost revenue due to COVID-19 to the local governments in Duval County to include \$3,000,000 to the City of Jacksonville Beach, \$2,000,000 to the City of Atlantic Beach, \$1,000,000 to the City of Neptune Beach, and \$200,000 to the Town of Baldwin.
Approximate Timeline	September 2021

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Delivery Mechanisms/Partners	City of Jacksonville will execute and deliver on behalf of the City, interlocal agreements that provides the terms and conditions for each local government subrecipient’s receipt and expenditure of ARP Act funds consistent with the purpose of any applicable Ordinances and subject to applicable requirements under the ARP Act and all other contracts, memorandums of understanding and documents, including extensions, renewals, or amendments.
Intended Outcomes	The local governments have flexibility to determine how best to use these Fiscal Recovery Funds to meet the needs of their unique communities and populations, within the eligible use categories outlined in the Fiscal Recovery Funds provisions and terms and conditions of the interlocal agreements. As required, we will manage and monitor these subrecipients to ensure compliance with requirements of the SLFRF award pursuant to 2 CFR 200.332 regarding requirements for pass-through entities.
Hyperlink	Pending

Project Name:	COVID-19 Vaccination Education
Anticipated Funding Amount:	\$1,000,000
Recipient Provided ID Number:	2021-463-4
Statutory Category:	Public Health/Negative Economic Impacts
Expenditure Category:	1.12: Other Public Health Services
Project Description:	
Overview	Public Health and Safety is a top priority for the City of Jacksonville. There is increasing evidence that some racial and ethnic minority groups are being disproportionately affected by COVID-19. Dissemination of information on the availability of COVID-19 testing and vaccinations is not enough. Vaccination education and outreach is necessary for the citizenry to make informed decisions.
Approximate Timeline	Q4 2021
Delivery Mechanisms/Partners	City will enter into an agreement (contract) with Edward Waters College, Inc. (EWC) and provide funding for COVID-19 vaccination education and outreach program. EWC, the State of Florida’s first Historically Black College or University (HBCU), has been hosted vaccination sites to support underserved areas, and particularly New Town residents that has been disproportionately impacted by COVID-19.
Intended Outcomes	To provide free access to testing & vaccines in Jacksonville’s high-risk communities as well as opportunities to share information on how individuals and families can lower their risk of infection and improve overall health outcomes.
Hyperlink	Pending

Project Name:	Contingency Fund
Anticipated Funding Amount:	\$6,500,000
Recipient Provided ID Number:	2021-463-5
Statutory Category:	Revenue Loss
Expenditure Category:	6.1 Provision of Government Services
Project Description:	

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Overview	City of Jacksonville Ordinance 2021-463 places \$6,500,000 in a contingency fund for future appropriation in accordance with the ARP Act. Projects. This appropriation will be temporarily coded to Revenue Loss and approved applications will be placed in the most appropriate Expenditure Category and included in subsequent project and expenditure reports.
Approximate Timeline	Q3/Q4 2021
Delivery Mechanisms/Partners	Elected officials and City leadership will continue to review and recommend projects that support continued COVID-19 response efforts & immediate economic stabilization & to replace lost public sector revenue. Equally important are projects that provide aid, relief, and support households, small businesses, nonprofits, and impacted industries.
Intended Outcomes	Authorize payments from the Contingency Fund that are to be consistent, and in accordance, with the American Rescue Plan Act of 2021. In addition to projects that support COVID-19 response efforts & immediate economic stabilization & to replace lost public sector revenue, projects closing gaps, reaching universal levels of service, or disaggregating progress on rate, ethnicity and other equity dimensions are encouraged.
Hyperlink	Pending

Project Name:	Water/Wastewater System Fund
Anticipated Funding Amount:	\$50,000,000
Recipient Provided ID Number:	2021-516-1
Statutory Category:	Investments in Water, Sewer, & Broadband
Expenditure Category:	5.1 Clean Water: Centralized Wastewater
Project Description:	
Overview	Investments in water and sewer infrastructure that are eligible to receive financial assistance through the EPA's Clean Water State Revolving Fund or Drinking Water State Revolving Fund have been identified and funds ARP Act have been appropriated. The project, "Septic Tank Phase-Out Program", is designed to help communities with failing or aging septic tanks transfer to extended city water and sewer lines.
Approximate Timeline	TBD
Delivery Mechanisms/Partners	City of Jacksonville in partnership with Jacksonville Electric Authority (JEA) are working together to improve the quality of life in our communities within the Septic Tank Phase-Out program.
Intended Outcomes	Improve environmental, health & welfare at households on systems in the most need of assistance and reducing the amount of harmful nutrients that often find their way into the St. Johns River and other local waterways.
Hyperlink	Pending

Project Name:	City Employees Premium Pay
Anticipated Funding Amount:	\$40,000,000
Recipient Provided ID Number:	2021-516-2
Statutory Category:	Revenue Loss
Expenditure Category:	6.1 Provision of Government Services
Project Description:	

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Overview	The Mayor has determined that all City employees performing work during, and in response to, the COVID-19 public health emergency constitute eligible workers performing essential work necessary to maintain continuity of City operations and essential critical infrastructure which is critical to protect health and well-being of the residents of Duval County. Expenditures for this project will be temporarily coded to Revenue Loss with a transfer to Premium Pay 4.1: Public Sector Employees pending.
Approximate Timeline	Fiscal Year 2022
Delivery Mechanisms/Partners	City's workers have been and continue to be relied on and have put their physical wellbeing at risk. \$20,000,000 will be for premium pay raises for City employees in accordance with the ARP Act and \$20,000,000 will be for one-time Premium Pay to City employees in accordance with the ARP Act and for the Provision of Government Services.
Intended Outcomes	Compensate essential workers for heightened risk due to COVID-19 (retrospectively & forward-looking) and to address any disparity between critical services and risks taken and current compensation.
Hyperlink	Pending

Project Name:	Roadway Resurfacing
Anticipated Funding Amount:	\$24,000,000
Recipient Provided ID Number:	2021-516-3
Statutory Category:	Revenue Loss
Expenditure Category:	6.1 Provision of Government Services
Project Description:	
Overview	Sections 602(c)(1)(C) and 603(c)(1)(C) provides the City with broad latitude to use the Fiscal Recovery Funds for the provision of government services. Government services may include roadway resurfacing.
Approximate Timeline	Fiscal Year 2022
Delivery Mechanisms/Partners	This project will be funded by offsetting the costs of providing government services, to the extent of the reduction in revenue experienced due to the COVID-19 public health emergency and calculated loss pursuant to ARP Act.
Intended Outcomes	Mitigate financial hardship and provide substantial infusion of fiscal resources to immediately stabilize for any economic harms experienced and provide working capital to lay the foundation for a strong and equitable recovery.
Hyperlink	Pending

Project Name:	City Departmental Enhancements
Anticipated Funding Amount:	\$19,123,489
Recipient Provided ID Number:	2021-516-4
Statutory Category:	Revenue Loss
Expenditure Category:	6.1 Provision of Government Services
Project Description:	
Overview	Sections 602(c)(1)(C) and 603(c)(1)(C) provides the City with broad latitude to use the Fiscal Recovery Funds for the provision of government services. Government services may include procurement of essential supplies for government services.

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Approximate Timeline	Fiscal Year 2022
Delivery Mechanisms/Partners	This project will be funded by offsetting the costs of providing government services, to the extent of the reduction in revenue experienced due to the COVID-19 public health emergency and calculated loss pursuant to ARP Act.
Intended Outcomes	Mitigate financial hardship and provide substantial infusion of fiscal resources to immediately stabilize for any economic harms experienced and provide working capital to lay the foundation for a strong and equitable recovery.
Hyperlink	Pending

Project Name:	Aid for Healthcare Partners
Anticipated Funding Amount:	\$4,724,406
Recipient Provided ID Number:	2021-516-5
Statutory Category:	Public Health/Negative Economic Impacts
Expenditure Category:	2.10: Aid to Other Nonprofit Organizations
Project Description:	
Overview	Mitigating the impact of COVID-19, including taking actions to support nonprofit hospitals, continues to require a major public health response from local government. Economic aid will be appropriated from ARA Act to support public health measures to strategic healthcare providers.
Approximate Timeline	Fiscal Year 2022
Delivery Mechanisms/Partners	Aid will be provided by the City of Jacksonville to Shands Jacksonville Medical Center, Inc.(UF Health) which is located in the City of Jacksonville and operates hospitals, research facilities, and specialized care. This funding does not implement a specific program; accordingly, no evidenced-base measures are specifically being implemented with this funding.
Intended Outcomes	The aid will support their response to cases of COVID-19 and provide immediate economic stabilization from declining revenue and increasing costs.
Hyperlink	Pending

Project Name:	Aid for Affordable Housing Supporters
Anticipated Funding Amount:	\$4,000,000
Recipient Provided ID Number:	2021-516-6
Statutory Category:	Public Health/Negative Economic Impacts
Expenditure Category:	2.10: Aid to Other Nonprofit Organizations
Project Description:	
Overview	Neighborhood transformation through equitable community development (Eastside Affordable Housing) and permanent supportive housing (Ability PSH-10) are both important programs offered through two (2) nonprofit organizations harmed by COVID-19. Appropriations of ARP Act funds will provide aid to these programs and organizations.
Approximate Timeline	Fiscal Year 2022

<p>Delivery Mechanisms/Partners</p>	<p>City will enter into grant agreements with Lift Jax, Inc for \$3,000,000 and with Ability Housing, Inc. for \$1,000,000. This aid is to mitigate financial hardship resulting from decline in revenues or impacts from required closures and increase operation costs.</p>
<p>Intended Outcomes</p>	<p>Providing resources so each organization can continue their offering their services, which include the previously referenced housing programs and other programs such as mixed-income housing, cradle-to-career education, community wellness, long-term financial vitality/literacy, employment readiness, and housing stability for low-income socially vulnerable communities.</p> <p>The Eastside Affordable Housing Project being administered by Lift Jax, Inc. will use a holistic, multipronged approach based upon the Purpose Built Communities Model to revitalize a QCT neighborhood on Jacksonville’s eastside. The approach requires coordinated implementation of four strategies in the neighborhood: mixed-income housing; cradle-to-career education; community wellness; and long-term financial vitality. Studies have found a relationship between poor-quality housing, health problems, and educational attainment provide a clear and strong argument for the integration of housing with human services, including health, education, early childhood intervention, and daycare. Purpose Built Communities was started in 1995 as part of a HOPE VI public housing redevelopment project and has expanded to eight cities. The first project, East Lake Meadows in Atlanta, received national attention for measurable success; the successes of this initial redevelopment project have been proven sustainable over time, and have been replicated by Purpose Built Communities in other Cities, as well as by other organizations following a similar integrated model of community redevelopment. Several publications have reviewed the effects of the Purpose Built Model and recommend its multi-pronged approach as a model for integrated community development to address generational poverty, improve public health, and reduce violence.³</p> <p>The PSH-10 Program administered by Ability Housing, Inc. expands upon a permanent supportive housing pilot program in Duval County with documented success.⁴ In 2015, Ability Housing participated in a pilot study, The Solution that Saves, to provide Florida-specific data concerning the effectiveness of providing Permanent Supportive Housing (PSH) for high utilizers of crisis services, such as emergency rooms, jails and overnight shelters. The Solution That Saves was part of a statewide initiative developed by the Florida Housing Finance Corporation. Florida Housing competitively selected three sites to develop and operate Permanent Supportive Housing properties to serve each community’s persons with greatest</p>

³ Handunge V. Purpose built communities to promote health equity and address the impacts of racialized residential segregation. *Harvard Public Health Review*. 2021; 30.; Center for Promise Case Study. (2014). *Transforming East Lake: Systematic Intentionality in Atlanta*. <https://www.americaspromise.org/sites/default/files/d8/EastLake%20FINAL.pdf>; Joint Center for Housing Studies Harvard University. Belsky and Fauth (2012). *Crossing Over to an Improved Era of Community Development*. W12-7. https://www.jchs.harvard.edu/sites/default/files/media/imp/w12-7_belsky_fauth.pdf; Jolin, M., Schmitz, P., & Seldon, W. (2012). Needle-moving community collaboratives: A promising approach to addressing America’s biggest challenges. Boston, MA: The Bridgespan Group. <https://www.bridgespan.org/bridgespan/Images/articles/needle-moving-community-collaboratives/profiles/community-collaboratives-case-study-atlanta.pdf>.

⁴ Weaver et al. (2018). The Solution That Saves: Two Year Evaluation Report. Florida Housing Finance Corporation. https://floridahousing.org/docs/default-source/programs/special-programs/florida-high-needs-high-cost-pilot/duval-county-village-on-wiley-ability-housing-inc.pdf?sfvrsn=1c90f87b_2.

	<p>need. The pilot sites were located in Duval, Miami-Dade and Pinellas Counties. The Solution That Saves evaluated 68 participants in Duval County for four years (two years prior to receiving PSH, and during the first two years of housing). Results demonstrated a meaningful connection between housing and health care through decreased costs related to emergency services, as well as noteworthy mental wellness and quality of life improvements. After two years in housing, participants showed a 30.9 percent decrease in suicidality, a 20 percent decrease in agoraphobia and a 19.9 percent decrease in drug abuse or dependence. Quality of life measures showed an overall perceived improvement of 15.1 percent, including a 25.8 percent increase in perceived health and a 20.7 percent increase in perceived psychological/spiritual quality of life. The project comprised 92 units of permanent supportive housing, targeted to low-income persons that were homeless or unstably housed and identified as high utilizers of crisis services. The housing was a combination of 49 units scattered throughout the community and 43 units at Village on Wiley, a multifamily development owned by Ability Housing and financed by the Florida Housing Finance Corporation that opened in Jacksonville’s Westside in 2015. The findings were evaluated by Health-Tech Consultants, Inc., and approved by the Institutional Review Board (IRB) through Jacksonville University. The Florida Housing Finance Corporation, Disability Rights Florida, the Florida Blue Foundation and the U.S. Department of Housing and Urban Development provided funding for the study.</p>
<p>Hyperlink</p>	<p>https://abilityhousing.org https://www.liftjax.org</p>

Project Name:	Additional COVID-19 Testing
Anticipated Funding Amount:	\$4,000,000
Recipient Provided ID Number:	2021-570-E-1
Statutory Category:	Public Health/Negative Economic Impacts
Expenditure Category:	1.2: COVID-19 Testing

Project Description:	
<p>Overview</p>	<p>Communities throughout the United States have recently experienced a rise in the number of COVID-19 cases due to various factors, including the introduction of a new, highly-contagious variant of the Coronavirus. The City recognizes that one of the most effective means of preventing the spread of COVID-19 is to make safe, readily available testing opportunities and other health-related services available to its citizens so that individuals who test positive for COVID-19 can be identified and educated on appropriate precautions they can take to prevent further spread of the virus.</p> <p>This program will be administered through partnership with Agape Family Health, Telescope Health, and the Florida Department of Health, with free testing sites at the following locations: the Lane Wiley Senior Center; the Clanzel T. Brown Community Center; Emmett Reed Community Center; Cuba Hunter Community Center; and the shopping center located 540 Atlantic Blvd. Of these locations, three are located directly within Qualified Census Tracts (QCTs) and one location, though not itself within a QCT, is immediately adjacent to five QCTs. Specifically: the Lane Wiley Senior Center is located within Tract 126.02; the Clanzel T. Brown Community Center is located within Tract 14.00; the Emmett Reed Community Center is located</p>

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	<p>within Tract 16.00; and the Cuba Hunter Community Center is located within Tract 161.00, which is directly adjacent to tracts 162.00, 166.01, 157.00 and 6.00. Accordingly, the testing locations funded by this project will offer accessible, targeted public health services to some of the City’s most high-risk and disadvantaged communities.</p>
Approximate Timeline	September 2021
Delivery Mechanisms/Partners	<p>Emergency passage of legislation by the City Council to provide access to safe, readily available testing opportunities, vaccinations, and other vital health-related services is necessary to protect the health, safety and welfare of the City’s residents. Since the federal and state COVID-19 testing sites closed in June, there has been a significant increase in the number of COVID-19 positive cases. Many residents are required to wait in long lines, often in inclement weather, or are waiting 3 to 4 days for an appointment to be tested for COVID-19, which is contributing to the continued spread of the virus.</p>
Intended Outcomes	<p>Expedite opening additional COVID-19 testing locations in Duval County in an effort to prevent further spread of the Coronavirus throughout the community.</p>
Hyperlink	Pending