



Downtown  
Epicenter



Urban  
Living



Strategic  
Partnerships



Pedestrian  
Access



River  
Access



24-7  
Downtown



Healthy  
Design

# Downtown Northbank and Southside Community Redevelopment Area Plan Summer 2014

**PROSSER**

**dp**  
DIETRICH PLANNING

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Solutions, LLC

**URBANOMICS**  
Urban and Real Estate Economics







Downtown  
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Living



Strategic  
Partnerships



Pedestrian  
Access



River  
Access



24-7  
Downtown



Healthy  
Design

# Business Investment and Development Strategy

Summer 2014





# Acknowledgements

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**Alvin Brown**

## Downtown Investment Authority

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**Jack Meeks**, *Vice-Chair*

**Craig Gibbs**, *Secretary*

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**Paul Perez**

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# DOWNTOWN JACKSONVILLE

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## Community Redevelopment Plan

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### Section 1 Introduction and Background

#### Purpose

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#### Existing Downtown CRAs

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#### Stakeholder Outreach

- 

#### Comparative Downtown Analyses

## 1.1

# Purpose

*Provide a modern redevelopment blueprint for the type of unique urban environment that can take advantage of markets that now exist, and be used as a long-term guide for decisions of the Downtown Investment Authority.*

Regardless of whether or not one lives here or works here, Downtown Jacksonville is vital to all of the City's residents. Broad economic, social and cultural forces are reshaping the face of our nation's urban environment and the nation is changing its attitude towards cities and downtown living. Downtowns in every region of the country are being thought of in positive and progressive ways, as necessary and critical investments. These trending forces give areas such as Downtown Jacksonville its best opportunity in decades to compete with suburban and exurban growth. Community redevelopment plans establish a direction for this reinvigoration and investment, understanding that a plan with short, mid and long term goals further guides the downtown and its champions to be better prepared for any unforeseen circumstances that may require some deviation without abandoning the overall course. The challenge is to develop this guide for the future, engendering goals that will positively influence Downtown Jacksonville's urban redevelopment for years to come. The new Downtown Investment Authority (DIA) is doing just that by melding the three existing community redevelopment plans adopted in the 1980s and updating them with the principles contained in several downtown master plans completed during the past fifteen years; updated with current data, as required by Florida Statutes; and inclusion of areas of focus that shall be targeted within the existing Community Redevelopment Area (CRA) boundaries. While the Downtown Northbank and Southside Community Redevelopment Plans remain separate with corresponding geographical areas and their own tax increment trust funds, this Plan consolidates them into one comprehensive document and amends the overall plans pursuant to Section 163.361(1), F.S. The Downtown Jacksonville Community Redevelopment Plan will be referred to throughout this document as the "Plan" and shall serve as a policy guide for the DIA, planners, developers and government to utilize over the next thirty years in order to promote and foster an appealing and successful urban center – the place to be in northeast Florida.

The DIA has embarked on the update of the existing community redevelopment plans for several reasons. **First**, there were three original plans that are now more than thirty years old. The City designated three CRAs: Northside West CRA (1981), Downtown East (1985), and Southside (1980). Since then, the City has further developed and firmly embraced a Downtown Master Plan, which was adopted in 2000. Over the years, the three community redevelopment plans have been readopted, ratified and confirmed; however, none of them have been revised or updated since their adoption in the 1980s. Instead, attention was redirected towards the Downtown Master Plan along with other downtown studies and plans.

**Second**, and most compelling, the marketplace has changed and the DIA must be sure that the City is poised to capitalize on these changes. The DIA desires to move into the future seeking out the emergent opportunities resulting from this shift in perception, rather than applying 20<sup>th</sup> century economic techniques in the 21<sup>st</sup> century.

**Third,** updated community redevelopment plans are necessary because all public redevelopment activities expressly authorized by the Community Redevelopment Act and funded by tax increment financing must be in accordance with a community redevelopment plan approved by the Jacksonville City Council. Like the City's 2030 Comprehensive Plan, community redevelopment plans are evolving documents which must be evaluated and amended on a regular basis in order to accurately reflect changing conditions and community objectives.

The City of Jacksonville, through Chapter 55, *Ordinance Code*, bestowed Community Redevelopment Agency powers and duties to the DIA. The Plan and DIA's Business Investment and Development (BID) Strategy strategically prioritize, shape the design and implement public infrastructure improvements and support other private sector, market-based revitalization initiatives. Redevelopment decisions have been guided by the strategic direction and criteria set forth in the BID Plan, designed to transform the Plan's recommendations into actionable items within a framework of accountability.

The Plan provides policy, programmatic and fiscal direction for the Community Redevelopment Agency as the DIA sets forth to realize a world-class Downtown urban landscape and waterfront. The Plan is specifically designed to:

- Establish a Community Redevelopment Plan that provides mechanisms to realize a bold vision for the Downtown Northbank CRA and Southside CRA characterized by attractive housing alternatives, welcoming parks, walkable streets, enticing retail, enhanced cultural institutions, and accessible parking.
- Offer consistency over time, regardless of governmental and business leadership changes.
- Comply with the statutory requirements pursuant to Section 163.362, *Florida Statutes*.
- Establish relevancy and appropriateness of past downtown plans and incorporate priority elements from each that are still relevant.
- Define the strategic framework, conceptual themes, goals, and objectives for the future of the Downtown Northbank CRA and Southside CRA.
- Include a Residential Use Element that identifies any shortages of affordable housing and replacement and/or relocation remedies, if indicated.
- Include a Neighborhood Impact Assessment of traffic and transportation, environmental quality, facilities, and matters affecting the physical and social quality of the neighborhood.
- Identify specific priority redevelopment capital improvement projects and other recommended redevelopment project elements to be completed.
- Provide projected costs of the recommended improvement projects; amount to be expended and any anticipated indebtedness to be repaid with the tax increment finance revenues from the three respective Redevelopment Trust Funds.

The CRAs, while independent of each other, have strong ties that support and enhance the viability of one another. While the St. Johns River may divide them physically, it binds them

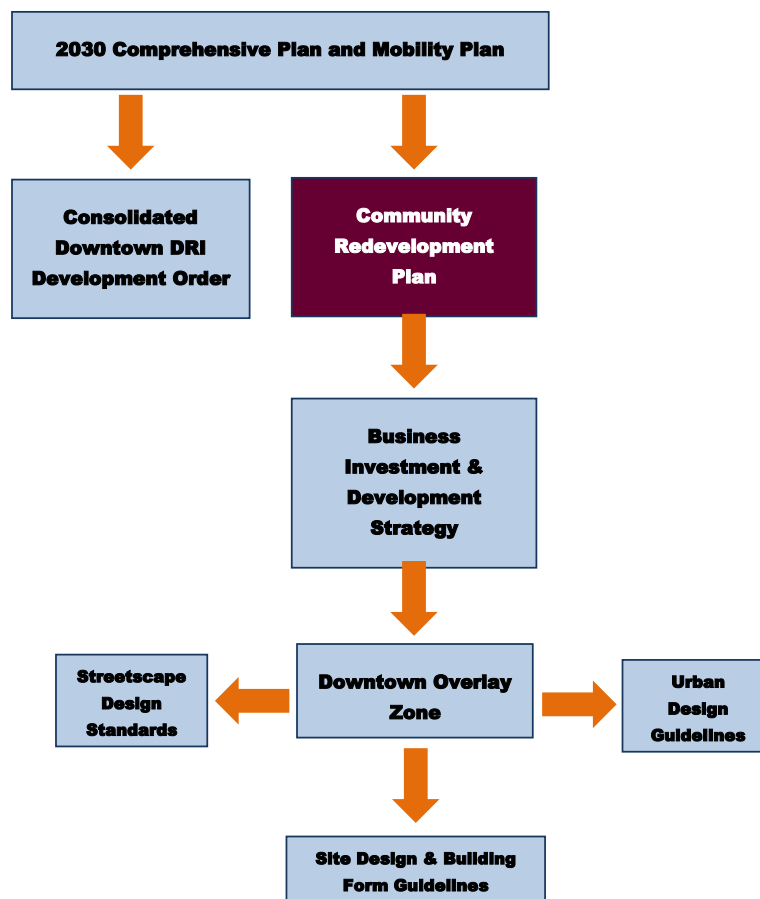


together developmentally, culturally, socially, and environmentally. This Plan requires consistent support by the City's administrations, legislative bodies, and business leaders as it transcends time through the balance of each CRA's life cycle. This will provide Downtown Jacksonville with a long-term context for its investments, a continuity of improvements, and a consistency in its efforts toward a common vision.

To be successful it sets a direction Downtown Jacksonville must take in the 21st century to succeed nationally, not just regionally. The Plan is intended to give the latitude needed to pursue unforeseen opportunities that will certainly arise and to respond to new challenges. The Plan also gives enough direction to guide day-to-day decision making related to land use decisions, public investments, and development opportunities.

Both public and private agencies will use the Plan in conjunction with the Business Investment Development Plan in the coming years to guide decisions and actions that affect the form and function of Downtown. The Plan provides a sound policy basis for strengthening Downtown's role as the heart of northeast Florida. It also educates present and future generations about Downtown's importance to Jacksonville and the region.

The Community Redevelopment Plan **supersedes** the Downtown Master Plan. The Plan works in concert with the Consolidated Downtown DRI Development Order, Mobility Plan, and Downtown Overlay Zone. The Redevelopment Plan incorporates the design elements and districts within the Downtown Master Plan. The Downtown Master Plan's projects and any element conflicting with the Redevelopment Plan are eliminated. The market study within the Downtown Master Plan is replaced with the Market Feasibility Study contained in the companion Business Investment and Development Strategy. The Redevelopment Plan's projects replace those within the Downtown Master Plan and the seven (7) Redevelopment Plan Goals expressed in Section 5 are used to benchmark the Downtown Master Plan.



## A Vital Community

Downtown is the central core of Jacksonville, and not simply in a geographical sense. Having a strong downtown is essential to the City's economic prosperity and sustainability, which produces economic gains for the larger region, contributes positively to the tax base, improves the quality of life for all Jacksonville residents, and fosters a higher standard of living. Downtown serves as a hub of activity for community life serving as a gathering place for residents from all over the county, workers, and visitors alike with a marvelous assortment of historical, commercial, residential, governmental, civic, and cultural elements.

Downtown Jacksonville is emblematic of civic pride and confidence that is on display to residents and visitors alike. In today's global economy, our downtown defines us against competing cities. The image of Downtown Jacksonville forms an enduring first impression that can foster return visits by tourists, business leaders seeking a new marketplace, and new residents seeking this energetic, all-encompassing place to reside.

All residents of Duval County benefit by directing redevelopment and future growth Downtown where the infrastructure is already in place instead of outlying areas. Sustainable growth requires infill development that utilizes those resources and infrastructure that are already in place. Developing in the core of the City is less onerous to Jacksonville because the existing infrastructure can support growth at lower costs to the taxpayer. It is more expensive and impacts natural resources greater by developing in under developed, less dense suburban and exurban areas of the City because of the need to provide expensive new infrastructure such as roads, water, sewer, schools, and emergency services. Those associated costs are eventually borne by taxpayers.

Concentrating new development, redevelopment and growth Downtown makes Jacksonville more sustainable, and enables the conservation of undeveloped portions of the region for future generations to enjoy. Because of Downtown's central location, businesses can attract employees from nearly any part of Jacksonville. Transportation road network to and from Downtown Jacksonville is in place and light rail and cycle tracks in the future. Downtown Jacksonville's employment center is accessible by public transit via BRT system from every corner of the City. Urban neighborhoods with abundant housing are essential to maintaining the City's long-term competitive position. The future of Downtown Jacksonville depends upon increasing the number of people residing Downtown. Greater residential density has the spillover effect of enabling Downtown retail to be viable, thereby enriching the character of Downtown Jacksonville for both tourism and workers who are principle drivers of economic growth. Downtown's position as the region's center of commerce, tourism, and the arts will be solidified with the addition of new residential development.

Downtown Jacksonville is unlike any other area of the City because it is everyone's neighborhood. It is the central gathering place that serves as a hub of community life for nearly one million people. It offers an ever important location for people from all walks of life a welcoming destination to meet and enjoy concerts, parades, special events, and the marvelous St. Johns River. It is truly the socially important heart of the City. Jacksonville's commitment to the arts happens Downtown. Our cultural centers include the Times-Union Center for the Performing Arts, the Museum of Contemporary Art, LaVilla School for the Arts, the Museum of Science and History, the Florida Theatre, and the Ritz Theater, as well as popular galleries and immediate neighbors Cummer Museum and the Riverside Arts Market are all essential elements of civic life. They have proven themselves potent attractors for visitors Downtown and should be further coordinated and programmed into the daily functions. Downtown can be walkable and provide a unique, urban, mixed-use environment where today's generation can live, work,

gather, and play without having to spend hours commuting. This Plan endeavors to “move the needle” on this vital community with recommended actions that when completed will reveal:

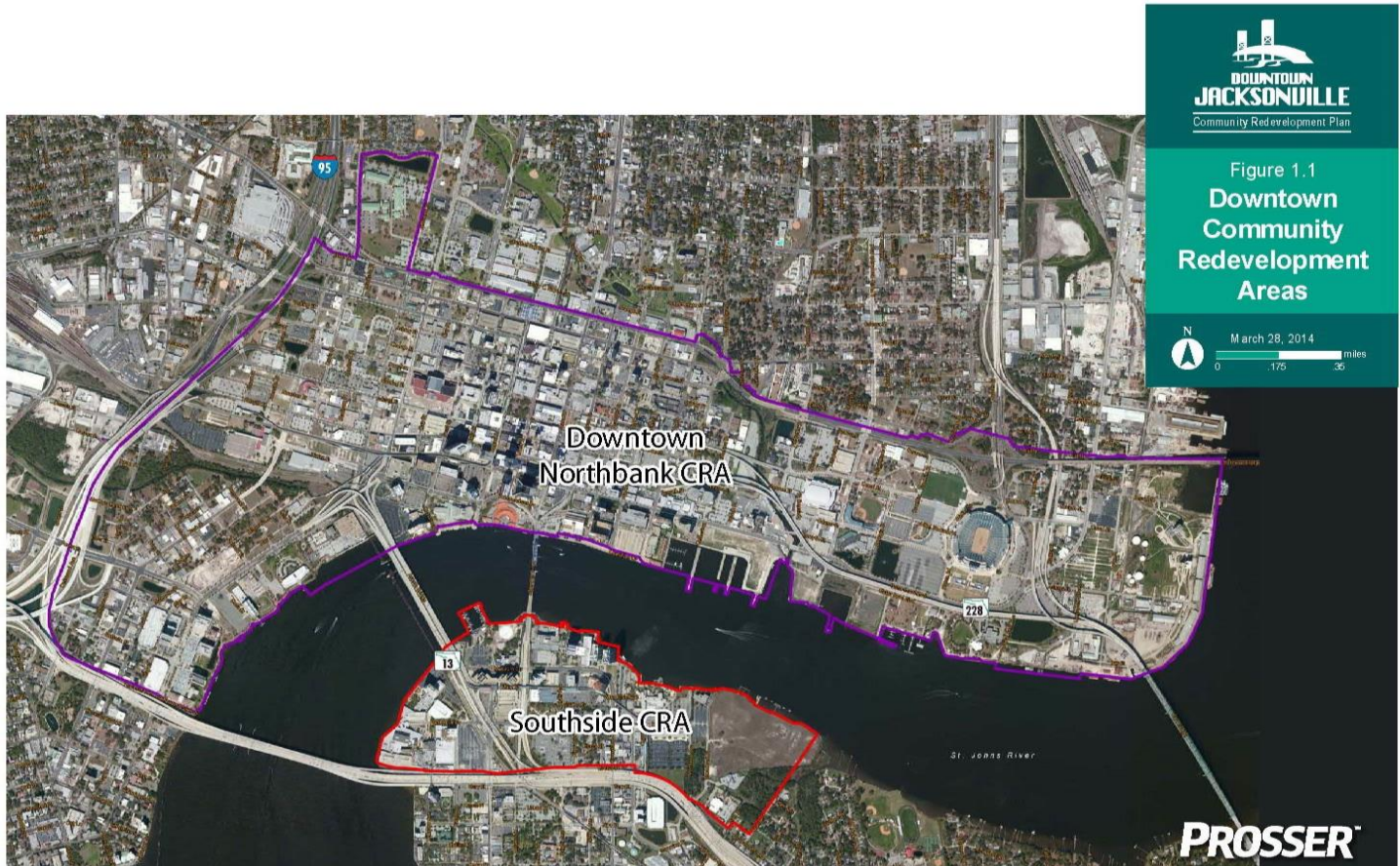
- An inviting public realm for all of greater Jacksonville to enjoy Downtown and the St. Johns River;
- Attractive housing alternatives leading to an increase in Downtown residents;
- Support for existing and new Downtown businesses to foster greater services for residents;
- An increased assessed (taxable) value of Downtown property;
- A decrease in the total number of vacant buildings and lots Downtown; and
- An increase in the total number of employees working Downtown.



## 1.2

# Existing Downtown CRAs

Downtown Jacksonville is comprised of the Downtown Northbank Community Redevelopment Area ("CRA") and the Southside CRA. Legal descriptions of these two community redevelopment areas are included in Sections 6 and 7, respectively.



The Downtown Northbank CRA is comprised of two formerly separate CRAs: the **Northside West CRA** created by Ordinance 81-562-240 on August 11, 1981 and the **Downtown East CRA** created by Ordinance 85-145-130 on March 12, 1985.

The **Downtown Northbank CRA** is divided into the Northside West Tax Increment Finance ("TIF") District and the Downtown East TIF District. *It is important to note that while the City of Jacksonville merged the two Northbank CRA geographical boundaries, the two separate TIF Districts remain intact as two separate redevelopment funds, bound by the originally adopted boundaries. Florida Statutes preclude the merging of TIF Districts established in different years that are based upon different taxable property values.*

The **Southside CRA** created by Ordinance 80-1347-704 on February 24, 1981, contains the Southside TIF District. The legislative history of the creation of the two existing Downtown Jacksonville community redevelopment areas is detailed on the following page.

The date by which a Community Redevelopment Plan is approved by the local taxing authority (the City of Jacksonville) is when the timeframe for which the life of the CRA is allowed to run its course. These particular ordinances are bolded and highlighted for significance.

Each CRA has a unique and identifiable set of characteristics. The two community redevelopment areas, while independent of each other, have strong ties that support and enhance the viability of the other; therefore, this Plan is formatted to include specific and detailed information regarding each CRA, its environment, physical makeup and also includes formal recommendations on various critical elements. While each CRA's recommendations are separate, there are inherent overlapping and inter-related recommendations that will be mutually beneficial to both community redevelopment areas.

## Duration of Plan

Pursuant to Section 163.387(2)(a), *Florida Statutes*, the taxing authority (City of Jacksonville) shall make the annual appropriation for a period not to exceed 30 years after the date the City Council adopts the Plan, but no later than 60 years after the fiscal year in which the plans were initially approved or adopted. Therefore, the provisions of this Plan shall remain in effect, and serve as a guide for the future redevelopment activities in the CRA and TIF Districts:

- **Southside TIF District** through December 31, 2041;
- **Northside West TIF District** through December 31, 2041; and
- **Downtown East TIF District** through December 31, 2045.

## Safeguards and Retention of Control

This Plan is the guiding document for future development, redevelopment and ancillary programs, projects and activities in and for the Downtown Northbank CRA and Southside CRA. In order to assure that redevelopment will take place in conformance with the seven (7) Redevelopment Goals expressed in Section 5, the Downtown Investment Authority will utilize regulatory devices, instruments and systems including, but not limited to, the DIA Business Investment and Development Strategy, the City of Jacksonville 2030 Comprehensive Plan, the Downtown Zoning Overlay, design guidelines, performance standards and development review, permitting and approval processes. The Downtown Investment Authority shall provide adequate safeguards to insure that all leases, deeds, contracts, agreements, and declarations of restrictions relative to any real property conveyed shall contain restrictions and/or covenants to run with the land and its uses, or other provisions necessary to carry out the goals and objectives of this Plan.

Table 1.2.1 Northside West Community Redevelopment Area	
Res. 81-424-194	Declares slum and blight and defines a plan area, designates the Northside West CRA
<b>Ord. 81-562-240</b>	<b>Approves the Northside West Community Redevelopment Plan along with the Northside West Redevelopment Trust Fund with a base year of 1980 for the increment</b>
Ord. 83-672-340	Amends the Northside West Community Redevelopment Plan by modifying the description of Reuse Section C: Public/Semi-Public Use.
Ord. 86-1057-603	Amends the Northside West Community Redevelopment Plan by changing the proposed land use of the civic auditorium site from Public/Semi-Public to Commercial.
Ord. 87-750-442	Amends the description of the Northside West Community Redevelopment Plan to include a 1.4 acre site.
Ord. 88-874-542	Amends the Northside West Community Redevelopment Plan by changing the proposed land use of the Cornerstone of Jacksonville's site from Public Open Space to Neighborhood Residential, and adopting the Initial Action Plan for the Northside West Community Redevelopment Plan.
Ord. 88-875-543	Amends the Northside West Community Redevelopment Plan by changing the proposed land use of River Pointe Associates, Ltd.'s site from High-Density Residential/Office/Commercial-Mixed to Commercial.
Ord. 90-505-239	Amends the Northside West Community Redevelopment Plan by changing the proposed land use for certain lands located within the civic auditorium block to Public/Semi-Public.
Ord. 90-975-554	Amends the Northside West Community Redevelopment Plan to allow high density residential, office, hotels and restaurants and approving the Initial Action Plan and related project.
Ord. 92-392-489	Expands the Northside West CRA boundary to include the state regional service center north of State Street

Table 1.2.2 Downtown East Community Redevelopment Area	
Res. 82-63-61	Declares slum and blight and defines a plan area
<b>Ord. 85-145-130</b>	<b>Approves the Downtown East Community Redevelopment Plan along with the Downtown East Redevelopment Trust Fund with a base year of 1984 for the increment</b>
Ord. 85-598-340	Amends the Downtown East CRA boundary to follow existing subdivision/lot lines

Table 1.2.3 Southside Community Redevelopment Area	
Ord. 80-1346-703	Declares slum and blight and defines a plan area, designates the Southside CRA
<b>Ord. 80-1347-704</b>	<b>Approves the Southside Community Redevelopment Plan along with the Southside Redevelopment Trust Fund with a base year of 1980 for the increment</b>
Ord. 81-633-332	Adopts and approves the Initial Action Plan and related project for the Southside Community Redevelopment Area.
Ord. 81-833-351	Modifies the Southside Community Redevelopment Area legal description to exclude several parcels assessed under one real estate number slightly reducing the Southside CRA boundary.
Ord. 83-22-66	Expands the Southside CRA boundary to include the Baptist Hospital Complex, Prudential Building, Friendship Park, Diamond Head Restaurant and Hilton Hotel
Ord. 85-88-75	Modifies the description of Reuse Category A: Public Open Space.
Ord. 86-1060-553	Changes the proposed land use of a site southeast of Prudential Drive and Kings Avenue from High Density Residential to General Commercial.
Ord. 86-1061-554	Changes the proposed land use of a site southeast of Prudential Drive and Kings Avenue from Public Parking to Office.
Ord. 91-946-363	Amends the Southside Community Redevelopment Plan and DRI Master Plan and Development Order to allow General Commercial.
Ord. 92-392-489	Amends the Southside Community Redevelopment Area Plan to incorporate certain land use changes.

Table 1.2.4 Downtown Northbank Community Redevelopment Area	
Ord. 2000-1078-E	Consolidates the Northside West CRA and Downtown East CRA into the Downtown Northbank CRA. The Northside West and Downtown East Redevelopment Trust Funds remain separate.



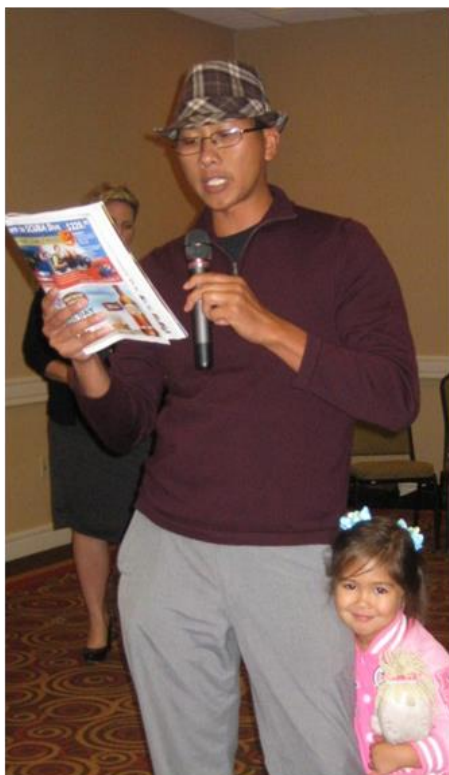
## 1.3

# Stakeholder Outreach

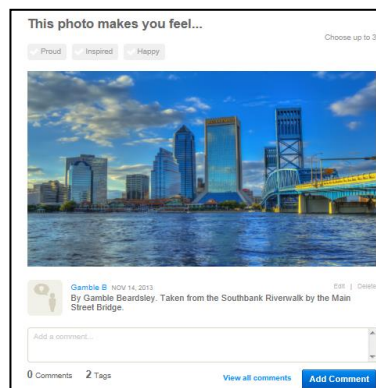
The professional and personal insight and experience-based knowledge of several hundred community stakeholders in Jacksonville were sought. These stakeholders include city leaders in the public and private sectors, planners, architects, real estate developers, major land holders, real estate brokers, commercial business operators, organizational leaders, retailers, Downtown residents, and other Jacksonville citizens. Outreach included numerous public workshops with the DIA Redevelopment Plan Committee, several community forums, and a virtual town hall for stakeholders to contribute their ideas.



According to stakeholders, the promotion of urban walkability was seen as critical to Downtown's continued economic growth. **The Plan recommends improving walkability** by enhancing the use of shade trees, widened sidewalks, slower traffic speeds, new bicycle lanes, crosswalks, pedestrian-friendly street furniture, improved local-area transit connectors, better wayfinding for parking facilities, increased recreational open space, public plazas, and parks.



Recurring insight from the stakeholders was a lack of residents and residential product located Downtown. To supplement the recommended increase in residential population, a majority of participants believes Downtown needs: (1) an **increase in quality retail** and neighborhood services; (2) the improvement of **key streets**; (3) an improvement and **increase in programming** of Downtown parks and public spaces; and (4) **increased mobility and access**, which includes pedestrian activation, public transportation and improved wayfinding.



2012  
2013

**Nov 20**  
Redevelopment  
Plan Committee  
Meeting

**Dec 20**  
Redevelopment  
Plan Committee  
Meeting

**Jan 9**  
Redevelopment  
Plan Committee  
Meeting

**Jan 16**  
Redevelopment  
Plan Committee  
Meeting

**Mar 28**  
Redevelopment  
Plan Committee  
Meeting

**Aug 28**  
Redevelopment  
Plan Committee  
Workshop

**Sep 11**  
Redevelopment  
Plan Committee  
Workshop

**Sep 27**  
Redevelopment  
Plan Committee  
Workshop

**Oct 9**  
Redevelopment  
Plan Committee  
Workshop

**Oct 23**  
Redevelopment  
Plan Committee  
Workshop

**Nov 4**  
Community  
Forum

**Nov 5**  
Community  
Forum

**Nov 13**  
Redevelopment  
Plan Committee  
Workshop

**Dec 9**  
Community  
Forum



2013  
2014

**Dec 11**  
Redevelopment  
Plan Committee  
Workshop

**Feb 26**  
Special DIA  
Board Meeting

**Mar 6**  
Downtown  
Development  
Review Board

2013  
2014

**Mar 19**  
Special DIA  
Board Meeting

**Mar 25**  
Special DIA  
Board Meeting

**Apr 1**  
Special DIA  
Board Meeting

**Apr 8**  
Special DIA  
Board Meeting

**Apr 16**  
Special DIA  
Board Meeting

**Apr 24**  
Special DIA  
Board Meeting

**Apr 30**  
Special DIA  
Board Meeting

**May 7**  
CRA Plan  
Update Review  
Committee  
Meeting

**May 13**  
CRA Plan  
Update Review  
Committee  
Meeting

**May 14**  
BID Plan  
Review  
Committee  
Meeting

**May 16**  
CRA Plan  
Update Review  
Committee  
Meeting

**May 19**  
CRA Plan  
Update Review  
Committee  
Meeting

**May 27**  
CRA Plan  
Update Review  
Committee  
Meeting

**May 28**  
BID Plan  
Review  
Committee  
Meeting

**May 29**  
CRA Plan  
Update Review  
Committee  
Meeting

**Jun 2**  
BID Plan  
Review  
Committee  
Meeting

**Jun 4**  
CRA Plan  
Update Review  
Committee  
Meeting

**Jun 11**  
BID Plan  
Review  
Committee  
Meeting



**Jun 12**  
CRA Plan  
Update Review  
Committee  
Meeting

**Jun 18**  
CRA Plan  
Update Review  
Committee  
Meeting

**Jun 19**  
BID Plan  
Review  
Committee  
Meeting

**Jul 1**  
CRA Plan  
Update Review  
Committee  
Meeting

**Jul 24**  
CRA Plan  
Update Review  
Committee  
Meeting

**Jul 28**  
BID Plan  
Review  
Committee  
Meeting

**Jul 29**  
CRA Plan  
Update Review  
Committee  
Meeting

**Jul 30**  
Regular DIA  
Board Meeting

## 1.4

# Comparative Downtown Analyses

The state of Downtown Jacksonville and those of downtowns in eight other U.S. cities are profiled and compared in this analysis. Comparisons include (1) size (population) of the city, urban county, and metro areas, (2) distinctive or significant attributes, (3) major downtown public and private employers and employment, (4) status of the downtown office, retail, and housing markets, (5) downtown venues and attractions, (6) significant recent and future downtown investments and development projects, and (7) public agencies and private organizations with roles in downtown planning and development. The eight other cities profiled are:

- Baltimore, Maryland
- Cincinnati, Ohio
- Charlotte, North Carolina
- Chattanooga, Tennessee
- Greenville, South Carolina
- Indianapolis, Indiana
- Kansas City, Missouri
- Louisville, Kentucky

Of the eight downtowns, all but Charlotte and Greenville are “river cities.” Metropolitan Statistical Areas (MSAs) range in size from 500,000 to over two million residents. Indianapolis (Marion County) and Louisville (Jefferson County) have consolidated city-county governments. Charlotte and Mecklenburg County have a number of shared city-county services.

For the details of the Comparative Analyses please refer to [Appendix D](#) located at the end of the Redevelopment Plan.



# DOWNTOWN JACKSONVILLE

## Community Redevelopment Plan

### Section 2 Statutory Requirements and Authority

Requirements of the Plan

•

Authority to Undertake Community Redevelopment

•

DIA Authority

•

Reporting Requirements

## 2.1

# Requirements of the Plan

Section 163.360 (2), F.S. The community redevelopment plan shall:	Plan Reference
(a) Conform to the comprehensive plan for the county or municipality as prepared by the local planning agency under the Local Government Comprehensive Planning and Land Development Regulation Act.	Sec. 8
(b) Be sufficiently complete to indicate such land acquisition, demolition and removal of structures, redevelopment, improvements, and rehabilitation as may be proposed to be carried out in the community redevelopment area; zoning and planning changes, if any; land uses; maximum densities; and building requirements.	Sec. 6.5 and 7.5
(c) Provide for the development of affordable housing in the area, or state the reasons for not addressing in the plan the development of affordable housing in the area. The county, municipality, or community redevelopment agency shall coordinate with each housing authority or other affordable housing entities functioning within the geographic boundaries of the redevelopment area, concerning the development of affordable housing in the area.	Sec. 6.3 and 7.3
Section 163.362, F.S. Contents of the community redevelopment plan. Every community redevelopment plan shall:	Plan Reference
(1) Contain a legal description of the boundaries of the community redevelopment area and the reasons for establishing such boundaries shown in the plan.	Sec. 6.1 and 7.1
(2) Show by diagram and in general terms: (a) The approximate amount of open space to be provided and the street layout. (b) Limitations on the type, size, height, number, and proposed use of buildings. (c) The approximate number of dwelling units. (d) Such property as is intended for use as public parks, recreation areas, streets, public utilities, and public improvements of any nature.	Sec. 6.2 and 7.2 Sec. 6.2 and 7.2 Sec. 6.3 and 7.3 Sec. 6.2 and 7.2
(3) If the redevelopment area contains low or moderate income housing, contain a neighborhood impact element which describes in detail the impact of the redevelopment upon the residents of the redevelopment area and the surrounding areas in terms of relocation, traffic circulation, environmental quality, availability of community facilities and services, effect on school population, and other matters affecting the physical and social quality of the neighborhood.	Sec. 6.4 and 7.4
(4) Identify specifically any publicly funded capital projects to be undertaken within the community redevelopment area.	Sec. 6.6 and 7.6
(5) Contain adequate safeguards that the work of redevelopment will be carried out pursuant to the plan.	Sec. 1.2
(6) Provide for the retention of controls and the establishment of any restrictions or covenants running with land sold or leased for private use for such periods of time and under such conditions as the governing body deems necessary to effectuate the purposes of this part.	Sec. 1.2
(7) Provide assurances that there will be replacement housing for the relocation of persons temporarily or permanently displaced from housing facilities within the community redevelopment area.	Sec. 6.4 and 7.4
(8) Provide an element of residential use in the redevelopment area if such use exists in the area prior to the adoption of the plan or if the plan is intended to remedy a shortage of housing affordable to residents of low or moderate income, including the elderly, or if the plan is not intended to remedy such shortage, the reasons therefore.	Sec. 6.3 and 7.3
(9) Contain a detailed statement of the projected costs of the redevelopment, including the amount to be expended on publicly funded capital projects in the community redevelopment area and any indebtedness of the community redevelopment agency, the county, or the municipality proposed to be incurred for such redevelopment if such indebtedness is to be repaid with increment revenues.	Sec. 6.6 and 7.6
(10) Provide a time certain for completing all redevelopment financed by increment revenues. Such time certain shall occur no later than 30 years after the fiscal year in which the plan is approved, adopted, or amended pursuant to s. 163.361(1). However, for any agency created after July 1, 2002, the time certain for completing all redevelopment financed by increment revenues must occur within 40 years after the fiscal year in which the plan is approved or adopted.	FY 2041 (Southside) FY 2041 (Northside West) FY 2045 (Downtown East)



## 2.2

# Authority to Undertake Community Redevelopment

Most cities contain specific areas that have fallen into disrepair or have not experienced investment necessary to ensure their sustainability. In many cases, such areas contain inadequate capital improvements such as utilities, drainage or transportation facilities. In other cases, growth and development trends have left areas with challenges including awkward lot layout, inefficient or unconnected street patterns, aging buildings, and other non-conforming development characteristics. Regardless of the reason, these areas can lead to unattractive development or structures and also hinder investment.

The Community Redevelopment Act of 1969 (Chapter 163, Part III, Florida Statutes) was enacted to provide local governments with the tools necessary to revitalize the deteriorated portions of their communities. These tools include the establishment of a Community Redevelopment Agency to administer community redevelopment plans and delegate certain powers to this Agency. The municipality, "to the greatest extent it determines to be feasible shall afford maximum opportunity, consistent with the sound needs of the county or municipality as a whole, to the rehabilitation or redevelopment of the community redevelopment area by private enterprise" (Section 163.345, *Florida Statutes*). For the purpose of this Community Redevelopment Plan, the following definition, taken from the Florida Statutes, shall apply:

*"Community Redevelopment" or "Redevelopment" means undertakings, activities, or projects of a county, municipality, or community redevelopment agency in a community redevelopment area for the elimination and prevention of the development or spread of slums and blight or for the provision of affordable housing, whether for rent or for sale, to residents of low or moderate income, including the elderly, and may include slum clearance and redevelopment in a community redevelopment area, or any combination or part thereof, in accordance with a community redevelopment plan and may include the preparation of such a plan."*

In recognition of the need to prevent and eliminate slum and blighted conditions within designated community redevelopment areas, Florida's municipalities and community redevelopment agencies are granted the authority and powers to undertake redevelopment projects following adoption of a Community Redevelopment Plan that guides future development and expenditures so as to eliminate existing conditions of blight and to create a condition for continued private reinvestment. Following the adoption of the Community Redevelopment Plan, subsequent modifications and amendments may be adopted by the local governing body pursuant to Section 163.361, *Florida Statutes*.

## **What is a Community Redevelopment Area?**

- Florida Law (Chapter 163, Part III, F.S.) allows local governments to designate areas as a Community Redevelopment Area (“CRA”) when certain blighted conditions exist.
- The local government must prepare a Finding of Necessity to document the conditions.
- Identified conditions that can support the creation of a CRA include the presence of substandard or inadequate structures; shortage of affordable housing; inadequate infrastructure; and inadequate parking.
- Redevelopment Plans must be consistent with the local government’s Comprehensive Plan.
- Monies used to finance Community Redevelopment Agency activities are locally generated within the boundaries of the CRA, it is not overseen by the State.

## **What is a Community Redevelopment Agency?**

- The Community Redevelopment Agency administers the activities and programs offered within a CRA.
- A board consisting of five to nine members is created by the local government to direct the Agency.
- There may be multiple areas, districts, sub-districts or similar areas within the Community Redevelopment Area, but generally only one Community Redevelopment Agency for a local government can exist.
- Each individual district must maintain a separate Redevelopment Trust Fund to be spent only within that district.

## **What is a Community Redevelopment Plan?**

- The Community Redevelopment Plan, developed and implemented by the Community Redevelopment Agency, addresses the unique needs of the targeted area and includes overall goals as well as identifies the types of projects planned for the area.

## **What is Tax Increment Financing (TIF)?**

- It is a unique financing tool used to leverage public funds to promote private sector activity in the targeted area.
- The dollar value of all real property in the Community Redevelopment Area is determined as of a fixed date, known as the “frozen value.”
- The local government continues to collect taxes based on the frozen value while any increase in real property value above the frozen value (known as an increment) gets taxed and put into the Redevelopment Trust Fund.
- Florida taxing entities write a check to the CRA Redevelopment Trust Fund after monies are received from the Tax Collector.
- Any funds received from a tax increment derived from within its originally-established corresponding CRA boundary must be used for specific redevelopment purposes identified in the Community Redevelopment Plan.

## 2.3

# DIA Authority

The Downtown Investment Authority is the Community Redevelopment Agency for the two Downtown community redevelopment areas; it is important to know what powers have been bestowed upon them. Section 163.370(2), *Florida Statutes* confers the following powers necessary or convenient to carry out and effectuate the Community Redevelopment Plan.

Sec. 163.370(2), *Florida Statutes* (2013)

- (a) To make and execute contracts and other instruments necessary or convenient to the exercise of its powers under the Community Redevelopment Act of 1969, as amended.
- (b) To disseminate slum clearance and community redevelopment information.
- (c) To undertake and carry out community redevelopment and related activities within the community redevelopment area, which may include:
  - 1. Acquisition of property within a slum area or a blighted area by purchase, lease, option, gift, grant, bequest, devise, or other voluntary method of acquisition.
  - 2. Demolition and removal of buildings and improvements.
  - 3. Installation, construction, or reconstruction of streets, utilities, parks, playgrounds, public areas of major hotels that are constructed in support of convention centers, including meeting rooms, banquet facilities, parking garages, lobbies, and passageways, and other improvements necessary for carrying out in the community redevelopment area the community redevelopment objectives of this part in accordance with the community redevelopment plan.
  - 4. Disposition of any property acquired in the community redevelopment area at its fair value as provided in Sec. 163.380, *Florida Statutes* for uses in accordance with the community redevelopment plan.
  - 5. Carrying out plans for a program of voluntary or compulsory repair and rehabilitation of buildings or other improvements in accordance with the community redevelopment plan.
  - 6. Acquisition by purchase, lease, option, gift, grant, bequest, devise, or other voluntary method of acquisition of real property in the community redevelopment area which, under the community redevelopment plan, is to be repaired or rehabilitated for dwelling use or related facilities, repair or rehabilitation of the structures for guidance purposes, and resale of the property.
  - 7. Acquisition by purchase, lease, option, gift, grant, bequest, devise, or other voluntary method of acquisition of any other real property in the community redevelopment area when necessary to eliminate unhealthful, unsanitary, or unsafe conditions; lessen density; eliminate obsolete or other uses detrimental to the public welfare; or otherwise to remove or prevent the spread of blight or deterioration or to provide land for needed public facilities.

8. Acquisition, without regard to any requirement that the area be a slum or blighted area, of air rights in an area consisting principally of land in highways, railway or subway tracks, bridge or tunnel entrances, or other similar facilities which have a blighting influence on the surrounding area and over which air rights sites are to be developed for the elimination of such blighting influences and for the provision of housing (and related facilities and uses) designed specifically for, and limited to, families and individuals of low or moderate income.
  9. Acquisition by purchase, lease, option, gift, grant, bequest, devise, or other voluntary method of acquisition of property in unincorporated enclaves surrounded by the boundaries of a community redevelopment area when it is determined necessary by the agency to accomplish the community redevelopment plan.
  10. Construction of foundations and platforms necessary for the provision of air rights sites of housing (and related facilities and uses) designed specifically for, and limited to, families and individuals of low or moderate income.
- (d) To provide, or to arrange or contract for, the furnishing or repair by any person or agency, public or private, of services, privileges, works, streets, roads, public utilities, or other facilities for or in connection with a community redevelopment; to install, construct, and reconstruct streets, utilities, parks, playgrounds, and other public improvements; and to agree to any conditions that it deems reasonable and appropriate which are attached to federal financial assistance and imposed pursuant to federal law relating to the determination of prevailing salaries or wages or compliance with labor standards, in the undertaking or carrying out of a community redevelopment and related activities, and to include in any contract let in connection with such redevelopment and related activities provisions to fulfill such of the conditions as it deems reasonable and appropriate.
- (e) Within the community redevelopment area:
1. To enter into any building or property in any community redevelopment area in order to make inspections, surveys, appraisals, soundings, or test borings and to obtain an order for this purpose from a court of competent jurisdiction in the event entry is denied or resisted.
  2. To acquire by purchase, lease, option, gift, grant, bequest, devise, or other voluntary method of acquisition any personal or real property, together with any improvements thereon.
  3. To hold, improve, clear, or prepare for redevelopment any such property.
  4. To mortgage, pledge, hypothecate, or otherwise encumber or dispose of any real property.
  5. To insure or provide for the insurance of any real or personal property or operations of the county or municipality against any risks or hazards, including the power to pay premiums on any such insurance.
  6. To enter into any contracts necessary to effectuate the purposes of this part.
  7. To solicit requests for proposals for redevelopment of parcels of real property contemplated by a community redevelopment plan to be acquired for redevelopment purposes by a community redevelopment agency and, as a

result of such requests for proposals, to advertise for the disposition of such real property to private persons pursuant to Section 163.380, *Florida Statutes* prior to acquisition of such real property by the community redevelopment agency.

- (f) To invest any community redevelopment funds held in reserves or sinking funds or any such funds not required for immediate disbursement in property or securities in which savings banks may legally invest funds subject to their control and to redeem such bonds as have been issued pursuant to Section 163.385, *Florida Statutes* at the redemption price established therein or to purchase such bonds at less than redemption price, all such bonds so redeemed or purchased to be canceled.
- (g) To borrow money and to apply for and accept advances, loans, grants, contributions, and any other form of financial assistance from the Federal Government or the state, county, or other public body or from any sources, public or private, for the purposes of this part and to give such security as may be required and to enter into and carry out contracts or agreements in connection therewith; and to include in any contract for financial assistance with the Federal Government for or with respect to community redevelopment and related activities such conditions imposed pursuant to federal laws as the county or municipality deems reasonable and appropriate which are not inconsistent with the purposes of this part.

**NOTE**

**Pursuant to Sec. 55.308(a)(2)(i), Ordinance Code, the DIA may borrow money as authorized by Section 163.370(2)(g), *Florida Statutes*, but not in a principal amount that exceeds an amount equal to the unencumbered balance available in the Redevelopment Trust Funds at the time of borrowing, otherwise such borrowing shall require City Council approval.**

- (h) To make or have made all surveys and plans necessary to the carrying out of the purposes of this part; to contract with any person, public or private, in making and carrying out such plans; and to adopt or approve, modify, and amend such plans, which plans may include, but are not limited to:
  - 1. Plans for carrying out a program of voluntary or compulsory repair and rehabilitation of buildings and improvements.
  - 2. Plans for the enforcement of state and local laws, codes, and regulations relating to the use of land and the use and occupancy of buildings and improvements and to the compulsory repair, rehabilitation, demolition, or removal of buildings and improvements.
  - 3. Appraisals, title searches, surveys, studies, and other plans and work necessary to prepare for the undertaking of community redevelopment and related activities.
- (i) To develop, test, and report methods and techniques, and carry out demonstrations and other activities, for the prevention and the elimination of slums and urban blight and developing and demonstrating new or improved means of providing housing for families and persons of low income.
- (j) To apply for, accept, and utilize grants of funds from the Federal Government for such purposes.
- (k) To prepare plans for and assist in the relocation of persons (including individuals, families, business concerns, nonprofit organizations, and others) displaced from a community



redevelopment area and to make relocation payments to or with respect to such persons for moving expenses and losses of property for which reimbursement or compensation is not otherwise made, including the making of such payments financed by the Federal Government.

- (l) To appropriate such funds and make such expenditures as are necessary to carry out the purposes of this part; to zone or rezone any part of the county or municipality or make exceptions from building regulations; and to enter into agreements with a housing authority, which agreements may extend over any period, notwithstanding any provision or rule of law to the contrary, respecting action to be taken by such county or municipality pursuant to any of the powers granted by this part.

**NOTE**

Pursuant to Sec. 55.308(a)(2)(iii), Ordinance Code, the City Council retained the power to zone or rezone or make exceptions from building regulations as set forth in Section 163.370(l), Florida Statutes, other than as authorized in Chapter 656, Part 3, Subpart H, Ordinance Code.

- (m) To close, vacate, plan, or replan streets, roads, sidewalks, ways, or other places and to plan or replan any part of the City.

**NOTE**

Pursuant to Sec. 55.308(a)(2)(ii), Ordinance Code, the City Council retained the power to close or vacate streets, roads, sidewalks, ways or other places as set forth in Section 163.370(2)(m), Florida Statutes.

- (n) To organize, coordinate, and direct the administration of the provisions of this [Florida Statutes] part, as they may apply to such county or municipality, in order that the objective of remedying slum and blighted areas and preventing the causes thereof within such county or municipality may be most effectively promoted and achieved and to establish such new office or offices of the county or municipality or to reorganize existing offices in order to carry out such purpose most effectively.

- (o) To develop and implement community policing innovations.

The Florida Legislature has prohibited local governments from delegating to a Community Redevelopment Agency certain powers as follows:

Sec. 163.358, Florida Statutes (2013)

- (1) The power to determine an area to be a slum or blighted area, or combination thereof, to designate such area as appropriate for community redevelopment, and to hold public hearings required with respect thereto.
- (2) The power to grant final approval to community redevelopment plans and modifications thereof.
- (3) The power to authorize the issuance of revenue bonds as set forth in Section 163.385, Florida Statutes.
- (4) The power to approve the acquisition, demolition, removal or disposal of property as provided in Section 163.370(4), Florida Statutes and the power to assume the responsibility to bear loss as provided in Section 163.370(4), Florida Statutes.

- (5) The power to develop and implement community policing innovations.
- (6) The power of eminent domain.

The Jacksonville City Council conferred the following powers and duties upon the DIA within Downtown Jacksonville as codified in Chapter 55, Part 3, *Ordinance Code*, and in Chapter 500, *Ordinance Code*.

- (a) Negotiate and grant final approval of Downtown development/redevelopment agreements and ground lease agreements, subject to the DIA's budget. All such agreements shall be prepared, reviewed and approved by the City of Jacksonville Office of General Counsel as to form and legality, prior to execution by any party.
- (b) Administer and manage Downtown tax increment finances.
- (c) Receive, dispose of, and bond all authorized revenue. The power to authorize the issuance of bonds shall still require City Council approval.
- (d) Plan and propose projects and public facilities within the Downtown Northbank CRA and Southside CRA.
- (e) Establish, operate, lease, and license within Downtown such public facilities that in the DIA's opinion would be feasible and desirable in the implementation of any plan conceived and executed by the Authority.
- (f) Incur all or part of the expense of any project or public facility made by the city, state, or federal government, or any agency thereof, in exercising powers granted to the Community Redevelopment Agency, subject to the borrowing limitations set forth in Section 55.308(a)(2), *Ordinance Code*.
- (g) Subject to Chapter 122, Part 4, Subpart A, *Ordinance Code* (**Real Property Acquisitions and Administration**), acquire property, real, personal, or mixed, within Downtown Jacksonville, in fee simple or any lesser interest or estate, by purchase, gift, devise, or lease, upon such terms and conditions as the Agency may deem necessary or desirable, and by condemnation, provided the DIA determines that the use or ownership of such property is necessary in the furtherance of a designated lawful purpose authorized under law, to acquire title to submerged lands and riparian rights and easements or rights-of-way (including but not limited to air rights), with or without restrictions.
- (h) Subject to Section 122.434, *Ordinance Code* (**Procedure for disposition of Community Development Property**), hold, control, manage, lease, sell, dedicate, grant, or otherwise dispose of any of the City's Downtown assets and properties managed by the DIA, or any interest therein, including easements and licenses, with or without consideration; provided, however, that leases of City property, shall be in a form as approved by City Council.
- (i) Subject to Chapter 122, *Ordinance Code* (**Public Property**), obtain appraisals, title searches, surveys, studies, and other plans and work necessary to prepare for the undertaking of redevelopment projects. The DIA is authorized to develop, test, and report methods and techniques, and carry out demonstrations and other activities, for the prevention and the elimination of slum and blight.

## 2.4

# Reporting Requirements

The Downtown Investment Authority shall comply with the following CRA reporting requirements each year:

- September/October: Proposed and Final Budgets posted on the official DIA website two days prior and 30 days after the date the budget is adopted.
- December: Annual report to the Florida Department of Economic Opportunity (DEO), Special Districts Information Program.
- March 31: Annual Report of its activities for the preceding fiscal year to the Jacksonville City Council. The Report shall include a complete financial statement setting forth its assets, liabilities, income and operating expenses as of the end of such fiscal year.
- 45 days after completion or June 30: An independent financial audit of the Northside West Redevelopment Trust Fund, Downtown East Redevelopment Trust Fund and Southside Redevelopment Trust Fund. The audit must comply with the requirements set forth in Section 163.387(8), *Florida Statutes* (separate or city/county component unit) to each taxing authority and to the Auditor General.
- June 30: Inclusion in Annual Financial Report (AFR/CAFR) to the Florida Department of Financial Services by city or county.



# DOWNTOWN JACKSONVILLE

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## Community Redevelopment Plan

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### Section 3    **Redevelopment Trust Funds**

**Tax Increment Financing**

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**Southside Redevelopment Trust Fund**

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**Northside West Redevelopment Trust Fund**

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**Downtown East Redevelopment Trust Fund**

## 3.1

# Tax Increment Financing

As the Community Redevelopment Agency for Downtown Jacksonville, the Downtown Investment Authority has six (6) primary functions for which it requires funding:

- The construction of public capital improvements such as improving parks, streetscapes and parking structures;
- Land assembly for public use and any public/private partnerships;
- Promotion and marketing the Downtown Northbank CRA and Southside CRA;
- Leveraging grants, loans, and other funding instruments;
- Economic development; and
- Promoting housing.

The ability of the Downtown Investment Authority to utilize Tax Increment Financing (TIF) revenues requires two key actions, both of which have already been implemented:

- The establishment of redevelopment trust funds as required by Section 163.387, *Florida Statutes* as the repository for incremental tax funds; and
- The provision, by ordinance of the City Council, for the funding of the redevelopment trust funds for the duration of the Community Redevelopment Plan.

Section 163.353, *Florida Statutes* designates that the powers of “a taxing authority [to]...appropriate funds to a redevelopment trust fund include the preservation and enhancement of the tax base of such taxing authority and the furthering of the purposes of such taxing authority as provided by law.” Therefore, as the primary focus for rehabilitation, conservation and redevelopment activities, the Jacksonville City Council created the **Southside Redevelopment Trust Fund** (Ordinance 80-1347-704), **Northside West Redevelopment Trust Fund** (Ordinance 81-562-24), and the **Downtown East Redevelopment Trust Fund** (Ordinance 85-145-130). While the boundaries of the Northside West CRA and Downtown East CRA were merged into a single Downtown Northbank CRA (Ordinance 2000-1078-E), their respective Redevelopment Trust Funds have been re-established as separate trust funds as required. There are three TIF Districts in Downtown Jacksonville: Northside West, Downtown East, and Southside. A map of the three Tax Increment Financing Districts in Downtown Jacksonville is illustrated on Figure 3.1.

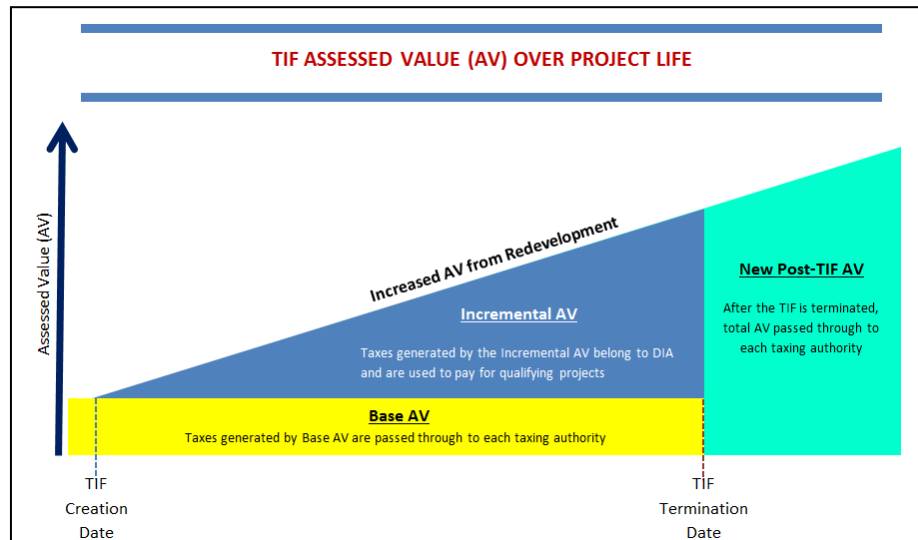




Financing and refinancing community redevelopment projects within the Downtown Northbank CRA must be processed such that the appropriate Redevelopment Trust Fund is being utilized in conjunction with the location of the project. Redevelopment Trust Fund dollars may only be spent on projects and programs that are in-line with the Plan Umbrellas or outlined as specific projects and programs in the Redevelopment Plan. In addition, Redevelopment Trust Fund dollars may only be allocated for those projects and programs within the boundary of the particular Redevelopment Trust Fund.

**Northside West Redevelopment Trust Fund dollars may only be spent on Redevelopment Plan projects and programs in the Northside West boundary. Downtown East Redevelopment Trust Fund dollars may only be spent on Redevelopment Plan projects and programs in the Downtown East boundary. They cannot be allocated for anything in one another's boundary.** The Southside Redevelopment Trust Fund remains in-tact as originated, therefore; it does not have any boundary issues to monitor.

TIF revenue is used to leverage public funds to promote redevelopment activities in community redevelopment areas. A TIF captures the future tax benefits of real estate improvements in a CRA to pay the current cost of making improvements as part of the Community Redevelopment Area Plan. A Redevelopment Trust Fund is established for the tax increment revenue and dedicated to redevelopment.



Upon adoption, the Redevelopment Trust Fund ordinance specifies the base valuation (“frozen value”) of the property located within the boundaries of the CRA. Thereafter, 95% of taxes assessed by qualified taxing authorities on future increases in the value of properties contained in the community redevelopment areas are reinvested into the respective TIF Districts through the corresponding Redevelopment Trust Funds. Some taxing authority funds such as Duval County Public Schools and St. Johns River Water Management District are not included in this computation and complete ad valorem taxes continue to flow to their respective taxing authority.

The tax increment revenues can be used immediately, saved for particular projects, or can be bonded to provide upfront financing to maximize funds available. Any funds received from a Tax Increment Financing district, however, must be used for the redevelopment as specified in the Plan and not for general governmental purposes. **These funds are to be used only for projects, improvements, acquisitions and programs within each TIFs’ corresponding originally approved geographical boundary as well as for statutorily outlined approved Community Redevelopment Agency administrative expenses as outlined in Section 163.370, Florida Statutes.**

It is important to note that while the Northside West and Downtown East CRA Plans and boundaries were merged in 2000, the TIF Redevelopment Trust Funds cannot be merged under *Florida Statutes*, as they were created in different years and based upon different property tax values; therefore, increments generated in each originally approved geographical boundary must be allocated for such projects, improvements, acquisitions and programs aligned within the TIF’s geographical boundary. Northside West Redevelopment Trust Funds may not be spent in any other area as is the same with the Downtown East Redevelopment Trust Funds.

NOTE: The only exception is if the Community Redevelopment Agency AND the Jacksonville City Council agree to deviate from the Plan and its Redevelopment Trust Funds for any particular project, improvement, acquisition or program to allow for the funds to be spent outside of one of its boundaries, and if so, must be done so through CRA public hearing, City of Jacksonville public hearing and an interlocal agreement.

The DIA may use the Redevelopment Trust Funds as collateral for loans or leverage for grants, creating indebtedness or operating capital to accomplish redevelopment that necessitate capital input. The DIA is authorized to finance projects within the Downtown CRAs with financial assistance from other City, State, and Federal governments; tax increment funds; bonds; philanthropic donations; loans from private financial institutions; the lease or sale of CRA-controlled property; or any other available source, public or private.

The DIA is also authorized to obtain advances, borrow funds, and create indebtedness in carrying out the Plan. The principal and interest on such advances, funds, and indebtedness may be paid from tax increments or any other funds available to the Downtown Northbank and Southside CRAs. Advances and loans for operating capital may be provided by the City until adequate tax increment or other funds are available to repay the advances and loans and to permit borrowing adequate working capital from sources other than the City. The DIA may also supply additional assistance through loans and grants for various public projects.

As indicated, Redevelopment Trust Fund dollars are a means of using property taxes from property valuation increases to assist in paying for public improvements that stimulate development and redevelopment. TIF is an annual increment and is projected out for programming and budgetary purposes but, due to any unforeseen declines in property values, may not generate sufficient revenue to cover all redevelopment investments; therefore, the DIA will need to consider additional or alternative methods of financing.

Pursuant to Section 163.387(1)(a), *Florida Statutes* no TIF may be expended within the Southside, Northside West, or Downtown East Redevelopment Trust Fund boundaries unless those funds are expended in accordance with the Plan. The Downtown Investment Authority's allocation of available Redevelopment Trust Funds dollars is budgeted annually concurrently with the City of Jacksonville budget process. Pursuant to Section 163.387(7), *Florida Statutes*, on the last day of the fiscal year any money which remains in the Downtown Redevelopment Trust Funds after the payment of expenses for such year shall be:

- (a) Returned to each taxing authority which paid the increment (the City of Jacksonville General Fund) in the proportion that the amount of the payment of such taxing authority bears to the total amount paid into the trust fund by all taxing authorities for that year; or
- (b) Used to reduce the amount of any indebtedness to which increment revenues are pledged; or
- (c) Deposited into an escrow account for the purpose of later reducing any indebtedness to which increment revenues are pledged; or
- (d) Appropriated to a specific redevelopment project pursuant to the approved Community Redevelopment Plan which project will be completed within three (3) years from the date of such appropriation.

**The Downtown Investment Authority should make certain that all TIF monies are assigned or otherwise allocated consistent with the Plan, as amended from time to time, by the end of each fiscal year.**



Pursuant to Section 163.387(6), *Florida Statutes*, monies in the Redevelopment Trust Funds **may be expended** for undertakings of the Downtown Investment Authority as described in the Plan for the following purposes, including but not limited to:

- (a) Administrative and overhead expenses necessary or incidental to the implementation of the adopted Plan.
- (b) Expenses of redevelopment planning, surveys, and financial analysis, including the reimbursement of the Downtown Investment Authority for such expenses incurred before the Plan was approved and adopted.
- (c) The acquisition of real property in the Southside, Northside West, and Downtown East Redevelopment Trust Fund boundaries.
- (d) The clearance and preparation of any land within the Southside, Northside West, and Downtown East Redevelopment Trust Fund boundaries for redevelopment and relocation of existing site occupants within or outside the areas.
- (e) The repayment of principal and interest or any redemption premium for loans, advances, bonds, bond anticipation notes, and any other form of indebtedness.
- (f) All expenses incidental to or connected with the issuance, sale, redemption, retirement, or purchase of bonds, bond anticipation notes, or other form of indebtedness, including funding of any reserve, redemption, or other fund or account provided for in the ordinance or resolution authorizing such bonds, notes, or other form of indebtedness.
- (g) The development of workforce housing within the Southside, Northside West, and Downtown East Redevelopment Trust Fund boundaries.
- (h) The development of community policing innovations (with City Council approval).

According to Section 163.370(3), *Florida Statutes*, the increment revenues **may not be used** for the following purposes:

- (a) Construction or expansion of administrative buildings for public bodies or police and fire buildings, unless each taxing authority involved agrees to such method of financing for the construction or expansion, or unless the construction or expansion is contemplated as part of a community policing innovation;
- (b) Installation, construction, reconstruction, repair, or alteration of any publicly-owned capital improvements or projects which are not an integral part of the redevelopment if the improvements are normally financed by user fees, and if the improvements would have otherwise been made without the Downtown Investment Authority within three years; or
- (c) General government operating expenses unrelated to the planning and carrying out of the Plan.

If the millage rate is to change at any time in the future, between 2014 and the expiration years of the CRAs (2040, 2041, and 2044), the Redevelopment Trust Fund TIF Projections will need to be updated. In addition, it is advised that the Redevelopment Trust Fund TIF Projections be monitored due to an increase in development and redevelopment activity and market rate increases that may influence a fluctuation in TIF Projections.

## Background and Assumptions

**Table 3.1.1**  
**Redevelopment Trust Fund TIF District Taxable Value Trends (Year Established to 2013)**

Parameter	Southbank	Northside West	Downtown East
Year Established (Year Expires)	1980 (2040)	1981 (2041)	1984 (2044)
Base Year Taxable Value (\$)	89,127,781	214,636,423	201,743,546
Current 2013 Taxable Value (\$)	380,587,972	527,724,057	320,895,677
Peak Year Taxable Value (\$)	507,495,544 (2009)	719,824,232 (2008)	510,279,451 (2008)
Tax Value Loss Since Peak (%)	(25.0)	(26.7)	(37.1)
<b>Average Annual Taxable Value Trends (%)</b>			
Year Established to 2013	4.50	2.85	1.61
Year Established to 2000	5.01	4.25	0.94
2000 to 2013	3.71	0.85	2.45
2000 to Peak Year	8.83	5.39	10.21
Peak Year to 2013	(5.59)	(6.01)	(8.86)
2012 to 2013	(2.91)	0.93	(2.78)
2011 to 2012	(7.84)	(4.14)	(2.81)

Note: Information presented is based on data provided by the Duval County Property Appraiser's office.

Note: Values in parentheses indicate a loss.

### Of Interest:

- Three downtown TIF Districts have lost \$508 million in taxable value since 2008-09 peak.
- Total taxable value of all three TIF Districts in 2013 is \$1.23 billion, about where it was 9-10 years ago.

### Assumptions for 30-year TIF Projections (2014-2044):

- Average annual increase (appreciation) of existing taxable real estate: 1.0 percent in first year, 2.0 percent in years two through 30. **NOTE:** These appreciation rates are considered conservative.
- Average annual value for new development: \$0 in first year, \$2.5 million in year two, \$5.0 million in years three through 10, and \$10 million in years 11 through 30. New development includes redevelopment of existing properties, converting tax exempt properties to taxable and new development on existing undeveloped properties.
- Ad valorem tax millage rates utilized are 10.03533 for 2013 and 11.4419 for 2014 and after.
- Southbank opportunities include development of the JEA property and redevelopment of the School Board, Wyndham, and related properties, as well as other misc. properties.
- Northside West opportunities include development and redevelopment in Brooklyn, LaVilla, the Jacksonville Landing, and other miscellaneous properties.
- Downtown East opportunities include development and redevelopment of the Shipyards, Commodores Point area properties, and other miscellaneous properties.



# Redevelopment Trust Fund

Acosta Bridge

Main St Bridge

Riverplace Blvd

San Marco Blvd

Hendricks Ave

Kings Ave

95

Source: Esri, DigitalGlobe, GeoEye, United States, USGS, Aero, GeoEye, IGN, GeoEye, and the GIS User Community

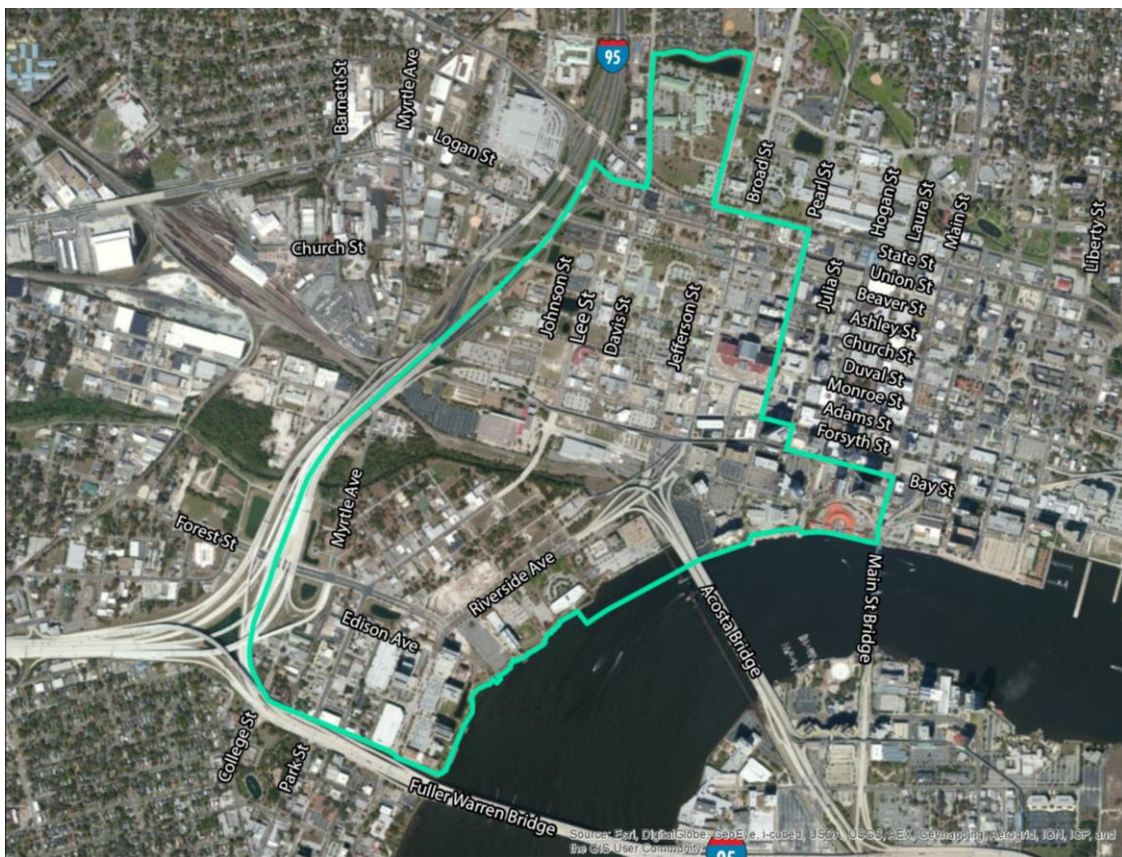
**Table 3.2.1**  
**Southside Redevelopment Trust Fund TIF Projections**

Year	Taxable Value Existing Uses (1)	Cum Added Val Over Base	Taxable Value New Devel (2)	Cum Value New Devel	Total Added Val Over Base	Tax Increment Base (95%)	Annual TIF Revs (\$) (3)	Cumulative TIF Revs (\$)
Base - 1980	89,127,781							
2013	380,587,972	291,460,191	0	0	291,460,191	276,887,181	2,778,654	2,778,654
2014	384,393,852	295,266,071	2,500,000	2,500,000	297,766,071	282,877,767	3,236,659	6,015,313
2015	392,081,729	302,953,948	5,000,000	7,500,000	310,453,948	294,931,250	3,374,574	9,389,887
2016	399,923,363	310,795,582	5,000,000	12,500,000	323,295,582	307,130,803	3,514,160	12,904,047
2017	407,921,831	318,794,050	5,000,000	17,500,000	336,294,050	319,479,347	3,655,451	16,559,498
2018	416,080,267	326,952,486	5,000,000	22,500,000	349,452,486	331,979,862	3,798,480	20,357,978
2019	424,401,873	335,274,092	5,000,000	27,500,000	362,774,092	344,635,387	3,943,284	24,301,262
2020	432,889,910	343,762,129	5,000,000	32,500,000	376,262,129	357,449,023	4,089,896	28,391,158
2021	441,547,708	352,419,927	5,000,000	37,500,000	389,919,927	370,423,931	4,238,354	32,629,511
2022	450,378,662	361,250,881	5,000,000	42,500,000	403,750,881	383,563,337	4,388,693	37,018,205
2023	459,386,236	370,258,455	5,000,000	47,500,000	417,758,455	396,870,532	4,540,953	41,559,158
2024	468,573,960	379,446,179	5,000,000	52,500,000	431,946,179	410,348,870	4,695,171	46,254,329
2013-2024							46,254,329	
2025	477,945,440	388,817,659	10,000,000	62,500,000	451,317,659	428,751,776	4,905,735	51,160,063
2026	487,504,348	398,376,567	10,000,000	72,500,000	470,876,567	447,332,739	5,118,336	56,278,400
2027	497,254,435	408,126,654	10,000,000	82,500,000	490,626,654	466,095,322	5,333,016	61,611,416
2028	507,199,524	418,071,743	10,000,000	92,500,000	510,571,743	485,043,156	5,549,815	67,161,231
2029	517,343,514	428,215,733	10,000,000	102,500,000	530,715,733	504,179,947	5,768,777	72,930,008
2030	527,690,385	438,562,604	10,000,000	112,500,000	551,062,604	523,509,474	5,989,943	78,919,951
2031	538,244,192	449,116,411	10,000,000	122,500,000	571,616,411	543,035,591	6,213,359	85,133,310
2032	549,009,076	459,881,295	10,000,000	132,500,000	592,381,295	562,762,231	6,439,069	91,572,379
2033	559,989,258	470,861,477	10,000,000	142,500,000	613,361,477	582,693,403	6,667,120	98,239,499
2034	571,189,043	482,061,262	10,000,000	152,500,000	634,561,262	602,833,199	6,897,557	105,137,056
2025-2034							58,882,727	
2035	582,612,824	493,485,043	10,000,000	162,500,000	655,985,043	623,185,791	7,130,429	112,267,485
2036	594,265,080	505,137,299	10,000,000	172,500,000	677,637,299	643,755,434	7,365,785	119,633,271
2037	606,150,382	517,022,601	10,000,000	182,500,000	699,522,601	664,546,471	7,603,674	127,236,945
2038	618,273,390	529,145,609	10,000,000	192,500,000	721,645,609	685,563,328	7,844,147	135,081,092
2039	630,638,857	541,511,076	10,000,000	202,500,000	744,011,076	706,810,523	8,087,255	143,168,347
2040	643,251,635	554,123,854	10,000,000	212,500,000	766,623,854	728,292,661	8,333,052	151,501,399
2041	656,116,667	566,988,886	10,000,000	222,500,000	789,488,886	750,014,442	8,581,590	160,082,989
2042	669,239,001	580,111,220	10,000,000	232,500,000	812,611,220	771,980,659	8,832,925	168,915,915
2043	682,623,781	593,496,000	10,000,000	242,500,000	835,996,000	794,196,200	9,087,113	178,003,028
2044	696,276,256	607,148,475	10,000,000	252,500,000	859,648,475	816,666,051	9,344,211	187,347,240
2035-2044							82,210,184	
<b>Notes:</b>								
1. Annual growth (appreciation) rate of existing taxable properties: 1.0 percent in first year, 2.0 percent per year thereafter.								
2. New development includes major renovations, new construction, and converting existing tax exempt properties; based on \$2.5 million per year increasing up to \$10.0 million per year.								
3. Based on advalorem tax rate of 10.03533 for 2013 and 11.4419 for 2014 and after.								
4. Major new development opportunities include JEA property and redevelopment of Wyndham Hotel, School Board, and related properties.								

### 3.3

## Northside West Redevelopment Trust Fund

The Northside West Redevelopment Trust Fund was created in 1981 by way of Ordinance 81-562-24. Its activities are guided by this Plan Update. The following Redevelopment Trust Fund TIF Projections are based upon the property values and the millage rate associated with property taxes. In 2013, the City Council voted to increase the millage rate from 10.03533 to 11.4419. NOTE: The Redevelopment Trust Fund TIF Projections utilize two different millage rates, changing in 2014 going forward throughout each Redevelopment Trust Fund's expiration year.





**Table 3.3.1**  
**Northside West Redevelopment Trust Fund TIF Projections**

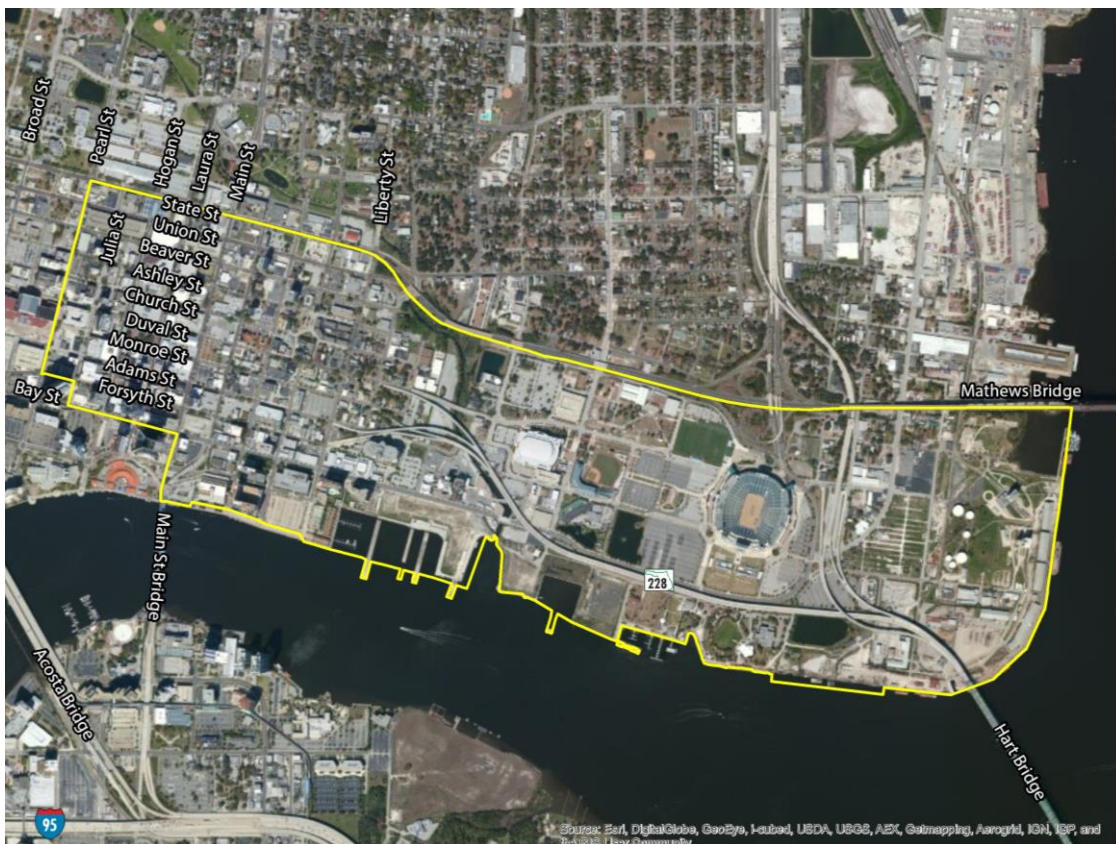
Year	Taxable Value Existing Uses (1)	Cum Added Val Over Base	Taxable Value New Devel (2)	Cum Value New Devel	Total Added Val Over Base	Tax Increment Base (95%)	Annual TIF Revs (\$) (3)	Cumulative TIF Revs (\$)
Base - 1981	214,636,423							
2013	527,724,057	313,087,634	0	0	313,087,634	297,433,252	2,984,841	2,984,841
2014	533,001,298	318,364,875	2,500,000	2,500,000	320,864,875	304,821,631	3,487,739	6,472,579
2015	543,661,324	329,024,901	5,000,000	7,500,000	336,524,901	319,698,655	3,657,960	10,130,540
2016	554,534,550	339,898,127	5,000,000	12,500,000	352,398,127	334,778,221	3,830,499	13,961,038
2017	565,625,241	350,988,818	5,000,000	17,500,000	368,488,818	350,064,377	4,005,402	17,966,440
2018	576,937,746	362,301,323	5,000,000	22,500,000	384,801,323	365,561,257	4,182,715	22,149,155
2019	588,476,501	373,840,078	5,000,000	27,500,000	401,340,078	381,273,074	4,362,488	26,511,644
2020	600,246,031	385,609,608	5,000,000	32,500,000	418,109,608	397,204,127	4,544,770	31,056,414
2021	612,250,951	397,614,528	5,000,000	37,500,000	435,114,528	413,358,802	4,729,610	35,786,024
2022	624,495,970	409,859,547	5,000,000	42,500,000	452,359,547	429,741,570	4,917,060	40,703,084
2023	636,985,890	422,349,467	5,000,000	47,500,000	469,849,467	446,356,993	5,107,172	45,810,256
2024	649,725,608	435,089,185	5,000,000	52,500,000	487,589,185	463,209,725	5,299,999	51,110,255
2013-2024							51,110,255	
2025	662,720,120	448,083,697	10,000,000	62,500,000	510,583,697	485,054,512	5,549,945	56,660,200
2026	675,974,522	461,338,099	10,000,000	72,500,000	533,838,099	507,146,194	5,802,716	62,462,916
2027	689,494,013	474,857,590	10,000,000	82,500,000	557,357,590	529,489,710	6,058,368	68,521,285
2028	703,283,893	488,647,470	10,000,000	92,500,000	581,147,470	552,090,096	6,316,960	74,838,244
2029	717,349,571	502,713,148	10,000,000	102,500,000	605,213,148	574,952,490	6,578,549	81,416,793
2030	731,696,562	517,060,139	10,000,000	112,500,000	629,560,139	598,082,132	6,843,196	88,259,989
2031	746,330,493	531,694,070	10,000,000	122,500,000	654,194,070	621,484,367	7,110,962	95,370,951
2032	761,257,103	546,620,680	10,000,000	132,500,000	679,120,680	645,164,646	7,381,909	102,752,861
2033	776,482,245	561,845,822	10,000,000	142,500,000	704,345,822	669,128,531	7,656,102	110,408,962
2034	792,011,890	577,375,467	10,000,000	152,500,000	729,875,467	693,381,694	7,933,604	118,342,566
2025-2034							67,232,311	
2035	807,852,128	593,215,705	10,000,000	162,500,000	755,715,705	717,929,920	8,214,482	126,557,049
2036	824,009,171	609,372,748	10,000,000	172,500,000	781,872,748	742,779,110	8,498,804	135,055,853
2037	840,489,354	625,852,931	10,000,000	182,500,000	808,352,931	767,935,284	8,786,639	143,842,492
2038	857,299,141	642,662,718	10,000,000	192,500,000	835,162,718	793,404,582	9,078,056	152,920,548
2039	874,445,124	659,808,701	10,000,000	202,500,000	862,308,701	819,193,266	9,373,127	162,293,675
2040	891,934,026	677,297,603	10,000,000	212,500,000	889,797,603	845,307,723	9,671,926	171,965,602
2041	909,772,707	695,136,284	10,000,000	222,500,000	917,636,284	871,754,470	9,974,527	181,940,129
2042	927,968,161	713,331,738	10,000,000	232,500,000	945,831,738	898,540,151	10,281,007	192,221,136
2043	946,527,524	731,891,101	10,000,000	242,500,000	974,391,101	925,671,546	10,591,441	202,812,577
2044	965,458,075	750,821,652	10,000,000	252,500,000	1,003,321,652	953,155,569	10,905,911	213,718,488
2035-2044							95,375,921	
<b>Notes:</b>								
1. Annual growth (appreciation) rate of existing taxable properties: 1.0 percent in first year, 2.0 percent per year thereafter.								
2. New development includes major renovations, new construction, and converting existing tax exempt properties; based on \$2.5 million per year increasing up to \$10.0 million per year.								
3. Based on ad valorem tax millage rate of 10.03533 for 2013-3 and 11.4419 for 2014 and after.								
4. Major new development opportunities include Brooklyn, LaVilla, and Landings redevelopment.								

## 3.4

# Downtown East Redevelopment Trust Fund

The Downtown East Redevelopment Trust Fund was created in 1985 by way of Ordinance 85-145-130. NOTE: The Downtown East Redevelopment Plan was adopted in 1984, however; its Redevelopment Trust Fund's ordinance was not adopted until 1985, which is why its ordinance is not numbered "84". Redevelopment Trust Funds are established by the "frozen value" of the properties located within the boundary of that CRA District's Trust Fund at the time of the Plan adoption, not the time of the creation of the Trust Fund or the adoption of Trust Fund legislation.

Its activities are guided by this Plan Update. The following Redevelopment Trust Fund TIF Projections are based upon the property values and the millage rate associated with property taxes. In 2013, the City Council voted to increase the millage rate from 10.03533 to 11.4419. NOTE: The Redevelopment Trust Fund TIF Projections utilize two different millage rates, changing in 2014 going forward throughout each Redevelopment Trust Fund's expiration year.





**Table 3.4.1**  
**Downtown East Redevelopment Trust Fund TIF Projections**

Year	Taxable Value Existing Uses (1)	Cum Added Val Over Base	Taxable Value New Devel (2)	Cum Value New Devel	Total Added Val Over Base	Tax Increment Base (95%)	Annual TIF Revs (\$) (3)	Cumulative TIF Revs (\$)
Base - 1984	201,743,546							
2013	320,895,677	119,152,131	0	0	119,152,131	113,194,524	1,135,944	1,135,944
2014	324,104,634	122,361,088	2,500,000	2,500,000	124,861,088	118,618,033	1,357,216	2,493,160
2015	330,586,726	128,843,180	5,000,000	7,500,000	136,343,180	129,526,021	1,482,024	3,975,184
2016	337,198,461	135,454,915	5,000,000	12,500,000	147,954,915	140,557,169	1,608,241	5,583,425
2017	343,942,430	142,198,884	5,000,000	17,500,000	159,698,884	151,713,940	1,735,896	7,319,321
2018	350,821,279	149,077,733	5,000,000	22,500,000	171,577,733	162,998,846	1,865,016	9,184,337
2019	357,837,704	156,094,158	5,000,000	27,500,000	183,594,158	174,414,450	1,995,633	11,179,970
2020	364,994,458	163,250,912	5,000,000	32,500,000	195,750,912	185,963,367	2,127,774	13,307,744
2021	372,294,348	170,550,802	5,000,000	37,500,000	208,050,802	197,648,262	2,261,472	15,569,216
2022	379,740,235	177,996,689	5,000,000	42,500,000	220,496,689	209,471,854	2,396,756	17,965,972
2023	387,335,039	185,591,493	5,000,000	47,500,000	233,091,493	221,436,919	2,533,659	20,499,631
2024	395,081,740	193,338,194	5,000,000	52,500,000	245,838,194	233,546,284	2,672,213	23,171,844
2013-2024							23,171,844	
2025	402,983,375	201,239,829	10,000,000	62,500,000	263,739,829	250,552,837	2,866,801	26,038,645
2026	411,043,042	209,299,496	10,000,000	72,500,000	281,799,496	267,709,522	3,063,106	29,101,750
2027	419,263,903	217,520,357	10,000,000	82,500,000	300,020,357	285,019,339	3,261,163	32,362,913
2028	427,649,181	225,905,635	10,000,000	92,500,000	318,405,635	302,485,354	3,461,007	35,823,920
2029	436,202,165	234,458,619	10,000,000	102,500,000	336,958,619	320,110,688	3,662,674	39,486,595
2030	444,926,208	243,182,662	10,000,000	112,500,000	355,682,662	337,898,529	3,866,201	43,352,796
2031	453,824,732	252,081,186	10,000,000	122,500,000	374,581,186	355,852,127	4,071,624	47,424,420
2032	462,901,227	261,157,681	10,000,000	132,500,000	393,657,681	373,974,797	4,278,982	51,703,402
2033	472,159,252	270,415,706	10,000,000	142,500,000	412,915,706	392,269,920	4,488,313	56,191,716
2034	481,602,437	279,858,891	10,000,000	152,500,000	432,358,891	410,740,946	4,699,657	60,891,372
2025-2034							37,719,528	
2035	491,234,485	289,490,939	10,000,000	162,500,000	451,990,939	429,391,392	4,913,053	65,804,426
2036	501,059,175	299,315,629	10,000,000	172,500,000	471,815,629	448,224,848	5,128,544	70,932,970
2037	511,080,359	309,336,813	10,000,000	182,500,000	491,836,813	467,244,972	5,346,170	76,279,140
2038	521,301,966	319,558,420	10,000,000	192,500,000	512,058,420	486,455,499	5,565,975	81,845,115
2039	531,728,005	329,984,459	10,000,000	202,500,000	532,484,459	505,860,236	5,788,002	87,633,117
2040	542,362,565	340,619,019	10,000,000	212,500,000	553,119,019	525,463,068	6,012,296	93,645,413
2041	553,209,816	351,466,270	10,000,000	222,500,000	573,966,270	545,267,957	6,238,901	99,884,315
2042	564,274,013	362,530,467	10,000,000	232,500,000	595,030,467	565,278,943	6,467,865	106,352,180
2043	575,559,493	373,815,947	10,000,000	242,500,000	616,315,947	585,500,150	6,699,234	113,051,414
2044	587,070,683	385,327,137	10,000,000	252,500,000	637,827,137	605,935,780	6,933,057	119,984,471
2035-2044							59,093,098	
<b>Notes:</b>								
1. Annual growth (appreciation) rate of existing taxable properties: 1.0 percent in first year, 2.0 percent per year thereafter.								
2. New development includes major renovations, new construction, and converting existing tax exempt properties; based on \$2.5 million per year increasing up to \$10.0 million per year.								
3. Based on advalorem tax millage rate of 10.03533 for 2013 and 11.4419 for 2014 and after.								
4. Major new development opportunities include the Shipyards and Commodores Point area.								



# **DOWNTOWN JACKSONVILLE**

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## **Community Redevelopment Plan**

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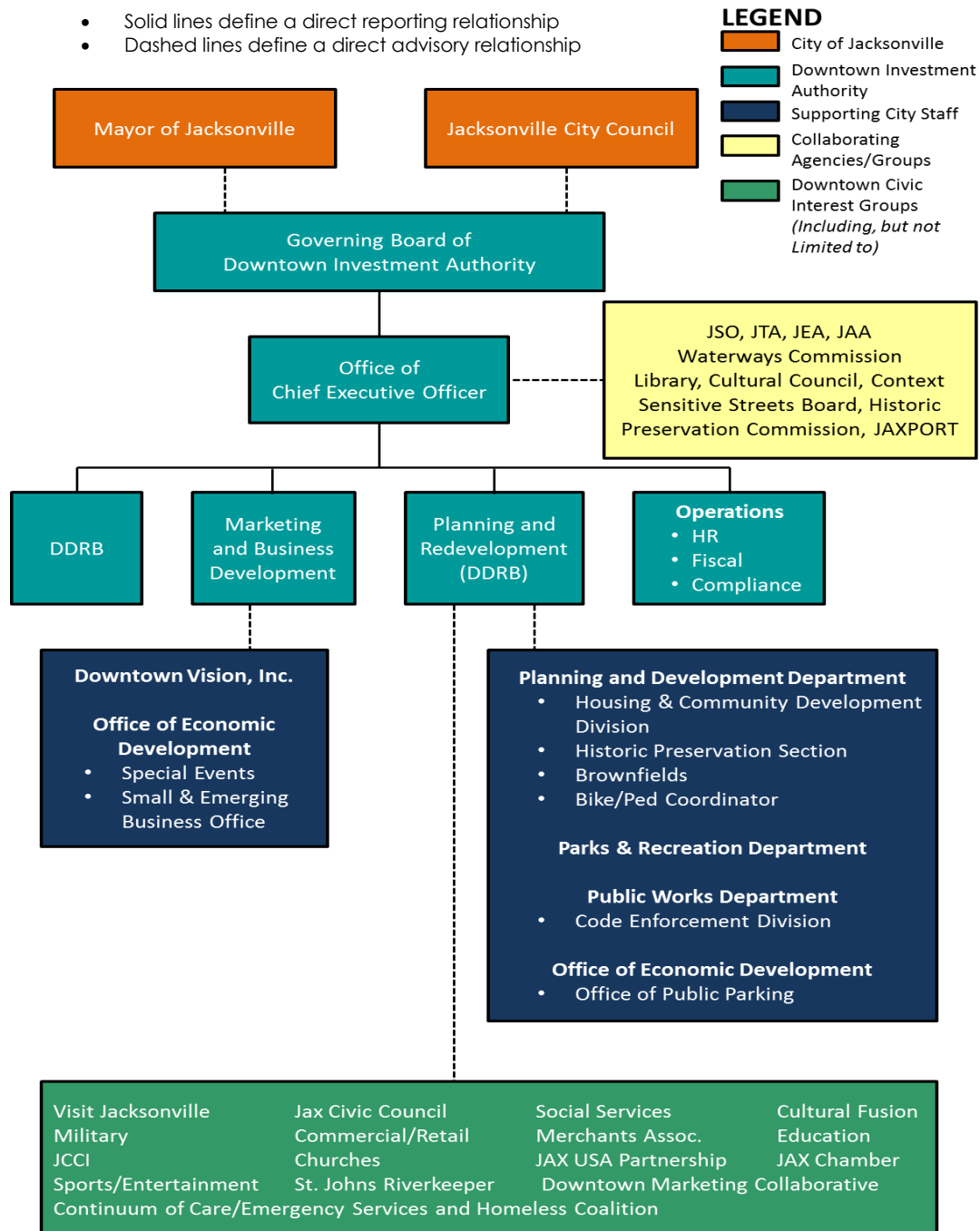
### **Section 4 Governance**

#### **DIA Structure and Management**

# 4.1

## DIA Structure and Management

The following organization structure is a graphic illustration of the existing relationship with DIA and other organizations:





# DOWNTOWN JACKSONVILLE

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## Community Redevelopment Plan

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### Section 5    **Redevelopment Goals**

Goals and Objectives

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Strategy

## 5.1

# Goals and Objectives

Goals are integral parts to any business investment strategy. Goals state the specific outcomes the Downtown Investment Authority (DIA) expects to accomplish in support of its mission. All strategies and action items comprising the output of the DIA are aimed at achieving the following seven goals. These goals provide the framework and direction for the DIA to connect with key stakeholders, assess and evaluate situations and circumstances related to local and regional economic development, address the needs of the community in caring for and expanding the physical environment for commerce, and putting it all together to ensure the vibrancy of Downtown Jacksonville's economy. In addition, each goal has strategic objectives and benchmarks:

- Strategic objectives support the goal and provide further action-oriented tasks by which the goal may be carried out.
- Benchmarks allow for each goal to be measured, evaluated, and reported.

These are critical in the DIA's ability to implement a systematic and consistent plan and to communicate DIA successes to stakeholders, constituents, and elected officials. NOTE: There are external and internal benchmarking methods. The external benchmarking methods are to measure, evaluate, and report outcomes from the various projects, programs, and initiatives. The internal benchmarking methods are for the DIA to monitor its administrative efforts for effectiveness, accountability, and direction, as well as, to provide information and data to report to City Council and the State of Florida.



## **Redevelopment Goal No. 1**

**Reinforce Downtown as the City's unique epicenter for business, history, culture, education, and entertainment.**

### **Strategic Objectives**

- Increase the opportunities for Downtown employment.
- Protect and revitalize historic assets.
- Support expansion of entertainment and restaurant facilities.
- Increase venues, workspaces and residential opportunities with a focus on the Target Area.
- Create a consistent theme and image that conveys a sense of the excitement and activity Downtown.
- Focus efforts on drawing many diverse attractions, rather than a small number of large ones.
- Improve transit connections between the various districts and destinations of Downtown.
- Coordinate parking, pedestrian, and transit systems to encourage strategically-placed parking that can accommodate multiple downtown destinations ("park once").
- Encourage green building practices, where feasible, in order to maximize sustainability and minimize resource consumption/cost.
- Expand upon the ability for national conventions.

### **Benchmarks**

- |  |  |
|--|--|
| • Number of Residents                                | • Number of Outdoor Seating Establishments |
| • Number of Jobs                                     | • Number and Variety of Downtown Events    |
| • Number of Business Establishments                  | • Attendance at Downtown Events            |
| • Class A Office Space Vacancy Rate                  | • Number of Art in Public Places           |
| • Class B Office Space Vacancy Rate                  | • Number of Downtown Visitors              |
| • Class C Office Space Vacancy Rate                  | • Hotel Occupancy Rates                    |
| • Percent of Retail Space Vacancy                    | • Annual Private Capital Investments       |
| • Tax Value and Impact to TIF and Future Projections |  |

### **DIA Tasks**

- Compare to Current Market Feasibility Study
- Review Current BID "Years Tables" and Revise per Priority and Funding
- Track for DIA Internal Target Reporting





## **Redevelopment Goal No. 2**

**Increase rental and owner-occupied housing downtown, targeting key demographic groups seeking a more urban lifestyle.**

### **Strategic Objectives**

- Actively pursue a minimum of 3,850 built and occupied multi-family dwelling units by 2025; and strive to induce construction of 350 multi-family dwelling units per year.
- Leverage land contributions, infrastructure investments, incentive grants, and low interest loans.
- Promote and attract neighborhood retail to support downtown residents.
- Coordinate marketing efforts for downtown housing opportunities to achieve blanket coverage on a local, regional, state and national level.
- Evaluate new multi-family residential development with Downtown design guidelines, overall compatibility, financial feasibility, and existing Downtown residential developments.
- Reconcile city plan policies and regulations to insure policy consistency and uniform application.
- Establish a clear, efficient and maximally predictable process for reviewing development permits, including development and use of model forms and agreements where appropriate.

### **Benchmarks**

- Number of Residents
- Number of Residential Units
- Number of Jobs
- Number of Business Establishments
- Retail Space Vacancy Rate
- Tax Value and Impact to TIF and Future Projections
- Private Capital Investments
- Number of Multi-Family Units Constructed
- Number of Building Permits Issued

### **DIA Tasks**

- Compare to Current Market Feasibility Study
- Review Current BID "Years Tables" and Revised per Priority and Funding
- Annually assess with public input the efficiency and effectiveness of the City process for reviewing development permits
- Housing Incentive Programs' Thresholds
- Track for Internal DIA Target Reporting



### **Redevelopment Goal No. 3**

**Simplify the approval process for downtown development and improve departmental and agency coordination.**

#### **Strategic Objectives**

- Provide publicly-owned land and building space for public and private development which will support and strengthen Downtown's commercial and residential base and comply with the other Redevelopment Goals.
- Initiate public/private partnerships.
- Identify cooperative property owners/developers and develop key pilot initiatives.
- Promote clean-up and redevelopment of brownfields.
- Increase recreation, entertainment, cultural heritage, and other programming opportunities.
- Foster alliances and build relationships with legislators, other governmental officials and their staff through regular briefings, tours and events.
- Provide spaces for residents to conduct community business and spaces for social events and educational programs.
- Simplify application and permitting processes, including the assignment of a project facilitator.

#### **Benchmarks**

- Tax Value and Impact to TIF and Future Projections
- Duration of Development Agreement Process
- Dollar Value of Tax Credits
- Annual Private Capital Investments
- Duration of Permitting Process
- 

#### **DIA Tasks**

- Regularly Coordinate with City Departments, Supporting Authorities, and Business Leaders (see DIA Organizational Chart, Section 4.1)
- Track Project Utilization of State and Federal Grant Applications, Including Tax Credits
- Compare to Current Market Feasibility Study
- Review Current BID "Years Tables" and Revise per Priority and Funding
- Track for DIA Internal Target Reporting
- Track Duration of Development Agreement Process
- Track Duration of Permitting Process



#### **Redevelopment Goal No. 4**

**Improve walkability/bikeability and connectivity to adjacent neighborhoods and the St. Johns River while creating highly walkable nodes.**

#### **Strategic Objectives**

- Improve access to and from the St. Johns River and enhance the Downtown experience for all Jacksonville citizens and visitors through variety of spaces, signage, lighting, and technology.
- Optimize the design and flow of downtown streets for pedestrian and other street level activity; return to two-way streets where appropriate.
- Improve existing public parks and plazas and create new open spaces with a mix of pedestrian-oriented amenities and activities.
- Protect, enhance, and increase public perpendicular access to the Riverwalk in line with street grid.
- Provide for proper management and maintenance of public spaces.
- Use signage and lighting to connect districts and banners signifying districts.
- Develop interconnected, attractive and safe pedestrian links between the Northbank and Southbank, among neighborhoods, activities, greenways and open spaces.
- Encourage development of the Hogan's Creek and McCoy's Creek Greenways and similar projects that restore natural beauty, clean up the environment, and re-establish neighborhood pride.
- Create a mixture of uses so that housing, activities, retail and other businesses are within useful walking distance.
- Require sidewalks of sufficient width and make sure a continuous pedestrian path is available.
- Plant street trees, using varieties that will provide shade.
- Shape the sidewalks and streets through the sense of enclosure provided by buildings.
- Identify potential neighborhood nodes where housing can be built in close proximity to residential amenities such as groceries and neighborhood services; focus on improvements that will foster walkability in these areas.
- Throughout Downtown and particularly in neighborhood nodes, require all buildings to have active facades at street level. Encourage active street life through a mixture of restaurants (including cafes with outdoor seating), retail, services and connection to the street. Minimize blank walls and surface parking.
- Connect neighborhood nodes to the central business district, and to each other, with public transit.
- Enhance bikeable linkages, including the creation of wide, visible dedicated bike lanes on certain streets, creating a useful network of bike lanes.

## Benchmarks

- Number and Variety of Special Events
- Attendance at Special Events
- Number of Public River Access Points
- Walk Score greater than 90 in neighborhood nodes. Walk Score greater than 80 in all other parts of Downtown other than EverBank Field.
- Increased real estate value in neighborhood nodes
- Increased Private Capital Investments in neighborhood nodes
- Increase in observed number of pedestrians and bicyclists
- Increase in desirable street activity outside of business hours
- Decrease in pedestrian and bicyclist deaths and injuries.

## DIA Tasks

- Coordinate with City Departments and Supporting Authorities (see DIA Organizational Chart, Section 4.1)
- Coordinate with District 1, 3, and 5 CPACs
- Compare to Current Market Feasibility Study
- Review Current BID "Years Tables" and Revise per Priority and Funding
- Track for DIA internal target reporting
- Track walkability scores for Downtown Nodes (<http://www.walkscore.com/methodology.html>)



## **Redevelopment Goal No. 5**

**Establish a waterfront design framework to ensure a unique experience and sense of place.**

### **Strategic Objectives**

- Ensure that the riverfront is both physically and visually accessible for locals and tourists of all ages and income.
- Enforce the 50-foot (minimum) building setback from the St. Johns River's water edge.
- Work to obtain perpetual easements from private property owners along the St. Johns River.
- Formalize guidelines for the design and orientation of buildings and improvements that take into account surrounding buildings, structures, views, public access, and waterways; design and orientation shall actively engage with the River, the Riverwalk, and riverfront.
- Prioritize beautification and greening of the Riverwalk using Florida-Friendly landscaping practices and plant material that is indigenous to the region.
- Ensure that development and improvements along the riverfront avoid and minimize adverse impacts to the health of the St. Johns River.
- Maintain, enhance, expand, and encourage public river access for motorized and non-motorized watercraft points.
- Periodically, enhance, develop, and update design criteria and performance standards along the riverfront.
- Encourage active public use of the River.
- Comprehensively program, promote, and activate the Riverwalk with public festivals, events, and activities.
- Promote active and passive educational tools that provide information about the River and all that it offers historically, environmentally, and recreationally.
- Ensure that the riverfront includes a variety of immersive environments, ranging from passive enjoyment of the River to active entertainment areas with restaurants, shops, and attractions, all linked by the Riverwalk.
- Promote a landmark public park on the riverfront central to Downtown.
- Promote the creation of a greenway network linking the terminal ends of both the Northbank and Southbank CRA Districts' riverfronts.

### **Benchmarks**

- Number of Public River Access Points
- Number/Acreage of Riverfront Public Space/Parks
- Number/Length of floating docks and access thereof
- Increase in the number of bike racks at access points
- Number of symbiotic uses such as outdoor seating, kayak rentals, etc.
- Increase in observed number of pedestrians and bicyclists
- Increase in desirable street activity outside of business hours

### **DIA Tasks**

- DIA and City Department Pre-Application Meeting (see DIA Organizational Chart, Section 4.1)
- Downtown design guidelines
- Zoning Code
- Downtown Zoning Overlay
- Continuous DIA and City Department Project Coordination
- Track for DIA internal target reporting



## **Redevelopment Goal No. 6**

**Maintain a clean and safe 24-7 Downtown for residents, workers, and visitors.**

### **Strategic Objectives**

- Coordinate, support, and enforce continuous cleaning of Downtown.
- Coordinate with the City and JEA for new installation, maintenance and repair of lighting.
- Enhance the presence of Downtown security and coordinate with JSO for increased public safety officers within Downtown.
- Promote a larger residential presence through development opportunities of all types of price ranges, including mixed-income and mixed-use structures.
- Provide increased walkability through:
  - Support and attract additional commercial, service, residential, transportation, recreation, and open space uses.
  - Redevelop the major road corridors with pedestrian-scale neighborhood retail and services.
  - Enhance the connection with neighborhoods immediately adjacent to Downtown through attractive, walkable/bikeable linkages.

### **Benchmarks**

- Number of Residents
- Number of Residential Units
- Number of Jobs
- Tax Value and Impact to TIF and Future Projections
- Number of Multi-Family Units Constructed
- Number of Building Permits Issued

### **DIA Tasks**

- Public Safety Reporting
- Public Works and JEA Lighting Maintenance Schedules, Continuum of Care/Emergency Services & Homeless Coalition Reporting (CoC/ESCH)
- Review Current BID "Years Tables" and Revise per Priority and Funding
- Track for DIA Internal Target Reporting





## **Redevelopment Goal No. 7**

**Use planning and economic development policies to promote design for healthy living.**

### **Strategic Objectives**

- Put people first: Consider health upfront; integrate health into planning processes; and consider health impacts.
- Recognize the economic value: Encourage Downtown development to be compact and walkable as it provides economic benefits to developers through higher residential sale prices, enhanced marketability, and faster sales or leases creating an economic multiplier effect.
- Empower champions for health: Communicate the benefits; encourage grassroots action; broaden the base; build a brand; and forge unconventional partnerships.
- Energize shared spaces: Map community assets; take back the street; rethink public places; program early and often; explore fail-fast initiatives; and encourage public/private cooperation.
- Make healthy choices SAFE: safe, accessible, fun, and easy.
- Promote equitable access: Improve access to services, amenities, and opportunities by designing for all ages and abilities; integrate land use and transit; and focus on schools.
- Mix it up: Entice mixes of uses and densities; remove regulatory barriers; rethink parking; and optimize uses.
- Embrace unique character: unearth underutilized assets and integrate natural systems to promote physical activity.
- Promote access to healthy food: Utilize land use, development decisions, and economic policy to create access to healthy food.
- Make it all active: Co-locate activities; begin every trip with a walk; implement active-living guidelines; and design for flexibility.

### **Benchmarks**

- Number/Acreage of Parks
- Miles of Bike Paths/Lanes
- Number/Frequency of Farmers Markets
- Air Quality Index
- Walk Score

### **DIA Tasks**

- Monitor, Apply, and Incorporate the above mentioned Strategic Objectives into the Downtown design guidelines, Zoning Code, and Downtown Zoning Overlay
- Monitor against professional organizations' continuing Policies and Methods of Healthy Project Implementation
- Coordinate with the Duval County Public Health Department, the Health Planning Council of Northeast Florida, the Jacksonville Regional Health Collaborative, and other supporting health organizations
- Coordinate with JTA for Improved Public Transit
- Perform Walkability Audits
- Review BID "Years Tables" and Revise per Priority and Funding
- Track for DIA Internal Target Reporting

## 5.2

# Strategy

The vast size of the two Downtown community redevelopment areas creates the need to concentrate the recommendations of this Plan on a smaller, defined Target Area that is primed for revitalization and initial implementation. It is critical to focus attention and resources on a concentrated area with the greatest potential for growth. A blanket agenda that applies to all Downtown areas equally will be too diluted and ineffective in spurring growth. However, by focusing on a specific area, small nodes of growth will form and revitalization has a greater potential to sprout. It is proven that success is contagious in revitalizing urban areas. Focusing on existing assets, businesses, infrastructure, cultural programs, maintained public space, and active urban residential areas will breed further outward and upward.

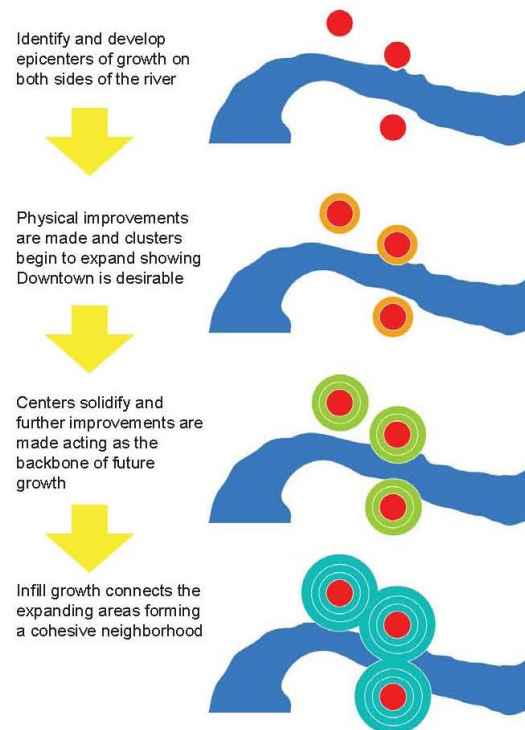
The Plan utilizes a place-based strategy with a focus on specific, defined areas for catalyzing redevelopment. The strategy concentrates on those locations where money has been and has recently been invested. Investment in key streets and open space systems will set a physical framework for growth. Further redevelopment will cause these areas to expand and serve as the backbone for further redevelopment. Retail, commercial and entertainment activities will support additional residential and will help congeal the identity of a robust neighborhood. This initial growth can then catalyze subsequent rounds of infill growth in the areas in between the initially incentivized Target Area illustrated below.



Downtown Jacksonville  
Target Area  
July 16, 2014

The strategy concentrates implementation and resources on the Northbank Core Retail Enhancement Area and the Southbank Riverwalk as areas that offer the best opportunity for initial growth. These form the cultural and historical heart of Jacksonville. This strategy recognizes that bringing activities, employment and development to the core of Downtown will have a much greater impact and deserves higher priority than project on the periphery of Downtown Jacksonville. Revitalizing the epicenter of growth within the heart of Jacksonville will create a viable and sustainable urban center and serve the impetus for revitalizing the rest of Downtown. Detailed recommendations for this Target Area are contained in Section 6 for the Downtown Northbank CRA and Section 7 for the Southside CRA.

A fundamental premise of the redevelopment strategy is to provide for greater balance between mobility options, including mass transit, automobiles, bicycles, and pedestrians. Traditionally, great emphasis has been placed on the movement of automobiles with very little attention paid to pedestrian needs and the "walkability" of Downtown Jacksonville. As the Downtown Northbank CRA is redeveloped over the coming years, the likelihood of the personal automobile as primary means of mobility will diminish. Downtown's roadway infrastructure is effectively maxed out and there is little opportunity for increasing capacity. Therefore, the DIA seeks to proactively cultivate a mindset among Downtown Jacksonville residents and merchants that achieving greater balance between mobility options and providing the needed balance is in the best interest of all concerned.



The walkability of Downtown Jacksonville has an inherent economic value. Walkability impacts the ability to reach goods and services, the quality and enjoyment of the retail environment; overall transportation costs; social and environmental costs; and the livability conditions and physical health of residents. Walking is a critical component of the transportation system, providing connections between homes and transit, parking lots and destinations. Therefore walking conditions have a major impact on how people perceive the transportation system, since we experience activities by the amount of time they take. Wide roads, high traffic speeds, and large parking facilities create barriers to walking.

In order to transform Downtown Jacksonville into a more walkable community, the DIA is placing a focus on prioritizing the quality of the pedestrian experience and securing adequate funding for the needed improvements. While it contains a generally good mix of uses with a network of small blocks, that network has been degraded by the one-way direction of its streets, the placement of parking lots along the edges of sidewalks, and the lack of pedestrian engagement among the frontage of buildings. Reinforcing places of promise and connecting them together in a clear, continuous circuit will allow Downtown Jacksonville to quickly become more than the sum of its parts, and bring with it a rebirth of street life. In order to compete with other urban cities the following should be considered:

- As cities compete to attract corporations, citizens, and especially young, entrepreneurial talent, the winners will be those places that can claim the sort of environment and

culture that is favored by creative class and millennial workers. Studies document how these workers favor communities with “street life”, the pedestrian culture that arises from walkability. Street life is rarely evident in principally driving cities, and the first step to achieving street life is to achieve at least a small urban core of excellent walkability.

- Residents of less walkable environments face a measurably higher risk of decreased physical activity, obesity, diabetes, asthma, increased traffic injuries, decreased social capital, and increased social isolation. Each of these health impacts has a cost that is borne first by individuals and ultimately by the community as a whole.

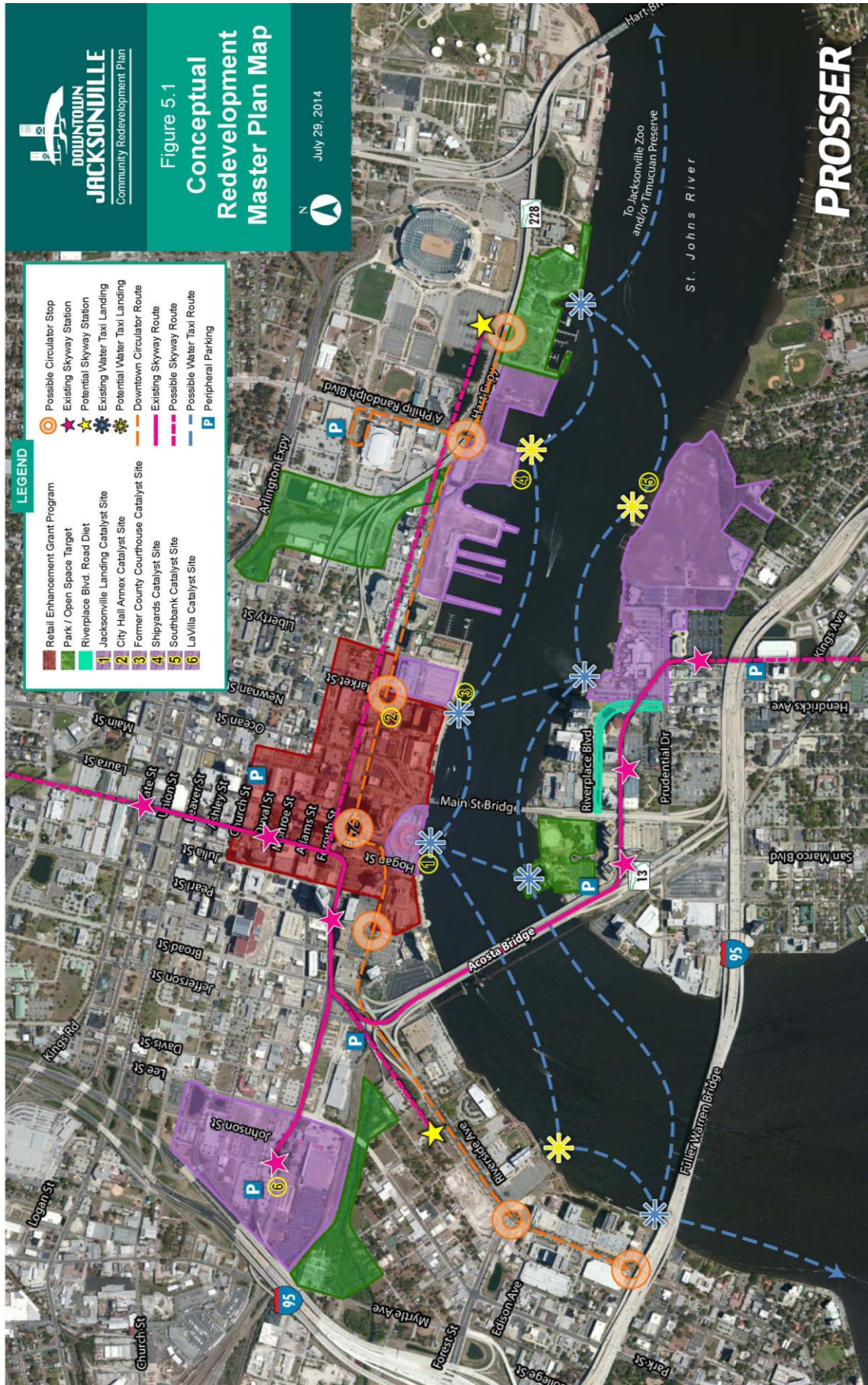
The Plan recommends a series of actions that would benefit the redevelopment potential of the Downtown Northbank CRA. It will take considerable time for substantial revenues to be collected in order to implement redevelopment opportunities intended to combat the blighting influences. The following redevelopment projects and activities are categorized into Near-Term Projects (2014-2019), Mid-Term Projects (2020-2030), Long-Term Projects (2031-2045), and Catalyst Projects (which may occur at any time). Some projects may be phased and have subsequent activity at later dates. The Plan's timing is meant to be flexible in order to respond to changing market conditions, funding sources, and community priorities. It is important that these timeframes be flexible enough to take advantage of unforeseen opportunities such as private sector development initiatives or newly created government programs and funding sources which may provide additional leverage for tax increment financing.

The Downtown Investment Authority (DIA) cannot undertake the immense task of redevelopment on its own. Therefore, it must structure its programs to act as catalysts for redevelopment efforts by individual residents and businesses within the Downtown Northbank Community Redevelopment Area (CRA) and to leverage investment by private enterprise.

Opportunities for projects and activities are graphically illustrated on the **Conceptual Redevelopment Master Plan Map** (see Figure 5.1 on the following page). The Map represents the foundation of the recommendations contained in the Plan based on a synthesis of the seven Redevelopment Goals, existing conditions, the community's expressed goals and objectives for the future redevelopment of Downtown Jacksonville, as well as a response to preliminary assessment of prevailing market opportunities.

This Map identifies where primary land uses and activity centers should be located in order to enhance the quality of life for the community and create a development pattern that attracts businesses and residents alike. The Map provides a tool for the DIA to promote economic development by showing the private sector entities where DIA is focusing their attention, and potential locations that may serve their purpose. Every five (5) years both the Map and this Plan should be evaluated and revised based upon changes in the economy, public concerns, and private sector redevelopment proposals.









# DOWNTOWN JACKSONVILLE

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## Community Redevelopment Plan

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### Section 6    Downtown Northbank CRA

Legal Description

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Existing Conditions

•

Residential Use Element

•

Neighborhood Impact Assessment

•

CRA Plan Umbrellas

•

Redevelopment Projects

## 6.1

# Legal Description

The legal description for the **Downtown Northbank Community Redevelopment Area**, as set forth in Ordinances 81-424-194, 92-392-489 (as to the original Northside West Community Redevelopment Area), 85-145-130 and 85-598-340 (as to the original Downtown East Community Redevelopment Area), and consolidated in Ordinance 2000-1078-E, is as follows:

Begin at the intersection of the west right-of-way line of Pearl Street with the north right-of-way line of State Street; thence westerly along said north right-of-way line of State Street to the westerly right-of-way line of Jefferson Street; thence northerly along said westerly right-of-way line of Jefferson Street 1726.25 feet to a point as defined in the legal description prepared by Sunshine State Surveyors, Inc., dated September 24, 1990 on the Blodgett Homes site proposed for the State Regional Service Center; thence westerly along said line as referenced in the above survey to the easterly right-of-way line of Davis Street; thence southerly along said easterly right-of-way line of Davis Street to the northerly right-of-way of State Street; thence westerly and northwesterly along said north right-of-way line of State Street to the northwesterly right-of-way line of Interstate 95, State Road Number 9; thence southwesterly along said northwesterly and westerly right-of-way line to an intersection with a line being a westerly prolongation of the northeasterly right-of-way line of the portion of Interstate 95 leading to and from the Fuller Warren Bridge over the St. Johns River; thence southeasterly along said line and northeasterly right-of-way line to the centerline of the St. Johns River; thence northeasterly and easterly and northerly along said centerline to a point of intersection with a line that is an easterly prolongation of the south line of Marshall Subdivision and the north line of Wambolt Place Subdivision; thence westerly along said line to the westerly right-of-way line of Talleyrand Avenue; thence north 495 feet, more or less, to the north right-of-way line of Marshall Street; thence westerly along the north right-of-way line of Marshall Street to the west right-of-way line of the Martin Luther King Parkway; thence southerly along the west right-of-way line of Martin Luther King Parkway to the north right-of-way line of Jacksonville Expressway; thence westerly along the north right-of-way line of Jacksonville Expressway and its connection to the north right-of-way line of State Street, to the point of beginning.





## 6.2

# Existing Conditions

The following demographics provided are derived from the U.S. Census Bureau's 2010 Demographic Profile. It is important to note that the 2010 U.S. Census does not provide income data at the Block Group ("BG") level, only at the Census Tract ("CT") level. In addition, the age thresholds vary between CTs and BGs; CTs age thresholds are "Average Age 19 and Under" and "Average Age 62 and Older;" BGs age thresholds are "Average Age 18 and Under" and "Average Age 65 and Older." To differentiate, there are data sets for households and housing units. Households are units that are occupied. Housing units are the housing structures, the units. This BG data is summarized for the Downtown Northbank CRA.

The Downtown Northbank CRA is comprised of four CTs: 10, 171, 172, 174 and numerous BGs. The CTs exceed the boundary of the CRA which then skews the accuracy of capturing the data specifically for the Downtown Northbank CRA. This is the reason for going one step further in providing the relevant BGs which are located within the CT and within the Downtown Northbank CRA.

The Downtown Northbank CRA has a total population of 6,611 persons, having a median age of 41.75, consisting of 373 people at the age of 18 and under, and 278 people at the age of 65 and older. The male population consists of 5,117 persons and female of 1,499. The racial and ethnic profile is diverse, being comprised of: 2,721 white, 3,707 black, 18 American Indian, 69 Asian, 8 Pacific Islander, and 121 Hispanic. ***It is important to note that the Duval County Jail resides in the Downtown Northbank CRA, which greatly skews the population data. When the Jail population is removed, the net total population is 2,651 persons. It is not possible to break out the Jail population from the other population data sets (e.g. race, ethnicity, age, gender).***

The household composition reflects that there are 877 households within the Downtown Northbank CRA with 375 of those households being family households (20.3%). The average household size is 1.94 persons with an average family household of 2.84 persons. The housing tenure consists of 1,197 total housing units with 877 of them being occupied (73%). Of those units that are occupied, 168 are owner-occupied and 659 are renter-occupied units, leaving 320 (48.6%) vacant.

While income data is not captured at the BG level, the following is provided for the CTs that exceed the geographical boundary of the Downtown Northbank CRA to give a snapshot of general income data for the greater area of the CRA. The Downtown Northbank CRA has a median household income of \$23,905 with married couple families having a median household income of \$67,788. The median income for white households is \$29,381; \$16,323 for black households; and \$16,800 for senior households.

**Table 6.2.1****Downtown Northbank CRA Population**

Census Tract <sup>(1)</sup>	Total Population	Male	Female	Median Age	Age 18 & under	Age 65 and Older
10	4,794 <sup>(2)</sup>	4,037	763	42	198	51
171	66	25	38	43	14	13
172	1,704	1,028	678	46	155	209
174	47	27	20	36	6	5

Source: Profile of General Population and Housing Characteristics, U.S. Census Bureau's 2010 Demographic Profile

(1) Census Tracts include only Block Groups that are located in the CRA

(2) Total Population for CT 10 includes the Duval County Jail Population

**Table 6.2.2****Downtown Northbank CRA Population by Race and Ethnicity**

Census Tract <sup>(1)</sup>	Total Population	White	Black	American Indian	Asian	Pacific Islander	Hispanic
10	4,800	1,831	2,909	8	11	5	116
171	63	14	48	0	0	0	2
172	1,706	865	717	10	58	3	105
174	47	11	33	0	0	0	0

Source: Profile of General Population and Housing Characteristics, U.S. Census Bureau's 2010 Demographic Profile

(1) Census Tracts include only Block Groups that are located in the CRA

(2) Total Population for CT 10 includes the Duval County Jail Population

**Table 6.2.3****Downtown Northbank CRA Household Composition**

Census Tract <sup>(1)</sup>	Total Households	Family Households	Percentage of Total Households	Average Household Size	Average Family Size
10	48	10	21%	3.33	3.18
171	34	12	35.3%	2.08	3.11
172	777	145	18.7	1.28	2.03
174	18	11	61.1%	1.05	3.05

Source: Profile of General Population and Housing Characteristics, U.S. Census Bureau's 2010 Demographic Profile

(1) Census Tracts include only Block Groups that are located in the CRA

Table 6.2.4 Downtown Northbank CRA Housing Tenure							
Census Tract <sup>(1)</sup>	Total Units	Total Occupied Units	Percentage of Total Units	Owner Occupied	Renter-Occupied Units	Total Vacant Units	Percentage of Total Units
10	84	48	57%	5	43	36	42.9%
171	47	34	72%	11	23	13	27.7%
172	1,043	777	75%	143	584	266	25.5%
174	23	18	78%	9	9	5	21.7%

Source: Profile of General Population and Housing Characteristics, U.S. Census Bureau's 2010 Demographic Profile

(1) Census Tracts include only Block Groups that are located in the CRA

Table 6.2.5 Downtown Northbank CRA Household Income					
Census Tract	Median HH Income	Median Income White HH	Median Income Black HH	Median Income Senior HH	Married Couple Families
10	\$ 11,449	\$ 14,154	\$ 9,728	\$ 13,718	\$ 28,281
171	\$ 36,137	\$ 41,080	\$ 21,361	\$ 25,121	\$ 97,813
172	\$ 27,574	\$ 50,313	\$ 12,589	\$ 11,864	\$ 110,238
174	\$ 20,462	\$ 11,979	\$ 21,615	\$ 16,500	\$ 34,821

Source: Median Income in the Past Twelve Months (In 2012 Inflation-Adjusted Dollars), U.S. Census, American Community Survey, 5 Year Estimates



## Zoning Regulations

In order to promote mixed-use development in Downtown Jacksonville, the Downtown Overlay Zone was created to give special consideration to certain uses and design elements due to the unique characteristics of the Downtown community redevelopment areas. This was necessary because certain types of development may not be permitted in or meet all of the requirements of a conventional zoning district. The Downtown Overlay Zone and Downtown District Regulations are contained within Chapter 656, Part 3, Subpart H, *Ordinance Code*. Its specific intent is to promote and encourage the revitalization and growth of Downtown Jacksonville as a desirable high density, mixed-use area by maximizing the use of all available resources, ensuring a high degree of compatibility between new and existing uses, promoting mixed use development, streamlining the review and approval process for projects, and ensuring quality development that is in keeping with the traditional downtown urban fabric.

Figures 6.4 and 6.5 illustrate two zoning maps for the Downtown Northbank CRA. Figure 6.4 illustrates the Downtown Zoning Overlay and Figure 6.5 illustrates the conventional zoning categories. The Downtown Zoning Overlay, including the ten (10) Downtown Districts established therein, was established as the zoning district within Downtown Jacksonville. The proposed land uses and design objectives contained in the 2000 Downtown Master Plan established the basis for the Overlay. It is intended to promote and encourage revitalization and growth in Downtown Jacksonville by maximizing the use of all available resources, ensuring a high degree of compatibility between new and existing uses, promoting mixed-use developments, streamlining the review and approval process for projects, and ensuring quality development. The Downtown Northbank CRA contains nine (9) of the ten Downtown Districts. Table 6.2.9 contains a listing of what uses are permissible within each of the Districts. An "X" indicates the use is permissible.

The Downtown Overlay Zone ensures the implementation of the Plan based on the following principles:

- (a) A diverse mix of land uses shall always be permitted in Downtown Jacksonville;
- (b) Downtown Jacksonville shall be promoted as a viable and vital residential area and residential uses are an acceptable land use anywhere Downtown;
- (c) The marketplace, not regulations, should be the primary force driving the mix of land uses;
- (d) Appropriate overlay zone standards and design review criteria shall be the principal tools to ensure compatible, high quality development;
- (e) Quality public spaces such as streets, sidewalks, parks, and squares where citizens come to know each other and watch over their collective security shall be provided;
- (f) Overlay zone standards may vary within Downtown Districts in order to achieve long-term planning objectives;
- (g) Development regulations shall promote the continued use and/or redevelopment of historical and older structures;
- (h) Building densities that support the use of mass transit shall be established and strategically located and off-street parking space requirements shall be eliminated in the core area and reduced in other Downtown areas, except for new residential uses;

- (i) Parking garages shall incorporate active uses on the ground floor in order to engage pedestrians and surface parking lots shall be discouraged unless landscaping and architectural treatments are incorporated to soften their appearance; and
- (j) Parking minimums and maximums shall be established to promote the use of peripheral parking associated with the JTA Skyway and other forms of mass transit.

All new and rehabilitation projects require DRI development rights, which are made available through the Consolidated Downtown DRI DO. The Downtown Zoning Overlay requires a developer of a proposed project to obtain DRI development rights prior to receiving final Downtown Development Review Board (DDRB) approval. DRI development rights are allocated to a developer through a Redevelopment Agreement negotiated with the DIA and approved by the Jacksonville City Council. Developers are required to mitigate the impacts of their proposed development by adhering to the Consolidated Downtown DRI DO conditions and agreeing to applicable TCEA Mobility Performance Standards.

Limitations on the type, size, height, number, and proposed use of buildings are dictated by the Downtown Zoning Overlay. The Downtown Design Guidelines which were drawn from the Downtown Master Plan (*Celebrating the River: A Plan for Downtown Jacksonville*, 2000) are found in [Appendix C](#).

Table 6.2.9

## Downtown District Regulations

		Brooklyn & Riverside	LaVilla	Church	Central Civic Core	Cathedral	Riverfront	River Park	Institutional	Stadium
(a)	Retail and wholesale sales of food and drugs, wearing apparel, toys, sundries and notions, books and stationery and newsstands, leather goods and luggage, jewelry stores, watch repairs and pawnshops, art, camera and photographic supplies (including camera repair), sporting goods, hobby shops, and pet shops (but not including animal kennels or veterinarians), musical instruments, florist or gift shops, delicatessens, bakeries, home furnishings and appliances (including repair incidental to sale), office merchandise in completely enclosed buildings, hardware, new automobile parts (including rebuilt parts but not installation, repair or rebuilding of parts) and accessories and similar uses.	X	X	X	X	X	X	X	X	X
(b)	Service establishments such as barber or beauty shops, shoe repair shops, interior decorators, reducing salons or gymnasiums, tailors or dressmakers, radio and television broadcasting offices and studios (but not antenna or transmitting facilities), funeral homes, marinas, blueprinting, job printing, newspapers, radio and television repair shops, travel agencies, employment offices (but not day labor pools) and similar uses.	X	X	X	X	X	X	X	X	X
(c)	Other Service establishments including, rental of automotive vehicles, automated carwashes, laundry or dry cleaning pick up or drop off establishments with no cleaning to occur on premises, veterinarians or animal boarding kennels, carpenter or cabinet shops and similar uses.		X		X					
(d)	Restaurants including the outdoor sale and service of food but not drive-in or drive-thru facilities.	X	X	X	X	X	X		X	X
(e)	Banks (but not drive-thru tellers), loan companies, mortgage brokers, stockbrokers and similar financial institutions.	X	X	X	X	X	X	X	X	
(f)	All types of professional and business offices, union halls and similar uses (excluding day labor pools).	X	X	X	X	X	X	X	X	
(g)	Commercial, recreational or entertainment facilities in completely enclosed buildings or outdoors such as billiard parlors, bowling alleys, swimming pools, skating rinks, dance halls, carnivals or circuses, theaters (including open-air theaters), pony rides, athletic complexes, arenas, auditoriums, convention centers, go-cart tracks, driving ranges and similar uses.	X	X		X	X	X	X	X	X
(h)	Schools, colleges, universities, business, trade or vocational schools, art galleries, museums, community centers, dance, art or music studios, and similar uses.	X	X	X	X	X	X	X	X	
(i)	Hotels and motels.	X	X		X	X	X	X	X	X
(j)	Fruit, vegetable, poultry or fish markets.	X	X	X	X	X	X	X	X	X
(k)	Establishments or facilities, including nightclubs, which include the retail sale and service of all alcoholic beverages for either on-premises or off-premises consumption, or both, subject to the provisions of Part 8 (Alcoholic Beverages) of Chapter 656, Ordinance Code.	X	X		X	X	X	X	X	X
(l)	Automobile parking garages.	X	X	X	X	X	X	X	X	X
(m)	Commercial parking lots.	X	X	X		X	X		X	X
(n)	Accessory parking lots.	X	X	X		X	X	X	X	X

**Table 6.2.9 (cont.)  
Downtown District Regulations**

		Brooklyn & Riverside	LaVilla	Church	Central Civic Core	Cathedral	Riverfront	River Park	Institutional	Stadium
(o)	Multiple-family dwellings.		X	X	X	X	X		X	X
(p)	Housing for the elderly.	X		X	X	X				
(q)	Private clubs.	X	X		X	X			X	X
(r)	Day care or adult care centers.	X		X	X	X		X	X	
(s)	Churches, including a rectory and similar uses.	X		X						
(t)	Medical or dental clinics.		X	X		X				
(u)	Medical or dental laboratories and manufacture of associated products.	X	X	X	X					
(v)	Filling or fueling stations.		X							
(w)	Warehousing, storage or distributorship businesses.		X							
(x)	Personal property storage establishments.	X	X			X				
(y)	Marinas.	X			X			X		X
(z)	Public utilities such as lift stations, pump stations, wells, electric substations and chilled water plants.	X	X	X	X	X	X	X	X	X



Table 6.2.10 found on the ensuing three pages identifies historically significant structures located within the Downtown Northbank CRA in the following categories:

- Local Landmark Designation
- Listed on National Register of Historic Places
- Potentially Eligible for Listing on NRHP

**Table 6.2.10**  
**Historically Significant Structures**

Name	Street Address	Local Landmark Designation	Listed on National Register of Historic Places	Potentially Eligible for Listing on NRHP
Old City Cemetery		•		
James A. Merrill Residence	315 A. Philip Randolph Blvd.	•		
Old St. Andrews Episcopal Church	317 A. Philip Randolph Blvd.	•	•	
Old Central Fire Station	39 East Adams Street	•		
Old Jacksonville Free Public Library	101 East Adams Street		•	
Boars House	332 East Adams Street			•
Atlantic National Bank	118 West Adams Street	•	•	
Atlantic National Bank Annex	118 West Adams Street	•		•
Carling Hotel	31-33 West Adams Street	•	•	
W.A. Knight Building	111-113 West Adams Street	•	•	
Old Southern Drug Co./Lerner Shops	20 West Adams Street	•		
The Professional Building	126 West Adams Street	•		•
	1100-1112 West Adams Street	•		
Barnett National Bank Building	112 West Adams Street	•		•
Lund House	218 East Ashley Street			•
Clara White Mission	611-615 West Ashley Street	•		
Genovar's Hall	636-648 West Ashley Street	•		
Edward M. Stanton School	525 West Ashley Street	•	•	
St. John's Apartments	311 West Ashley Street	•		
H&W B Drew Company Building	45 West Bay Street			•
El Modelo Block	501 West Bay Street		•	
Atlantic Coast Line Locomotive #1504	1000 West Bay Street	•		
Jacksonville Terminal Complex	1000 West Bay Street	•	•	
Dyal-Upchurch Building	6 East Bay Street	•	•	
Hutchinson/Suddath Building	315-319 East Bay Street	•		
Holmes Block	107-117 East Bay Street	•		
Covington Co./JH Churchwell Bldg.	301 East Bay Street	•		
Guaranty Trust & Savings Bank	101 East Bay Street	•		•
Mount Zion A.M.E. Church	201 East Beaver Street	•	•	
	605 West Beaver Street	•		
Bethel Baptist Institutional Church	215 Bethel Baptist Street	•		
First Baptist Sunday	121 West Church Street			•
First Baptist Church	130 West Church Street			•
Masonic Temple	400-408 North Broad Street	(1)	•	
Florida Baptist Convention Building	218 West Church Street	•	•	
Young Men's Hebrew Assoc.	712 West Duval Street	•	•	
Immaculate Conception Church	121 East Duval Street	•	•	
Elena Flats	122-128 East Duval Street			•
First United Methodist Church	225 East Duval Street			•
St. Johns Episcopal Church	251 East Duval Street			•
YMCA Building	325 East Duval Street			•
St. James Building	117 West Duval Street	•	•	

**Table 6.2.10 (cont.)**  
**Historically Significant Structures**

Name	Street Address	Local Landmark Designation	Listed on National Register of Historic Places	Potentially Eligible for Listing on NRHP
Fire Station No. 4	639 West Duval Street			•
Old YMCA	49 West Duval Street			•
U.S. Post Office & Courthouse	310 West Duval Street			•
Florida Theatre Building	128-130 East Forsyth Street	•	•	
Lynch Building	11 East Forsyth Street	•	•	
Title & Trust Co. of Florida Bldg.	200 East Forsyth Street		•	
Plaza Hotel	353 East Forsyth Street		•	
Bisbee Building	47 West Forsyth Street	•	(2)	•
Old Florida National Bank Building	54 West Forsyth Street	•		•
Old Bisbee Building	51 West Forsyth Street		(2)	•
Palmer Building	315-319 West Forsyth Street			•
Hamby Building	325 West Forsyth Street			•
Old First Federal Savings and Loan	331 West Forsyth Street			•
Catherine Street Fire Station No. 3	1406 Gator Bowl Blvd.	•		
Annie Lytle School No. 4	1011 Gilmore Street	•		•
Levy Building	201 North Hogan Street			•
Jones Brothers Furniture Co. Bldg.	516-520 North Hogan Street	•		•
The Seminole Club	400 North Hogan Street	•		•
Old Federal Reserve Bank Building	424 North Hogan Street	•		•
	316-318 North Jefferson Street	•		
	320-322 North Jefferson Street	•		
Shotgun Houses	612, 614 & 616 North Lee Street	•		
Ambassador Hotel	420 North Julia Street	•	•	
Thomas V. Porter House	510 Julia Street		•	
Greenleaf & Crosby	200 North Laura Street			•
Elk's Club Building	201-213 North Laura Street	•	•	
Greenleaf & Crosby Clock	208 North Laura Street	•		
Western Union Telegraph Co. Bldg.	333 North Laura Street	•		•
Snyder Memorial Methodist Church	226 North Laura Street	•	•	
Florida Life Building	115-117 North Laura Street	•		•
Trio	119-121 North Laura Street		(2)	•
Jacksonville Terminal Complex	10 North Lee Street	•		
James Weldon Johnson Birthsite	NW corner N. Lee St./Houston St.	•		
Groover-Stewart Drug Co. Bldg.	25 North Market Street		•	
Palms Apartments	129 North Market Street			•
Old Duval County Armory	851 North Market Street	•		•
Greater Hills Temple	825 West Monroe Street	•		•
	725 West Monroe Street	•		
Old Brewster Hospital	843 West Monroe Street	•	•	
First Presbyterian Church	118 West Monroe Street	•		•
Morocco Temple	219 Newnan Street		•	
Haydon Burns Library	112 North Ocean Street	•		



**Table 6.2.10 (cont.)**

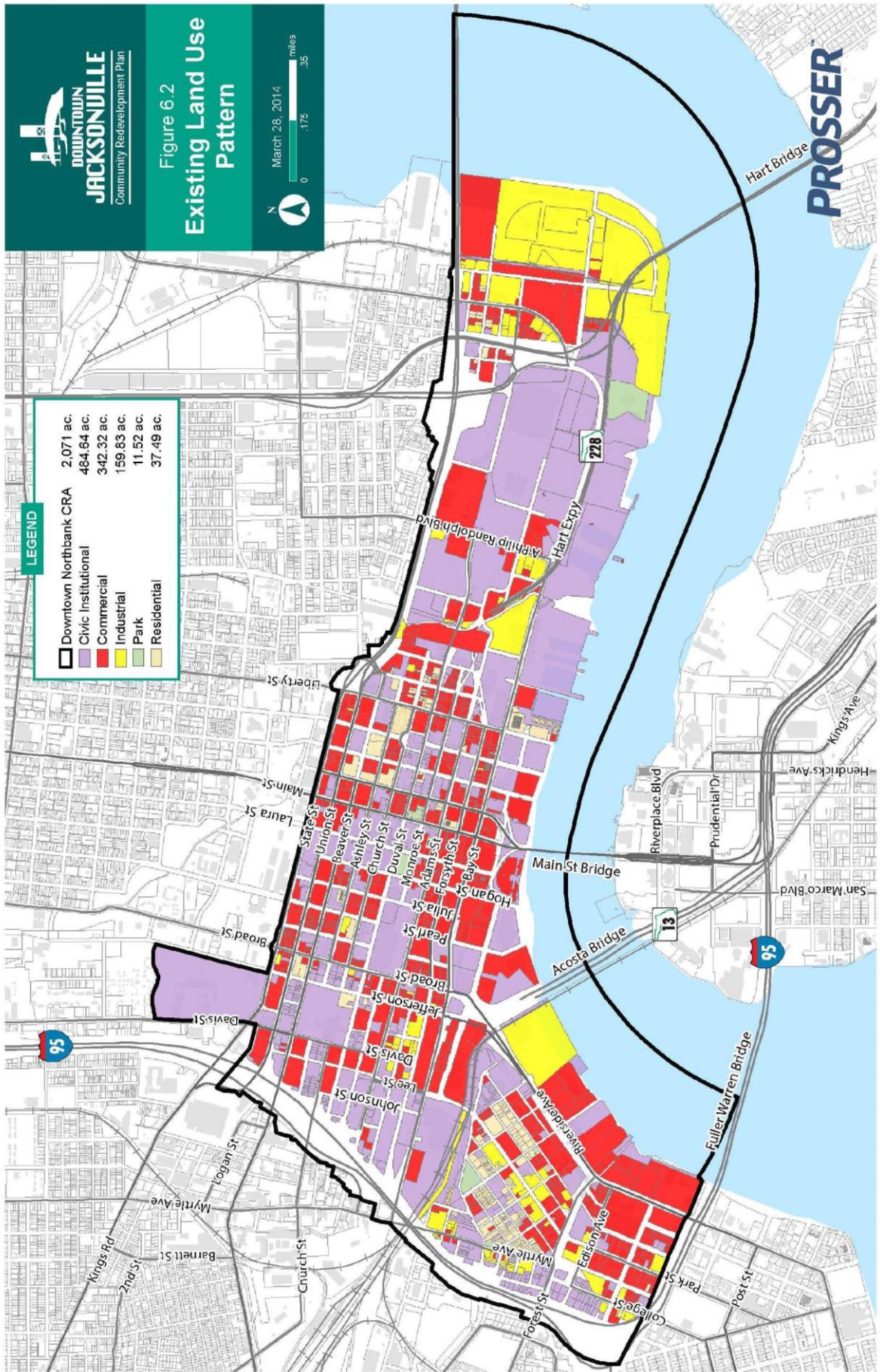
**Historically Significant Structures**

Name	Street Address	Local Landmark Designation	Listed on National Register of Historic Places	Potentially Eligible for Listing on NRHP
Old St. Luke's Hospital	314 Palmetto Street	•	•	
St. Philips Episcopal Church	801 North Pearl Street	•		
Fire Station No. 5	347 Riverside Avenue	(3)		•
Moulton & Kyle Mortuary	17 West Union Street			•
Fairfield School No. 9	513 Victoria Street			•
Harris Grocery	202-214 North Washington St.			•

Source: Jacksonville Planning and Development Department, December 2013

- (1) Currently in process of being designated a Local Landmark by the Jacksonville City Council.
- (2) Reportedly in the process of being listed on the National Register.
- (3) Recommended for landmark designation by the Jacksonville Historic Preservation Commission. The Jacksonville City Council has not taken action to make it official.

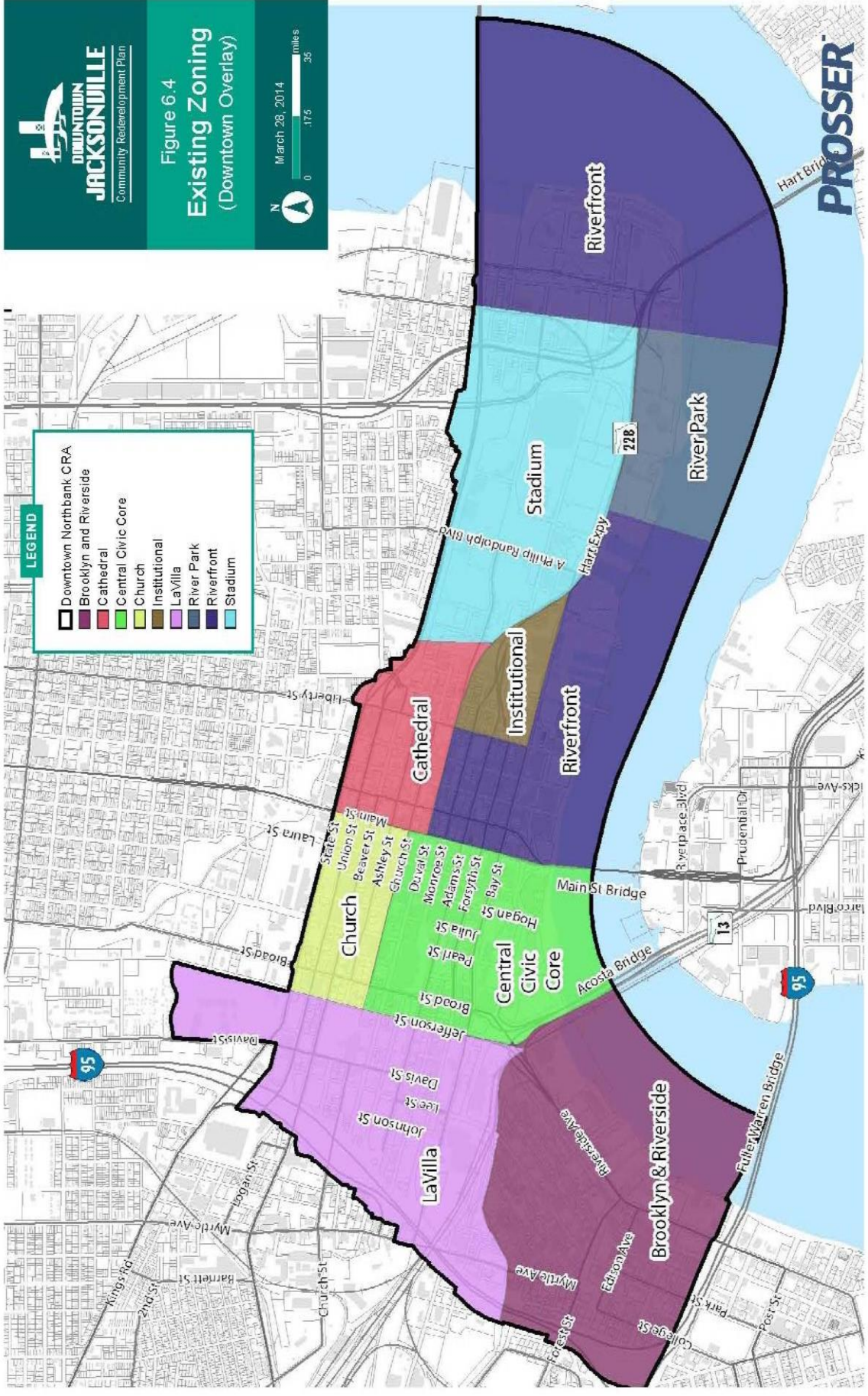




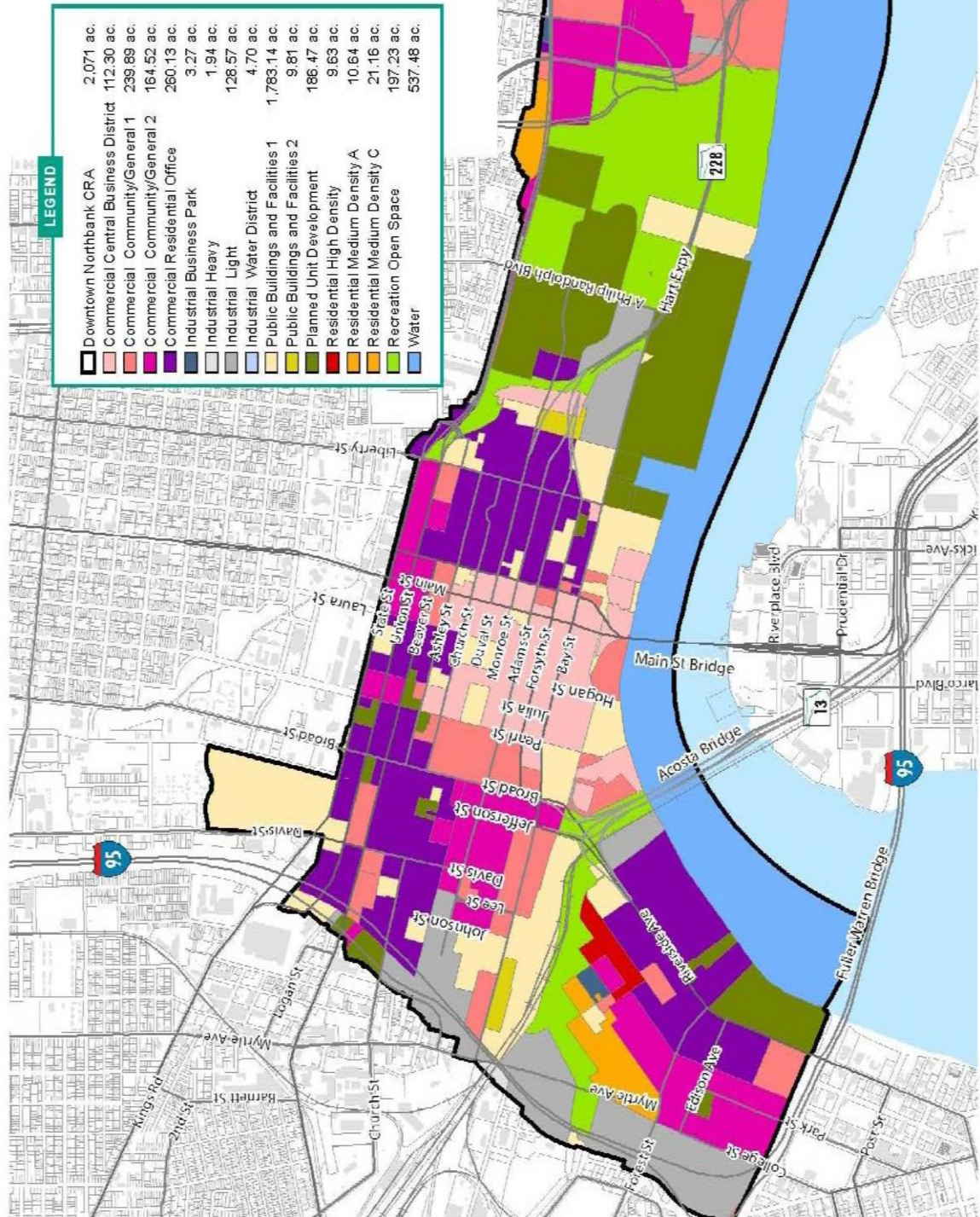






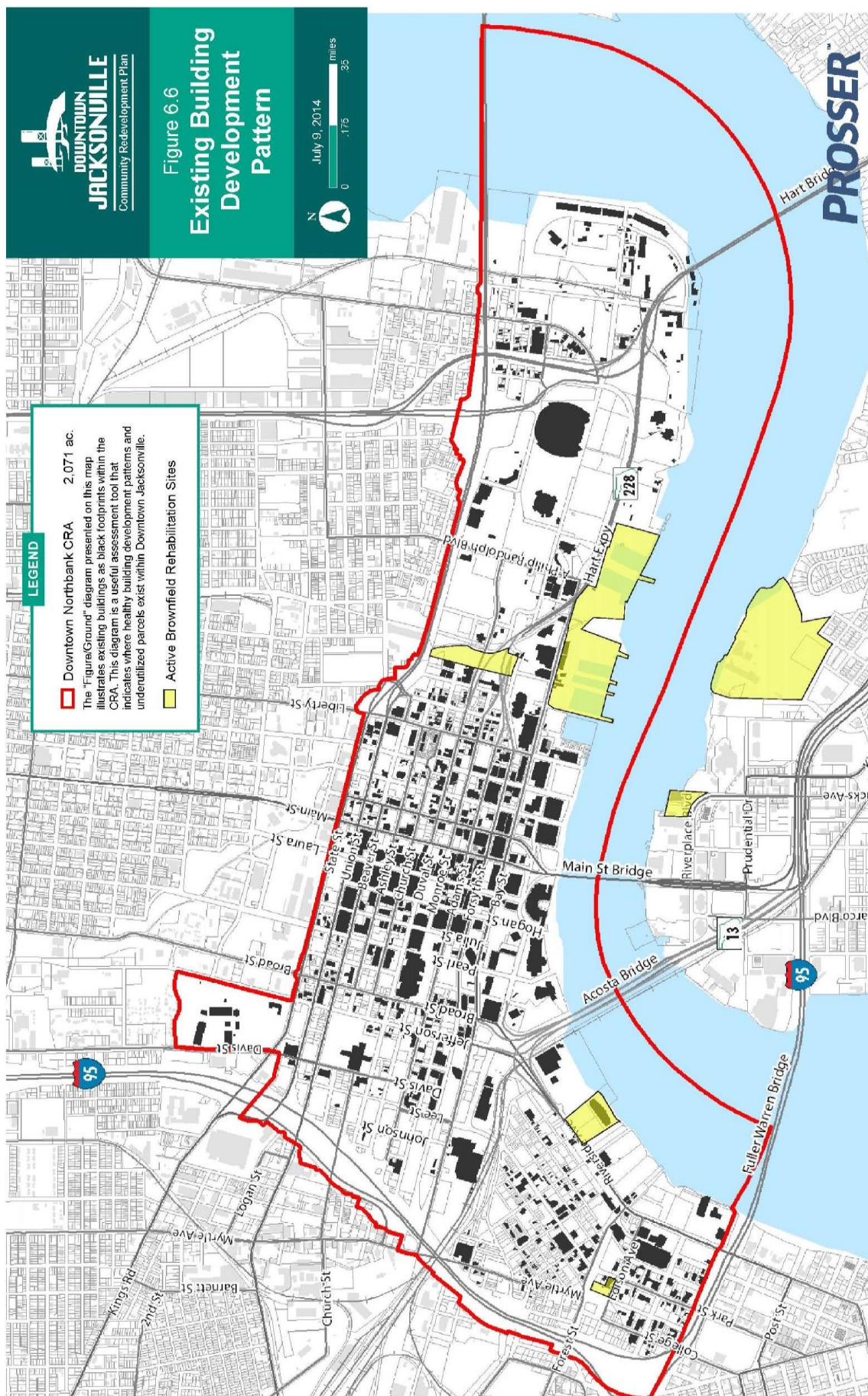




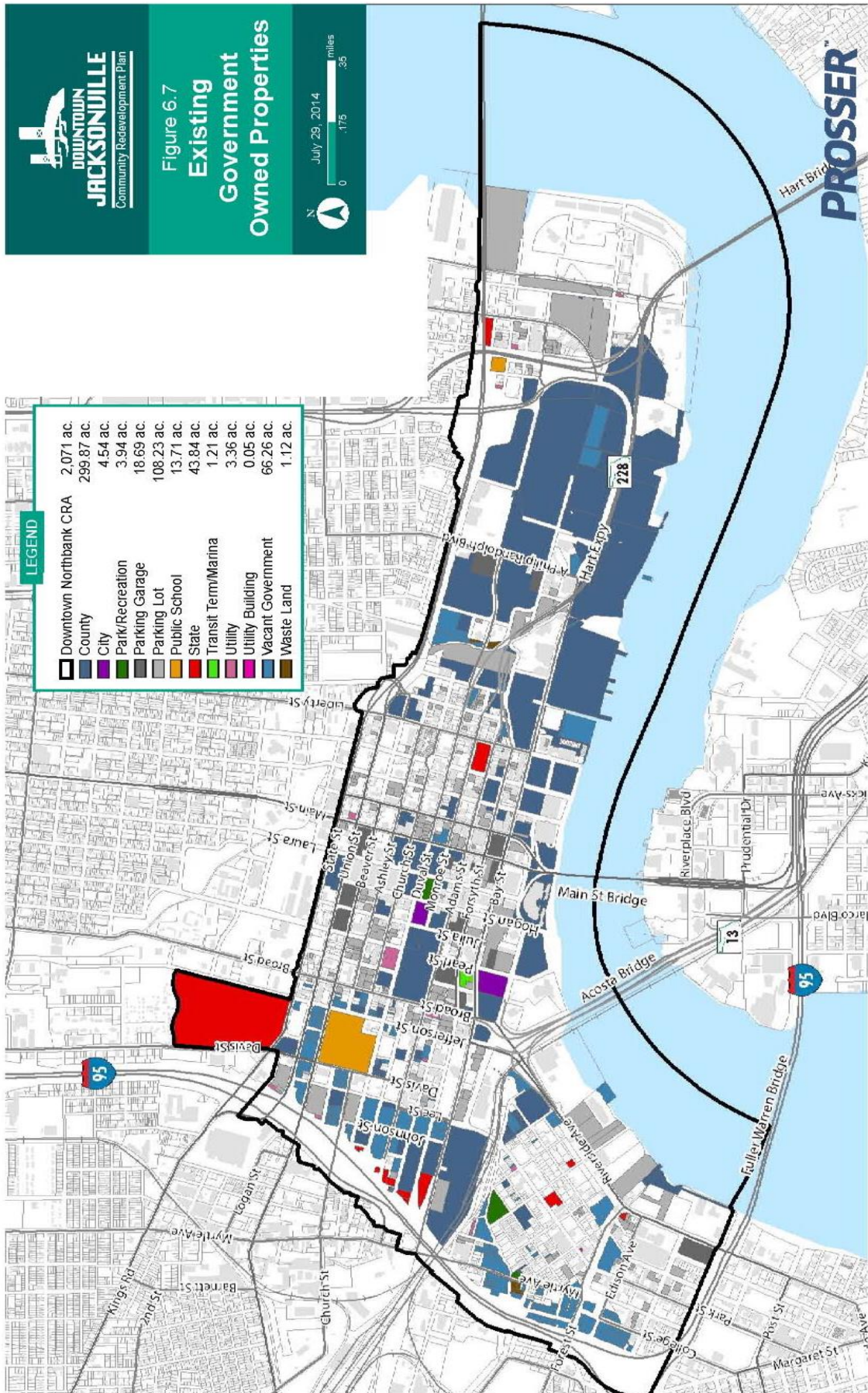


**PROSSER**

















**DOWNTOWN  
JACKSONVILLE**  
Community Redevelopment Plan

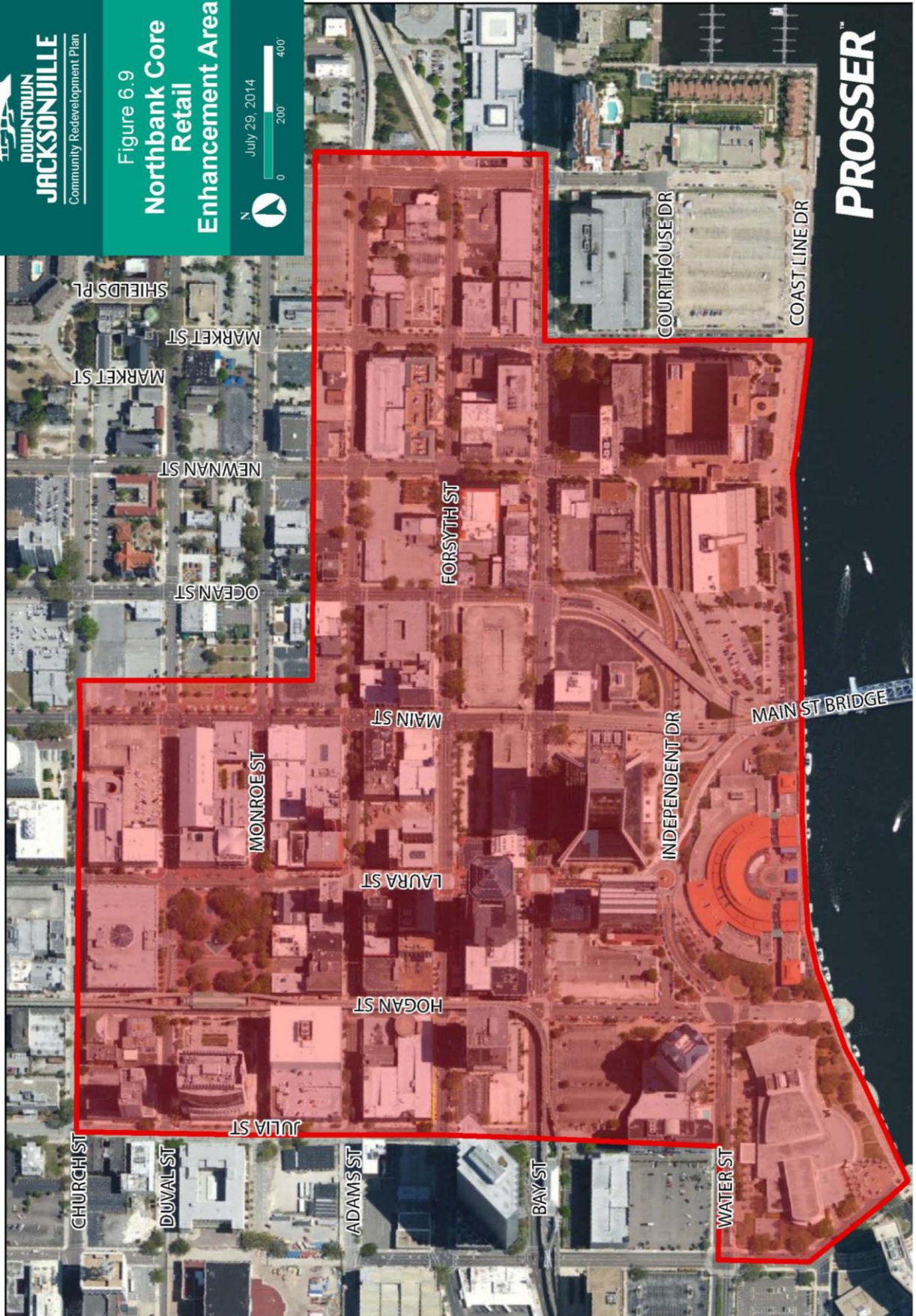
Figure 6.9  
**Northbank Core  
Retail  
Enhancement Area**

July 29, 2014



0 200' 400'





**PROSSER™**



## 6.3

# Residential Use Element

(A) 11 E. Forsyth	127 Units
(B) Cathedral Residences (senior living)	632 Units
(C) Churchwell Lofts at East Bay	21 Units
(D) Parks at the Cathedral	51 Units
(E) Residences at City Place	205 Units
(F) Stevens Duval (senior living)	58 Units
(G) The Carling	99 Units
(H) The Metropolitan	118 Units
(I) The Plaza Condominium at Berkman Plaza	206 Units
(J) The Townhomes at Berkman Plaza	20 Units
(K) W.A. Knight Lofts	12 Units
Single Family Homes (low income)	134 Units
<hr/>	
1,683 Units	



## Existing Public Housing

There is currently no existing public housing in the Downtown Northbank CRA.

## Existing Low or Moderate Income Housing Facilities with Tenant Characteristics

**Table 6.3.1**  
**Florence North Davis Center (325 East Duval Street)**

Housing Programs	Pre-Developed Loan Program; SAIL			
Total Units (Assisted Units)	79 (79)			
Population Served	Family			
Number of Households Reporting	75			
Average Household Size (Persons)	1.92			
% of Households with Elderly Persons	N/A			
White: N/A	Black: N/A	Asian: N/A	American Indian: N/A	Hispanic: N/A
Average Household Income (% Area Median Income)		\$7,286 (15.04)		
% Extremely Low Income (% Very Low Income)		80 (97)		
Average Tenant Rent Payment (\$) (HUD Properties only)		N/A		

Source: FHFC

**Table 6.3.2**  
**Cathedral Court (630 North Market Street)**

Housing Programs	Rental Assistance/HUD; Section 202 Direct Loan			
Total Units (Assisted Units)	16 (16)			
Population Served	Persons with Disabilities			
Number of Households Reporting	16			
Average Household Size (Persons)	1.13			
% of Households with Elderly Persons	56			
White: 50	Black: 47	Asian: 0	American Indian: 0	Hispanic: 6
Average Household Income (% Area Median Income)		\$12,147 (18)		
% Extremely Low Income (% Very Low Income)		81 (94)		
Average Tenant Rent Payment (\$) (HUD Properties only)		\$279.19		

Source: HUD

**Table 6.3.3**  
**Cathedral Towers (601 Newnan Street)**

Housing Programs	Pre-Developed Loan Program; Sec. 202 Direct Loan			
Total Units (Assisted Units)	203 (203)			
RD/HUD Rental Assistance	161			
Population Served	Elderly			
Number of Households Reporting	162			
Average Household Size (Persons)	1.09			
% of Households with Elderly Persons	86			
White: 42	Black: 53	Asian: 2	American Indian: 0	Hispanic: 8
Average Household Income (% Area Median Income)		\$11,503 (17)		
% Extremely Low Income (% Very Low Income)		78 (98)		
Average Tenant Rent Payment (\$) (HUD Properties only)		\$264.61		

Source: HUD



**Table 6.3.4**  
**Cathedral Townhouse (501 North Ocean Street)**

Housing Programs	Pre-Developed Loan Program; Sec. 202 Direct Loan			
Total Units (Assisted Units)	179 (179)			
RD/HUD Rental Assistance	115			
Population Served	Elderly			
Number of Households Reporting	114			
Average Household Size (Persons)	1.02			
% of Households with Elderly Persons	89			
White: 38	Black: 57	Asian: 1	American Indian: 1	Hispanic: 5
Average Household Income (% Area Median Income)	\$12,849 (19)			
% Extremely Low Income (% Very Low Income)	66 (96)			
Average Tenant Rent Payment (\$) (HUD Properties only)	\$283.61			

Source: HUD

**Table 6.3.5**  
**Liberty Center (600 North Washington Street)**

Housing Programs	SAIL (State Apartment Incentive Loan program)			
Total Units (Assisted Units)	100 (100)			
RD/HUD Rental Assistance	N/A			
Population Served	Family			
Number of Households Reporting	100			
Average Household Size (Persons)	1.00			
% of Households with Elderly Persons	6			
White: N/A	Black: N/A	Asian: N/A	American Indian: N/A	Hispanic: N/A
Average Household Income (% Area Median Income)	\$2,499 (5.66)			
% Extremely Low Income (% Very Low Income)	98 (100)			
Average Tenant Rent Payment (\$) (HUD Properties only)	N/A			

Source: FHFC

**Table 6.3.6**  
**Stevens Duval Apartments (601 North Ocean Street)**

Housing Programs	Rental Assistance/HUD			
Total Units (Assisted Units)	52 (52)			
RD/HUD Rental Assistance	52			
Population Served	Elderly			
Number of Households Reporting	54			
Average Household Size (Persons)	1.09			
% of Households with Elderly Persons	96			
White: 48	Black: 53	Asian: 0	American Indian: 0	Hispanic: 2
Average Household Income (% Area Median Income)	\$11,119 (17)			
% Extremely Low Income (% Very Low Income)	80 (100)			
Average Tenant Rent Payment (\$) (HUD Properties only)	\$258.11			

Source: HUD

## Proposed Housing

The Redevelopment Plan seeks to integrate workforce housing into future DIA community planning initiatives. For purposes of this Redevelopment Plan, the term “workforce housing” shall mean housing that is affordable to a person who earns less than 150 percent of the current area median income. Workforce housing is also viewed as investment in infrastructure such as utility lines and transit. The DIA shall promote the development of workforce housing in Downtown Jacksonville by:

- Annually review, analyze and refocus workforce housing efforts;
- Coordinate with the Planning and Development Department, Jacksonville Housing Division, and the Jacksonville Housing Finance Authority to determine the need for the best practices to improve the market for workforce housing in Downtown Jacksonville;
- Setting aside a percentage of housing incentive programs for moderate and below moderate income households;
- Surveying property controlled by the DIA for use as or in support of workforce housing projects; and
- Working with rental property owners and developers and to set aside rental units for low and moderate income households.

## 6.4

# Neighborhood Impact Assessment

The Redevelopment Plan may have impacts on the neighborhoods located within the Downtown Northbank CRA. The potential impacts as they relate to traffic circulation, environmental quality, community facilities & services, school populations, and resident relocation are listed in the following section. An inventory of neighborhood assets located in the Downtown Northbank CRA is listed as follows:

### Public Schools

- Florida State College at Jacksonville, North Campus (just outside the Northbank CRA)
- LaVilla Middle School of the Arts

### Promenades/Plazas/Places

- Northbank Riverwalk
- Hogan's Creek Expansion
- Hemming Plaza
- Jacksonville Landing
- Sidney J. Gefen Riverwalk Park

### Cultural and Civic Institutions

- Main Library
- Museum of Contemporary Art
- Times-Union Center for the Performing Arts
- Florida Theatre
- Veterans Memorial Arena
- Baseball Grounds of Jacksonville
- Jacksonville Expo Center at the Fairgrounds
- EverBank Field
- Duval County Courthouse
- City Hall at St. James
- United States District Courthouse
- Jacksonville Historical Society Museum
- Ritz Theatre
- Friday Musicale

### Emergency Shelters

- LaVilla Middle School for the Arts

### Parks and Open Space

- Northbank Riverwalk Artist Square (aka Riverside Arts Market)
- Sidney J. Gefen Riverwalk Park
- Hemming Plaza
- Main Street Park
- Jesse B. Smith Memorial Park
- Metropolitan Park & Marina
- Northbank Riverwalk

The following section describes the potential impacts of redevelopment efforts on traffic circulation, environmental quality, availability of community facilities and services, school population, and relocation of displaced persons. While neighborhood impacts have been considered for the specific redevelopment actions recommended in this Plan it should be noted that some of these projects are in the early stages of planning. Other actions described in the Plan for subsequent years are subject to further refinement and elaboration in the intervening period and are consequently not included in the consideration of near term impacts.

## **Traffic Circulation**

The redevelopment projects contained within this Plan are generally adjacent to major transportation corridors and are not anticipated to degrade traffic circulation within the residential areas of the Downtown Northbank CRA. One of the reasons why traffic circulations works well in Downtown Jacksonville is the existence of a comprehensive grid network of streets.

## **Environmental Quality**

The redevelopment actions proposed in this Plan are intended to improve the environmental quality within the Downtown Northbank CRA and Southside CRA. Some of the projects that the Downtown Investment Authority has undertaken or will undertake in the coming years involve Brownfield sites that have environmental issues such as polluted soil. Other projects funded or implemented by the Downtown Investment Authority involve the elimination of substandard building and housing conditions that affect the physical environment of the Downtown Northbank CRA. The Downtown Investment Authority may provide incentives to private property owners to upgrade structures and improve housing conditions. In addition, Brownfield sites may couple TIF funding with any additional remediation and environmental grants. Information on petroleum sites can be obtained from the OCULUS data management database on the FDEP website (<http://dwmedms.dep.state.fl.us/Oculus/servlet/login>). The Contamination Locator Map on the FDEP website can provide locational information on the discharge sites and links to the OCULUS database (<http://webapps.dep.state.fl.us/DepClnup/welcome.do>).

## **Availability of Community Facilities and Services**

Since the original community redevelopment plans were adopted, the City of Jacksonville has expended considerable funds on infrastructure improvements and beautification efforts. Additionally, in the last decade the City has spent over \$441 million on public improvements funded by the Better Jacksonville Plan. Many of the improvements funded by the Better Jacksonville Plan are located within the Downtown community redevelopment areas and include Veterans Memorial Arena, Baseball Grounds of Jacksonville, new Duval County Courthouse, and the Main Library.

## **Effect on School Population**

As stated above, there is only one public school located within the Downtown Northbank CRA: LaVilla Middle School for the Arts. Table 6.4.1 on the following page identifies the school population and any available capacity for that school as well as those public schools in close proximity to Downtown Jacksonville. The residential development programs identified within the Plan are not expected to adversely affect school populations.

**Table 6.4.1**  
**Duval County Public Schools In and Around Downtown Jacksonville**

School Name and Location	Magnet School	Enrollment Capacity	Current Enrollment (Percent of Capacity)	School Performance Grade (2012)
John E. Ford Pre K-8 (#154) 1137 Cleveland Street, 32209	Yes	681	696 (102%)	C
Richard L. Brown Elementary (#148) 1535 Milnor Street, 32206	Yes	758	509 (67%)	C
Central Riverside Elementary (#18) 2555 Gilmore Street, 32204	Yes	426	408 (96%)	A
Spring Park Elementary (#72) 2250 Spring Park Road, 32207	Yes	504	442 (88%)	A
Matthew W. Gilbert Middle (#146) 1424 Franklin Street, 32206	Yes	776	471 (61%)	D
LaVilla Middle School for the Arts (#267) 501 North David Street, 32202	Yes	765	1,128 (148%)	A
Julia Landon Middle School (#31) 1819 Thatcher Avenue, 32207	Yes	735	747 (102%)	A
Andrew Jackson High School (#35) 3816 North Main Street, 32206	Yes	1,432	691 (48%)	P

Source: Duval County School District

## Relocation of Displaced Residents and Businesses

Residential relocations are not currently contemplated by this Plan. In the event that existing or future Downtown Investment Authority (DIA) projects do require the relocation of residents, a relocation plan will be submitted as a component of the project package prior to official action on the project.



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## 6.5

# CRA Plan Umbrellas

Each Downtown Community Redevelopment Area (CRA) has a Redevelopment Plan that has a total life span of sixty (60) years. The Southside CRA Redevelopment Plan was adopted in 1980, expiring in 2040; the Northside West CRA Redevelopment Plan was adopted in 1981, expiring in 2041; and the Downtown East CRA Redevelopment Plan was adopted in 1984, expiring in 2044. While this Plan Update identifies certain specific projects and programs that the DIA seeks to implement for the redevelopment of Downtown, it cannot foresee all the possible challenges and opportunities for redevelopment that will come forward over that time frame. Therefore the Plan Update includes a list of statements (detailed as items 1 through 12 below) which anticipate broad categories of redevelopment activities that the DIA may take under the Plan, and on which the DIA may expend Redevelopment Trust Fund allocations where appropriate. It is anticipated that the funding for these projects could include the entire project process such as the planning, design, construction, and possibly maintenance of improvements.

The following is a list of redevelopment activities for which the DIA may seek to allocate Redevelopment Trust Fund monies for projects and programs, in part or in whole, in the future throughout the life of each CRA's Redevelopment Plan to continue the redevelopment of Downtown.

1. Economic Development
2. Directional Signage and Wayfinding
3. Streetscape and Infrastructure
4. Parking
5. Design Guidelines
6. Historic Preservation
7. Housing
8. Riverfront, Parks and Open Space
9. Public Investment Properties
10. Marketing, Festivals, Entertainment, and Tourism
11. Culture, Arts, and Education
12. Community Health

## 1. Economic Development

A key component required for successful redevelopment of Downtown is to increase the amount of residents and businesses within the core area by providing the base market for proposed housing, hospitality, entertainment, retail and other commercial projects; therefore the Plan recommends the DIA pursue activities that support multi-family housing, office/retail development, and other commercial projects that spur economic development Downtown. While the DIA has developed some programs and projects to spur retail and other commercial

activities in the Downtown CRAs, the DIA cannot predict all manner of programs or projects that might be needed over the life of the Plan. Therefore while specific programs and projects are listed in the Plan, the DIA intends to develop additional programs and support additional projects in the future to spur economic development in Downtown. The DIA would use Redevelopment Trust Fund monies in support of these future projects.

## 2. Directional Signage and Wayfinding

As important elements of the redevelopment of Downtown, the improvement of existing signage and the development of new signage, along with new methods by which Signage and Wayfinding may be implemented; the DIA intends to be able to adopt projects in the CRAs that improve Signage and Wayfinding for Downtown. The DIA would use Redevelopment Trust Fund monies to help pay for these future Signage and Wayfinding projects.

## 3. Streetscape and Infrastructure

The redevelopment of Downtown will involve a number of Streetscape and Infrastructure projects. The Plan includes a number of specific projects of these types in the Downtown Northbank CRA Project Listing (Section 6.6). However there may be additional projects that would further the redevelopment of Downtown. The DIA would use Redevelopment Trust Fund monies to help pay for these potential Streetscape projects which might include sidewalks, bicycle lanes, crosswalks, street trees, lighting, furnishings and landscaped medians. Redevelopment Trust Fund dollars may also be used to improve Infrastructure projects such as roadways, stormwater systems, potable water systems, sanitary sewer, wireless fidelity, and other utilities to support redevelopment. Streetscape and infrastructure improvements must improve walkability in all parts of Downtown with an emphasis on creating highly walkable neighborhood nodes. All Downtown infrastructure improvements shall accommodate pedestrians and bicyclists within existing street network to establish a dedicated network.

## 4. Parking

The revitalization of Downtown centers on housing, retail business development, and increasing the utilization of vacant office space. All three of these topical areas have a common element in that they all require bringing people into Downtown for various lengths of time. While our future may center on mass transit, currently the proper management of parking assets in and around the Downtown area is critical. The DIA is addressing some aspects of parking for listed projects related to streetscapes, road diets, and street redesign but, there may be other projects or programs which could also improve parking management. The DIA would seek to implement these currently unknown projects or programs to facilitate development in Downtown. The acquisition of property, the demolition of non-historic buildings, and the disposition of property are tools the DIA may use to foster parking management in Downtown. The DIA would use Redevelopment Trust Fund monies to help pay for these potential parking projects.

## 5. Design Guidelines

The DIA is authorized to establish and enforce design guidelines to promote continuity throughout the redevelopment of Downtown. The DIA has oversight over the Downtown Design Review Board (the "DDRBB"), which issues approvals of design compliance with the downtown design guidelines. The DIA may choose to make changes to these guidelines or adopt new guidelines. The design and orientation of buildings and improvements shall take into account its impacts on surrounding buildings, structures, views, public access, and waterways. Design and orientation shall actively engage with the River, the Riverwalk, and Riverfront. The design

guidelines and riverfront design framework shall be geared towards improving walkability Downtown and in the neighborhood nodes. In order to most effectively accomplish this, the DIA may use Redevelopment Trust Fund monies to pay for any associated consultant and other professional related to modifying the design guidelines for Downtown.

## 6. Historic Preservation

The Downtown urban core of Jacksonville is home to a great many historic structures. After the great fire of 1901 which decimated the Downtown area, the number of historic structures in Jacksonville was drastically reduced. Therefore the preservation of any historic buildings (whether currently designated as such or not) and the historic fabric itself is an extremely important aspect of the redevelopment of Downtown. The DIA may seek to assist the preservation of the historic fabric and historic structures in Downtown by directly funding a preservation project or providing historic preservation incentives to the private sector. The DIA may use Redevelopment Trust Fund monies to pay for future historic preservation activities as the need arises.

## 7. Housing

Having a critical mass of residents living in Downtown is essential to developing a thriving Downtown area and is an important element in the redevelopment of Downtown. There has been a consistent lack of housing options for those who work in Downtown and might like to live Downtown as well. Therefore the DIA has developed a number of Housing Incentive Programs to help alleviate this issue. While the DIA has developed some programs and projects to encourage housing stock development in the Downtown CRAs, the DIA cannot predict all manner of programs or projects that might be needed over the life cycle of each CRA. The DIA may develop programs to incentivize housing development, assist renters or homeowners to move to Downtown, or to rehabilitate older rental housing stock. Therefore, while specific programs and projects are listed in the Plan, the DIA intends to develop additional programs and support additional projects in the future to spur housing development in Downtown. The DIA may use Redevelopment Trust Fund monies in support of these future projects.

## 8. Riverfront, Parks and Open Space

The riverfront, parks, and open spaces are an important part of Downtown for residents, employees, and visitors. The quality and quantity of these locations leave a lasting impression of what Downtown is, and is not. Additionally with an area in excess of eight (8) linear miles of riverfront running through the Downtown CRAs the development activity along this very special area is an important aspect the DIA will need to manage and incentivize as the entire Downtown is redeveloped. Therefore the DIA while currently proposing in the Plan some projects along the riverfront and for the development of park and other open spaces cannot foresee where these spaces will need to be located and developed, and how the riverfront can best be developed. The DIA in anticipation of these unknown needs intends to develop additional projects in the future to spur the development of parks and open space, and to maximize the impacts of riverfront development in Downtown. The DIA intends to spend Redevelopment Trust Fund monies in support of these future projects.

## 9. Public Investment Properties

The DIA manages city-owned properties located in the Downtown CRAs. The DIA may from time to time need to acquire or dispose of real property within the CRAs to foster the redevelopment

of Downtown. Some possible uses for DIA acquired properties may be developing housing, improving parking management, developing commercial space, creating more open space, improving infrastructure, and facilitating historic rehabilitation. The DIA cannot foresee all properties that may need to be acquired or disposed of in this Plan, and thus intends to be able to spend Redevelopment Trust Fund monies in support of these acquisition and disposals of public properties within the Downtown CRAs including all due diligence costs.

## 10. Marketing, Festivals, Entertainment and Tourism

The public perception of Downtown is an important part of driving Downtown's redevelopment. The ability to change negative perceptions, show improvements, and demonstrate to the citizens of Jacksonville, and the public at large, the revitalization of the Downtown area can have a massive impact on how well and how quickly the redevelopment of Downtown occurs. Therefore the DIA needs the ability to inform the public about the improvements and energy in Downtown through an organized marketing campaign. This campaign should include festivals, events, entertainment, and efforts aimed at tourist attraction to Downtown, as well as earned and purchased media coverage. The campaign should help create and maintain the brand of Downtown as the central hub of activity for the region. The DIA intends to spend Redevelopment Trust Fund monies in support of these future marketing programs, and in support of events, festivals and the encouragement of directing tourism into Downtown.

## 11. Culture, Arts, and Education

Cultural events and spaces, the Arts, and Education enhance the experience of being and going into Downtown. Encouraging and supporting these activities creates an improved perception of Downtown, makes the experience of Downtown visitors better, and makes Downtown a place where people want to spend time. This in turn stimulates the housing and retail markets in Downtown, which further enhances the revitalization of Downtown. The DIA has listed specific projects in the Plan related to the Culture, the Arts, and Education. However the DIA cannot plan for every beneficial cultural, artistic, or educational opportunity which may present itself in the Downtown area. Therefore the DIA may seek to provide support to cultural, artistic, educational, civic, and park and open space programming projects that promote Downtown and which draw attention and people to the Downtown area. The DIA may use Redevelopment Trust Fund monies in support of these cultural, artistic, and educational opportunities as they present themselves to promote Downtown.

## 12. Community Health

Modern urban development includes an aspect of promoting and supporting physical activity, improved dietary choices, and an overarching desire to improve the health of people living in urban areas. This focus on community health has shifted some of the design and development aspects of housing, open space, streetscapes, mobility, and even retail development within cities. The redevelopment of Downtown needs to address these community health concerns when evaluating projects, programs, and the overall direction the Downtown redevelopment activities are taking. The DIA has included community health concerns throughout the Plan; however the DIA cannot foresee the myriad of methods in which community health in Downtown can be improved. Therefore the DIA may seek to implement development programs that support improving community health, as well as supporting or initiating project or programs which support improving community health. The DIA may use Redevelopment Trust Fund monies in support of these projects and programs that seek to improve community health.



6.6

# Redevelopment Projects

## Project Name: Retail Enhancement Grant Program

Plan Schedule: 2014-2015

Estimated Cost: \$750,000

### Comprehensive Plan Consistency:

Future Land Use Objective 2.3

Future Land Use Policies 2.3.8, 2.3.11 and 2.3.15

### Supporting Redevelopment Goals:



Downtown  
Epicenter



24-7  
Downtown



Healthy  
Design



Strategic  
Partnerships



Pedestrian  
Access



River  
Access



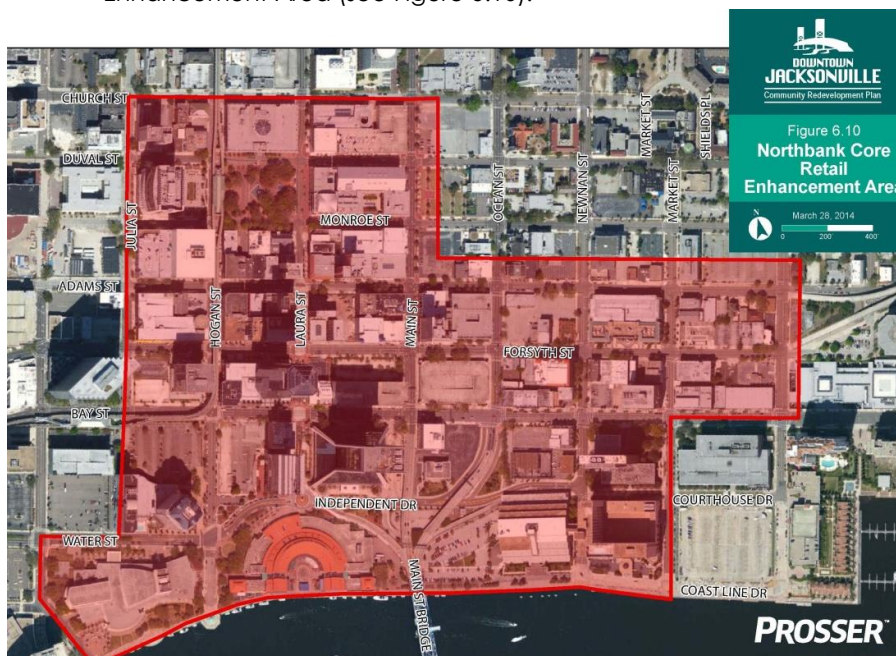
Urban  
Living

The success of many great downtown streets has much to do with its continuity of retail uses on the first floors of buildings. This continuity increases the retail interest in a street, provides a heightened degree of liveliness, color, movement, and energy, and provides the necessary synergy among retailers that ultimately results in greater sales and interest from additional retailers.

The Downtown Jacksonville retail market is not large enough for total first floor retailing along every downtown street; however, most of the best ground floor space to require retail use is located along Hogan Street, Laura Street, Bay Street, and Adams Street. The DIA has determined that retail and restaurant recruitment and creative office (such as business incubation, education/academia, information technology offices, art galleries and entertainment themed businesses) space is a priority within the Northbank Core Retail Enhancement Area.

The Downtown Retail Enhancement Grant Program (the "Program") is designed to create momentum in the critical task of recruiting and retaining restaurant and retail businesses and creative office space in the Northbank Core Retail Enhancement Area. The DIA will allocate recoverable grants to any property or business owner with qualified projects to assist with paying some of the costs associated with renovating or preparing commercial space for retail, salon, restaurant, gallery or other similar use for occupancy as identified above. Funds may be used to retain existing businesses or to recruit new businesses to the Northbank Core Retail Enhancement Area. **The grant will help even in the event the tenant should go out of business because the building improvements subsidized by the DIA will benefit subsequent tenants.** The specific goals for the Program are:

- Expand the local property tax base by stimulating new investment in older, Downtown properties;
- Expand state and local sales tax base by increasing sales for new or existing shops; and
- Attract new and retain existing business to/in Downtown by decreasing renovation costs incurred for modernizing retail space in older, commercial properties in the Northbank Core Retail Enhancement Area (see Figure 6.10).



To advance recruitment and marketability, the recoverable grant ("Grant") provides an incentive to improve the interior appearance and utility of street level storefronts, which will in theory attract retail and restaurant owners and draw more customers to the Downtown area.

## Project Name: Urban Art Façade and Streetscape Program

**Plan Schedule:** 2014-2015

**Estimated Cost:** \$406,000

### Comprehensive Plan Consistency:

Future Land Use Objective 2.3  
Future Land Use Policies 2.3.5, 2.3.6 and 2.3.15  
Transportation Policies 1.5.9 and 1.6.1  
Housing Policy 1.4.7

### Supporting Redevelopment Goals:



The Urban Art Façade and Streetscape Program is an arts-based civic engagement initiative to promote community development through urban design and attractive streetscape enhancements with semi-permanent and permanent public art installations. Individual artists or artist teams are encouraged to partner with property owners (public and private) to produce façade enhancements and streetscape designs that engage audiences of all ages at the street level. The Urban Art Façade and Streetscape Program is complimentary to clean up and beautification initiatives with each community-based activity further enhancing and shaping the city's overall design and visual aesthetic while highlighting the individuality and identities of residents, schools, and businesses by neighborhood. Some of the following projects will require joint agreements as they involve multiple administrations, agencies, and authorities.

### The allocations below are illustrative and subject to change.

#### Project: Duval Walls (Budget: \$105,000)

Duval Walls is a live outdoor exhibition of mural artists and artist teams installing up to seven site-specific, semi-permanent and permanent public art murals on to the facades of abandoned and underused buildings. These large-scale signature murals are designed to encourage greater pedestrian connection and community engagement. Featured walls could beautify and enliven the streetscape and serve as pathways and corridors leading residents and visitors to experience Downtown as a neighborhood of renewed visual vibrancy through the arts.

- **Public art budget (75%): \$78,750** (up to seven \$11,250 projects dependent upon scale)  
Budget includes the artist(s) fee, supplies, liability insurance, preparing, power washing and priming surface, equipment rental (if applicable), and travel-related expenses.
- **Administrative budget (20%): \$21,000**  
Project management (15%): \$15,750  
Permitting fees, archiving/documentation, plaque/signage (5%): \$5,250
- **Long-term maintenance budget (5%): \$5,250**

#### Project: Skyway Walls (Budget: \$64,000)

Skyway Walls will enhance the overall street-level engagement, promote walkability, and improve safety with up to 15 highly visible concrete walls, stairwells, support columns, and infrastructure of the Skyway rail system targeted for semi-permanent and permanent public art murals. Artists/artist teams could be commissioned to transform these concrete canvases into designs and welcoming imagery to encourage visitors and residents of all ages to utilize transit stations.

- **Public art budget (75%): \$48,000** (up to ten \$2,000 columns; up to five \$5,600 supports/stairwells)  
Budget includes the artist(s) fee, supplies, liability insurance, preparing, power washing and priming surface, equipment rental (if applicable), and travel-related expenses.
- **Administrative budget (20%): \$12,800**  
Project management (15%): \$9,600  
Permitting fees, archiving/documentation, plaque/signage (5%) \$3,200
- **Long-term maintenance budget (5%): \$3,200**

#### **Project: Utility Box (Budget: \$12,000)**

Painting electric utility/traffic boxes transforms these “necessary” utilitarian objects into works of art to enhance the visual landscape. The main objective of this program is to initiate, promote, coordinate and implement quality beautification projects that improve the appearance of downtown and surrounding counties for the people who have invested their lives here and people visiting, in conjunction with citizens, schools, community based organizations, businesses.

- **Public art budget (75%): \$9,000** (up to eighteen \$600 projects)  
Budget includes the artist(s) fee, fabrication, supplies, liability insurance, equipment rental (if applicable), and travel-related expenses.
- **Administrative budget (20%): \$2,400**  
Project management (15%): \$1,800  
Permitting fees, archiving/documentation, plaque/signage (5%) \$1,600
- **Long-term maintenance budget (5%): \$600**

#### **Project: Bike Racks (Budget: \$20,000)**

Bicycle parking should be readily available along shared streets and at destinations. Bike rack designs should balance form with function, be able to accommodate between a minimum of 4-6 bikes, and comply with national bicycle parking standards. Artist-designed proposals could be commissioned and selected for fabrication and installation at approved sites, which may include multiples of the same design.

- **Public art budget (75%): \$15,000** (up to eighteen \$600 projects; up to two \$2,100 projects)  
Budget includes the artist(s) fee, fabrication, supplies, liability insurance, equipment rental (if applicable), and travel-related expenses.
- **Administrative budget (20%): \$4,000**  
Project management (15%): \$3,000  
Permitting fees, archiving/documentation, plaque/signage (5%) \$1,000
- **Long-term maintenance budget (5%): \$1,000**

#### **Project: Street Furnishings (Budget: \$32,000)**

Street furnishings take the form of benches, chairs, trash receptacles, planters, etc. designed with function and should be provided where social activity exists in public spaces. Different kinds of seating (benches, single chairs, etc.) and seating arrangements should be provided to allow for socializing and gathering along the main pedestrian connectors. Secondary seating such as planter, curbs, rails and other raised surfaces should be encouraged in future developments.

- **Public art budget (75%): \$24,000** (up to twelve \$2,000 projects)  
Budget includes the artist(s) fee, fabrication, supplies, liability insurance, equipment rental (if applicable), and travel-related expenses.
- **Administrative budget (20%): \$6,400**  
Project management (15%): \$4,800  
Permitting fees, archiving/documentation, plaque/signage (5%) \$1,600
- **Long-term maintenance budget (5%): \$1,600**

#### **Project: Outdoor Sculpture Installation (Budget: \$173,000)**

In highly visible areas, up to two outdoor sculptures of various media and styles are displayed for permanent exhibition in the public realm or the support of rotating private exhibit installation program (city parks, green spaces, sidewalks or right-of-way). Ranging in size, style, and format, the projects are designed to shape the city and aesthetic legacy that we wish to preserve, promote public interest in outdoor public art, develop community pride, and draw visitors to the retail or civic areas where they are displayed.

- **Public art budget (75%): \$129,750** (up to two \$64,875 projects or one \$129,750 project)  
Budget includes the artist(s) fee, supplies, liability insurance, equipment rental (if applicable), and travel-related expenses.
- **Administrative budget (20%): \$34,600**  
Project management (15%): \$25,950  
Permitting fees, archiving/documentation, plaque/signage (5%) \$8,650
- **Long-term maintenance budget (5%): \$8,650**

## Project Name: Hemming Plaza Management

**Plan Schedule:** 2014-2015

### Supporting Redevelopment Goals:

**Estimated Cost:** \$800,000

### Comprehensive Plan Consistency:

Future Land Use Objective 2.3  
Future Land Use Policies 2.3.8, 2.3.13 and 2.3.15  
Transportation Policy 1.5.2  
Housing Policy 1.4.7



Downtown  
Epicenter



24-7  
Downtown



Healthy  
Design



Strategic  
Partnerships



Pedestrian  
Access



River  
Access



Urban  
Living

A variety of events take place on a regular basis to draw people from all walks of life Downtown. More events Downtown will mean more people in the streets which contributes to the sense of place and perceived senses of safety. Visitors to events in the core will increase their awareness and familiarity with Downtown and they may be more likely to return when there is not a special event. Downtown employees offer a solid base of attendees for reoccurring "after work" events that help keep Downtown active past 5:00 PM. In addition to activation, programs and projects should protect the extent of the canopy of oaks and other shade trees.

The Friends of Hemming Plaza (FOHP) have proposed the following operations and management strategy for Hemming Plaza: (1) make the plaza clean, safe, and attractive; (2) activate the space through programming, events, vendors, and partnering with others to make it easier to hold events in the larger plaza area, including adjacent streets and sidewalks; and (3) collaborate with surrounding property owners and tenants, Downtown stakeholders, and other groups.





## Project Name: Hogan Street Plaza

**Plan Schedule:** TBD

**Estimated Cost:** \$1,015,000

### Comprehensive Plan Consistency:

Future Land Use Objective 2.3

Future Land Use Policies 2.3.6, 2.3.8, 2.3.11, 2.3.13 and 2.3.15

### Supporting Redevelopment Goals:



Downtown  
Epicenter



24-7  
Downtown



Healthy  
Design



Strategic  
Partnerships



Pedestrian  
Access



River  
Access



Urban  
Living

The Jacksonville Landing is important to the revitalization of Downtown as it is located at the crossroads where everything comes together: Hemming Plaza and the Laura and Hogan Street corridors, the river and road connections to the Southbank, the Northbank Riverwalk and east-west collectors like Water Street, Independent Drive, and Bay Street.

The Plan recommends the DIA partner with the private sector in any redevelopment initiative that repositions the Jacksonville Landing with more destination experience events, mixed-use including residential, shopping, ample pedestrian access to the river, and unique restaurants.

One proposed repositioning concept plan seeks to integrate the Landing back into the fabric of the Downtown Northbank CRA. The concept plan (illustrated at the bottom of this page) includes portal view corridors and riverfront engagement with connectivity to the river; greater building setbacks from the river; pedestrian-friendly connections with plenty of shade to the Northbank Riverwalk; and the infusion of public art along the waterfront.

The Plan is supportive of the elimination of Hogan Street's existing terminus at the river and shifting it northward at a roundabout comparable to the one at the end of Laura Street immediately in front of the Jacksonville Landing. This shift enables the creation of a pedestrian plaza along the river between the Jacksonville Landing and the Times Union Center for the Performing Arts.

### The allocations below are illustrative and subject to change.

- |   |            |
|---|------------|
| • Mobilization and Maintenance of Traffic | \$ 150,000 |
| • Site Preparation and Demolition         | \$ 38,328  |
| • Roadway, Sidewalk, Landscape, Drainage  | \$ 456,744 |
| • Drainage and Utility                    | \$ 100,000 |
| • Design, Construction Administration     | \$ 100,000 |

## Project Name: Improved Wayfarer Signage

**Plan Schedule:** 2014-2015

### Supporting Redevelopment Goals:

**Estimated Cost:** \$750,000

### Comprehensive Plan Consistency:

Future Land Use Policy 2.3.6  
Transportation Policies 1.5.1, 1.6.1 and 1.6.4  
Housing Policy 1.4.7



Downtown  
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24-7  
Downtown



Healthy  
Design



Strategic  
Partnerships



Pedestrian  
Access



River  
Access



Urban  
Living

The Downtown Northbank CRA is comprised of several Districts, but no coordinated signage and wayfinding system was ever implemented to help people locate destinations and move from one district to another.

The implementation of a consistent, clean, and accurate system of wayfarer signs can better define the Downtown Northbank CRA portion of Downtown Jacksonville, reinforcing its unique character, attributes, and assisting both motorists and pedestrians in navigating through the area in a pleasant and easy way. These identifiers could not only provide improved directional information for both those in vehicles and pedestrians, but they also can become major elements of an improved public environment that add color, liveliness and a degree of celebration to the public realm. The combination of improved information for those residing or visiting Downtown Jacksonville, a reinforcement of the special character of the Downtown Northbank CRA, and a heightened level of liveliness makes the improved wayfarer signage system one of the most useful and cost-effective implementation measures the DIA can use to move the Plan forward.

As a corollary effort to the 2000 Downtown Master Plan, a unified signage and wayfinding system for downtown was developed by the City's consultant and received DDRB approval in 2010. The system provided for an overall logo, design vocabulary, and color palette for the Brooklyn, Northbank, LaVilla, and Sports Complex districts located within the Downtown Northbank CRA. The DIA could utilize this approved signage and wayfinding system or build upon the work already done and seek design approval for another variation. The recommended project supports developing a dedicated brand identity with short-term beautification initiatives that improve connectivity and walkability. The improved signage has the ability to string other Downtown projects together and directly addresses an impediment for visitors of easily identifying parking, public spaces, and points of interest. It is a near-term effort to combat the negative perception that it is difficult to find your way around Downtown Jacksonville, while also serving as a form of beautification.

## Project Name: Liberty Street Improvements

**Plan Schedule:** TBD

**Estimated Cost:** \$500,000

### Comprehensive Plan Consistency:

Future Land Use Policy 2.3.15  
Transportation Policies 1.5.1 and 1.5.8  
Housing Policy 1.4.7

### Supporting Redevelopment Goals:



Downtown  
Epicenter



24-7  
Downtown



Healthy  
Design



Strategic  
Partnerships



Pedestrian  
Access



River  
Access



Urban  
Living

All Downtown infrastructure improvements shall accommodate pedestrians and bicyclists within existing street network to establish a dedicated network. These facilities will provide for improved access, convenience, and safety to major destinations within Downtown to surrounding neighborhoods. Each improvement and project shall build upon priorities identified in the 2030 Multimodal Transportation Plan and the North Florida Transportation Planning Organization (NFTPO) Downtown Jacksonville Bicycle and Pedestrian Route Plan as well as other previous work to identify strategic corridors and a variety of facility types to be determined. In addition, each improvement and project shall consider bicycle treatment options outlined in both the AASHTO Guide for Development of Bicycle Facilities and the National Association of City Transportation Officials (NACTO) Urban Bikeway Design Guide.

All improvements and projects will take into consideration the following traffic analysis essentials:

- Ease of Implementation
- Connectivity
- Crash Data
- Gap Analysis
- Count Data
- Volume Data
- Speed Data
- Impact Assessment
- Synchronization of Signals
- Pedestrians and Bike Signal Improvements
- Traffic Calming Recommendations

Cycle tracks provide bicyclists exclusive space in the roadway by separating them from motor vehicle traffic with raised medians. The Plan recommends giving Liberty Street a road diet reducing lanes from four to two lanes. The Plan recommends north-south protected bike lanes (cycle tracks) along the west side of Liberty Street connecting the Klutho Park Greenway with the Northbank Riverwalk. Liberty Street is a four-lane undivided road with some on-street parking and very low traffic volumes. In the context of the new American urban economy, protected bike lanes (cycle tracks) promote economic growth in several common ways:

- **Fueling Redevelopment to Boost Real Estate Value** Protected bike lanes can bring order and predictability to streets and provide transportation choices while helping to build neighborhoods where everyone enjoys spending time.
- **Helping Companies Attract Talented Workers** Millennials and members of Generation X increasingly prefer downtown jobs and nearby homes. Protected bike lanes make biking more comfortable and popular and can help companies locate Downtown without unnecessary expenses on parking.
- **Making Workers Healthier and More Productive** By creating a clear delineation between auto and bike traffic, protected bike lanes get more people burning calories, clearing minds, and strengthening hearts and lungs. As companies scramble to lower health care costs, employees benefit from the exercise of pedaling to work helping boost overall productivity and reduce bills.
- **Increasing Retail Visibility and Sales Volume** When people use bikes for errands, they're the ideal kind of retail customers: regulars. They stop by often and spend as much or more per month as people who arrive in cars. Plus, ten customers who arrive by bike fit in the parking space of one customer who arrives by car.

## Project Name: Bay Street Improvements

**Plan Schedule:** TBD

**Estimated Cost:** \$1,000,000

### Comprehensive Plan Consistency:

Future Land Use Policy 2.3.15  
Transportation Policies 1.5.1 and 1.5.8  
Housing Policy 1.4.7

### Supporting Redevelopment Goals:



All Downtown infrastructure improvements shall accommodate pedestrians and bicyclists within existing street network to establish a dedicated network. These facilities will provide for improved access, convenience, and safety to major destinations within Downtown to surrounding neighborhoods. Each improvement and project shall build upon priorities identified in the 2030 Multimodal Transportation Plan and the North Florida Transportation Planning Organization (NFTPO) Downtown Jacksonville Bicycle and Pedestrian Route Plan as well as other previous work to identify strategic corridors and a variety of facility types to be determined. In addition, each improvement and project shall consider bicycle treatment options outlined in both the AASHTO Guide for Development of Bicycle Facilities and the National Association of City Transportation Officials (NACTO) Urban Bikeway Design Guide.

All improvements and projects will take into consideration the following traffic analysis essentials:

- Ease of Implementation
- Connectivity
- Crash Data
- Gap Analysis
- Count Data
- Volume Data
- Speed Data
- Impact Assessment
- Synchronization of Signals
- Pedestrians and Bike Signal Improvements
- Traffic Calming Recommendations

The Plan recommends the development of a greenway, including increased walkability and accessibility and two-way protected bike lanes (cycle track) on the north side of Bay Street offering a protected east-west bicycle connection all the way from **Jefferson Street to Liberty Street**, connecting with new north-south bicycle paths also recommended in the Plan. This can be accomplished by removing one travel lane with the one-way portion of Bay Street remaining one-way.

- Segment A (Stadium to Liberty) 4,600'
- **Segment B (Liberty to Ocean) 1,275'**
- **Segment C (Ocean to Hogan) 1,250'**
- **Segment D (Hogan to Jefferson) 1,885'**
- Segment E (Riverside Ave Ramps)

This initial foray into protecting bicycle traffic along Bay Street could serve as a critical connection to bicycle pathways that exist around Downtown. The estimated cost for Phase 1 is based upon \$700,000 per mile for milling and restriping, \$200,000 per mile for multi-use trails, \$100,000 per mile for mid-block crossings (which include median and signal), and a 20% contingency.

Segment A is the longest segment and should be done as a part of Phase 2. It could be constructed for approximately \$500,000. This segment could, however, be handled just as well (or better) through extension of the Riverwalk. This would enable this system to tie into the regional Emerald Necklace bicycle system.

As part of Phase 2, Segment E from Jefferson Street to the Riverside Avenue ramps would connect the system to the bicycle lanes on Riverside Avenue west of the ramps. This segment requires additional analysis to formulate a cost estimate. Phase 2 could include widening sidewalks for café seating and removal of the large mast arm traffic signals in favor of more conventional, a less domineering design.

## Project Name: Pearl Street Improvements

**Plan Schedule:** TBD

**Estimated Cost:** \$325,000

### Comprehensive Plan Consistency:

Future Land Use Policy 2.3.15  
Transportation Policies 1.5.1 and 1.5.8  
Housing Policy 1.4.7

### Supporting Redevelopment Goals:



All Downtown infrastructure improvements shall accommodate pedestrians and bicyclists within existing street network to establish a dedicated network. These facilities will provide for improved access, convenience, and safety to major destinations within Downtown to surrounding neighborhoods. Each improvement and project shall build upon priorities identified in the 2030 Multimodal Transportation Plan and the North Florida Transportation Planning Organization (NFTPO) Downtown Jacksonville Bicycle and Pedestrian Route Plan as well as other previous work to identify strategic corridors and a variety of facility types to be determined. In addition, each improvement and project shall consider bicycle treatment options outlined in both the AASHTO Guide for Development of Bicycle Facilities and the National Association of City Transportation Officials (NACTO) Urban Bikeway Design Guide.

All improvements and projects will take into consideration the following traffic analysis essentials:

- Ease of Implementation
- Connectivity
- Crash Data
- Gap Analysis
- Count Data
- Volume Data
- Speed Data
- Impact Assessment
- Synchronization of Signals
- Pedestrians and Bike Signal Improvements
- Traffic Calming Recommendations

This recommended project is a simple and reasonably low-cost model project aimed at making Downtown Jacksonville a great bicycle friendly urbanized area linked to adjacent neighborhoods to the north. Apart from the recreational opportunities, bikeways and trails offer excellent opportunities for transportation. Dollar for dollar, bicycle infrastructure is the most cost effective means of transportation available.

The existing configuration of Pearl Street is a confusing combination of two-lane, four-lane, one-way and two-way sections. In support of the Plan recommendation to convert Pearl Street to two-way traffic, the Plan also recommends a simple improvement to the Pearl Street corridor that will facilitate and encourage safe bicycle travel all the way from Springfield and the downtown campus of Florida State College at Jacksonville and to the St. Johns River.

These improvements can be as simple as bicycle lane markings and enhanced intersection markings, as well as, increasing multi-use trails constructed in accordance with National Association of City Transportation Officials (NACTO) Urban Bikeway Design Guide to serve as a model of what future Downtown Jacksonville bikeways can be. The project would result in a pleasant and safe bike route between Springfield and Riverside via the Northbank Riverwalk and the sidewalk on Riverside Avenue.

The recommended bikeway would extend from State Street (the Downtown Northbank CRA's northern boundary) to the Northbank Riverwalk. This is a critical link in the urban bikeway system connecting residential and employment uses and cultural and entertainment assets along the St. Johns River.

**Section One** extends from State Street to Duval Street. It contains wide pavement areas that are good candidates for installation of bike lanes that could link residential uses to the north to Downtown employment, recreational, and entertainment opportunities.

**Section Two** extends from Duval Street to the Northbank Riverwalk. If there is not sufficient space for a protected bike lane for every block, the wide sidewalk could offer occasional diversions from the street.



## Project Name: Reinforce Branding of E Town Zone as “The Elbow”

**Plan Schedule:** 2014-2015

**Supporting Redevelopment Goals:**

**Estimated Cost:** Legislative Effort Only

**Comprehensive Plan Consistency:**

Transportation Policy 1.5.9

Future Land Use Objective 2.3

Future Land Use Policies 2.3.5, 2.3.6, 2.3.11 and 2.3.15



Downtown  
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24-7  
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Healthy  
Design



Strategic  
Partnerships



Pedestrian  
Access



River  
Access



Urban  
Living

With Laura Street and the Jacksonville Landing providing Downtown a major retail anchor, it is recommended that the Entertainment Town Zone or “E Town” should be rebranded to “The Elbow”, as it is widely referred to and recognized as the Downtown Northbank destination for entertainment and nightlife. In Section 250.801 of the *Ordinance Code*, a portion of the Elbow District is currently referred to as “E-Town”. The Elbow is a larger area, encompassing E-Town. The Elbow’s boundary consists of E-Town and the Forsyth and Adams Street Corridors. More specifically, Bay Street from Liberty to Ocean; Ocean Street from Bay Street to Forsyth and Adams Streets; Forsyth and Adams Streets from Newnan to Main Street. Therefore, when amending the Ordinance Code to rebrand the district “The Elbow”, the boundary must also be amended. NOTE: This amended boundary will not continue on to Pearl Street as the current E-Town boundary does; The Elbow does not include any area past Main Street.

This area has potential to become much like Beale Street in Memphis or Bourbon Street in New Orleans, The Elbow could be promoted as the place for out-of-towners to come and experience an exciting evening of entertainment with businesses such as the Florida Theatre, Mark's Downtown Club/Lounge, Underbelly, and Dive Bar. The Florida Theatre holds 200 entertainment events annually, drawing 250,000 attendees, as well as hundreds of community and non-profit gatherings. The DIA should support E Town becoming rebranded as “The Elbow”, a recognized name being marketed by more than twenty existing venues, bars, restaurants and shops. The DIA should cultivate even more exciting and dynamic “points of destination” as the site for distinctly eclectic and compelling bars, restaurants, and shops. It is a key link to events at Metro Park, the Baseball Grounds, Veterans Memorial Arena, and EverBank Field and its success has the potential to spill over onto the Hyatt Regency and the site of the former Duval County Courthouse and City Hall Annex Catalyst Sites. There is an acute lack of restaurant and café options within the vicinity of these two sites. The Elbow could be the landing pad for new high quality dining and desert destinations aimed at corporate and legal office employees, downtown residents, hotel guests, arena and stadium attendees, and the greater Jacksonville community.

The Plan recommends enhanced lighting, decorative banners identifying “The Elbow,” and public art to add an innovative flair to the zone, signaling a sense of excitement and playfulness. Bars and nightclubs that extend operating hours encouraging nighttime activity may be supported by the DIA in creating regularly occurring (e.g., monthly) street parties where East Bay Street between Liberty Street and Ocean Street is closed to vehicular traffic in favor of festival-style events, perhaps related to sporting events down the street, that attract visitors to Downtown. The new Retail Enhancement Grant Program complements the goal of this recommended project.

## Project Name: Reinroduce Two-Way Street System

**Plan Schedule:** TBD

### Supporting Redevelopment Goals:

**Estimated Cost:** \$9,377,000

### Comprehensive Plan Consistency:

Future Land Use Policies 2.3.5, 2.3.6 and 2.3.15  
Housing Policy 1.4.7  
Transportation Policies 1.5.1, 1.5.9, 1.6.1, 1.6.2  
and 1.6.3



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Downtown



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Design



Strategic  
Partnerships



Pedestrian  
Access



River  
Access



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All Downtown infrastructure improvements shall accommodate pedestrians and bicyclists within existing street network to establish a dedicated network. These facilities will provide for improved access, convenience, and safety to major destinations within Downtown to surrounding neighborhoods. Each improvement and project shall build upon priorities identified in the 2030 Multimodal Transportation Plan and the North Florida Transportation Planning Organization (NFTPO) Downtown Jacksonville Bicycle and Pedestrian Route Plan as well as other previous work to identify strategic corridors and a variety of facility types to be determined. In addition, each improvement and project shall consider bicycle treatment options outlined in both the AASHTO Guide for Development of Bicycle Facilities and the National Association of City Transportation Officials (NACTO) Urban Bikeway Design Guide.

All improvements and projects will take into consideration the following traffic analysis essentials:

- Ease of Implementation
- Connectivity
- Crash Data
- Gap Analysis
- Count Data
- Volume Data
- Speed Data
- Impact Assessment
- Synchronization of Signals
- Pedestrians and Bike Signal Improvements
- Traffic Calming Recommendations

Existing Downtown one-way street patterns promote faster speeds and reduce wayfinding and traffic dispersion for motorists and lead to confusion and circuitous travel to destinations and attractions. For the casual visitor to Downtown Jacksonville, the one-way street grid often presents a confusing circulation pattern and a frustration at the inability to find a specific location. Often times, drivers are taken blocks out of one's way in trying to return to a destination or find off-street parking. As Downtown Jacksonville redevelops over the coming years, the need for traffic dispersion in the Downtown Northbank CRA will be increased. Two-way streets, coupled with on-street parking and street trees tend to work together to slow automobile travel speeds thereby creating a more walkable, pedestrian-friendly environment. The Plan Update recognizes that some streets are best retained as one-way, to facilitate safer travel and increase vehicle capacity. In order to improve the pedestrian experience and make businesses more visible and accessible, the Plan Update recommends that several one-way streets be converted to enable two-way travel in order to improve wayfinding, improve access to properties, and reduce travel distance to destinations. Listed below those streets the Plan Update recommends being converted to two-way travel in an effort to enhance street-level activity and vibrancy in the Northbank Core Retail Enhancement Area and increasing the visibility of downtown businesses and retailers. The recommended conversions do not alter the arterial loop of one-way roadways that frame the Northbank Core Retail Enhancement Area.

Roadway	From	To
Monroe Street	Pearl Street	Liberty Street
Adams Street	Pearl Street	Liberty Street
Forsyth Street	Pearl Street	Liberty Street
Pearl Street	Riverwalk	State Street
Julia Street	Bay Street	State Street
Hogan Street	Water Street	Union Street

The DIA will coordinate and partner closely with the City's Public Works Department because the signal synchronization system in place Downtown assumes a certain flow and speed of vehicles that is used to maximize the timing of signal sequences. However, the operational disadvantages associated with one-way streets, in which the existing system forces drivers to follow out-of-direction routes to their destinations, causing an increase in the number of turning movements required and the vehicle-miles of travel offsets the signal synchronization issue. Signal synchronization can be dealt with so that signal progression can be maintained on two-way streets to favor the peak direction movement during the morning and afternoon peak periods with minimal effect on vehicular delay or the capacity of the network. Oversized driving lanes should be repurposed to improve walkability with increased walk widths and bikeways. Bicyclists and pedestrians presence in turn slow cars down, and new bike lanes are a great way to utilize excess road width currently dedicated to oversized driving lanes.

**The allocations below are illustrative and subject to change.**

• Mill, Resurface, Two-way Monroe Street	\$ 310,000
• Mill, Resurface, Two-way Adams Street	\$ 380,000
• Mill, Resurface, Two-way Forsyth Street	\$ 360,000
• Mill, Resurface, Two-way Pearl Street	\$ 382,000
• Mill, Resurface, Two-way Julia Street	\$ 460,000
• Mill, Resurface, Two-way Hogan Street	\$ 345,000
• Modify Traffic Signal Equipment	\$ 2,980,000
• Traffic Signal Timing	\$ 82,000
• Parking Meters (Removal and Installation)	\$ 325,000
• Wayfinding	\$ 275,000
Subtotal Project	\$ 5,899,000
Contingency (25%)	\$ 1,474,750
Design	\$ 1,003,200
Construction, Engineering, Inspection	\$ 1,000,000
<b>Total Project Construction</b>	<b>\$ 9,376,950</b>

## Project Name: National Historic District Designation

**Plan Schedule:** 2014-2017

### Supporting Redevelopment Goals:

**Estimated Cost:** \$40,000-\$50,000

**Comprehensive Plan Consistency:**



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The National Register of Historic Places is the official list of the Nation's historic places worthy of preservation. The National Register was established by the National Historic Preservation Act of 1966. The purpose of the Act is to ensure that as a matter of public policy, properties significant in national, state, and local history are considered in the planning of federal undertakings, and to encourage historic preservation initiatives by state and local governments and the private sector. The application process for the listing of a historic district on the National Register starts with the Florida Division of Historical Resources and the Florida National Register Review Board that recommends potential landmarks and districts to the National Park Service for final approval.

**Benefits of a property being listed** in National Register district include the following:

- Properties eligible for 20% Federal Income Tax Credit on a substantial rehabilitation done in compliance with the Secretary of the Interior's Standards for Rehabilitation.
- Properties may be exempt from certain FEMA requirements.
- Properties are eligible for some ADA and building code adjustments which can result in substantial cost savings.
- Properties owned by governments or private non-profit organizations are more competitive for state preservation grants.
- Districts include older buildings that may not be eligible for listing individually, thereby making them eligible for benefits by virtue of being a contributing property in the district.
- Property owners do not have to pursue individual listing(s)-saving time and money.

Being located in a National Register district **DOES NOT REQUIRE:**

- Buildings not be changed, altered or demolished.
- Buildings to be available for public visitation.
- The federal, state or local governments seeking protective covenants or seeking to purchase the property.

The timeframe for listing a district on the National Register can vary due to size of district, completeness and quality of application, and meeting cycle of the National Register Review Board. The National Park Service attempts to make a determination within 45 days of receiving the application. Consulting's fees for creating a historic district(s) will vary to the size and number of districts, the number of buildings already documented, and the amount of research already completed. Estimated cost: **\$30,000 to \$50,000**. Downtown areas that may have a sufficient cluster of buildings based on number, age and integrity to potentially constitute a district include the following;\*

- **Central Business District:** Julia Street on the west; West Ashley Street on the north; North Market Street on the east and Bay Street on the south. A potential smaller residential district may be in the area defined by North Liberty Street on the west; East Ashley Street on the north; Catherine Street on the east; and East Duval Street on the south.
- **LaVilla and Southbank:** Very small districts may be considered along the North Broad Street Corridor between West Bay Street and West State Street, and Clay Street west to both sides of North Jefferson Street. A potential Southbank district could be considered in the general area defined by Prudential Drive, Onyx Street, Louisa Street, and Kipp Street.

**\*Please note these are very general working boundaries. Development of specific boundaries will be part of the nomination application.**

## Project Name: Artists Live/Work Implementation Strategy

**Plan Schedule:** 2016-2017

**Supporting Redevelopment Goals:**

**Estimated Cost:**

**Comprehensive Plan Consistency:**

Future Land Use Policies 2.3.8, 2.3.11 and 2.3.15  
Housing Policies 1.2.14 and 1.4.7



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Great cities are known for their distinct and unique art, cultural, and entertainment (ACE) offerings. ACE are not only relevant in creating a sense of place, but they also contribute to the economic vitality of Downtown. Economic research notes that steady growth in downtowns contributes directly to the demand and success of ACE destinations and programs. Downtown Jacksonville is not only undergoing a physical renaissance but cultural awakening as well. The Plan seeks to differentiate and brand Downtown's ACE offerings as part of an overall competitive and market positioning strategy. Specifically, the DIA seeks to:

- Build on cultural strengths and assets to differentiate Jacksonville as an international city and authentic place;
- Strengthen Downtown's role as the center of culture and commerce;
- Leverage arts to expand visitor, residential, and business base;
- Enhance quality of life for urban residents, their guests, and visitors; and
- Maximize direct/indirect qualitative and economic benefits.

Artists require affordable space to live and make art, and communities require economic, creative and cultural stimulus to support an attractive public realm. Relocation projects establish an arts scene in buildings that may have been formerly unoccupied or had a different use. Incentives are often used to attract artists and arts-related activity by providing subsidies and assistance for moving, property rehabilitation and start-up costs.

The Plan recommends repurposing derelict structures by converting them to affordable, viable, and sustainable housing and studio environments for artists. Doing so will not only reduce the number of vacant and deteriorating structures, but will help create excitement and boost efforts to create an Arts District in Downtown Jacksonville. The goal of this endeavor is to create an influx and concentrated clusters of creative energy (density) that becomes a mechanism for the community to encourage future livability and prosperity. Renovation should allow the creation of live/work units and complementary space, including offices for arts, cultural and educational organizations and galleries that can be used for exhibitions by tenants and for meetings. For purposes of this Plan, "artists" are defined broadly as individuals committed to and participating in the arts, even if they don't earn their living that way. These include painters, sculptors, dancers, actors, musicians, writers, filmmakers, photographers, and others.



## Project Name: Housing Incentive Programs

**Plan Schedule:** 2015-2016

**Supporting Redevelopment Goals:**

**Estimated Cost:**

**Comprehensive Plan Consistency:**

Future Land Use Policies 2.3.11 and 2.3.15  
Housing Policies 1.2.14 and 1.4.7



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The future of Downtown Jacksonville depends on the future of Downtown housing. Urban housing density makes Downtown retail viable and enriches the character of Downtown for tourists and office workers who drive economic growth. The goal is to create market conditions in which residential is viable without public funding, but first, incentives must encourage the first-movers to show that Downtown can compete with outlying areas.

Residential growth will have positive impacts on Downtown Jacksonville and serve as a catalyst for other forms of growth. Residential growth is the key to unlocking the positive benefits sought for the City, including amenities, redevelopment of existing building stock, and the presence of more vibrant neighborhood life on the streets and in the public realm. Providing a mix of housing typologies at a range of price points will allow for a growth in permanent population that is key to area revitalization. Residents – more so than workers or tourists – are the vital human ingredient in defining a neighborhood's lasting character. Furthermore, establishing a permanent population base will provide evidence to retailers and employers that Downtown can and should be a viable location to operate. The best way to attract a diverse population is by providing high quality housing and a wide range of housing types.

The Plan recommends the DIA focus resources on increasing housing through the BID Strategy's use of grants, incentives, and tax abatements such as, but not limited to, a Downtown Housing Incentive Program, Multi-family Property Tax Exemption Program, Commercial Revitalization Program, and Shared Equity Down Payment Assistance Incentive. A predictable and consistent Housing Incentive Program can facilitate development at the pace required to reach the DIA's conservative target at a minimum for an additional 3,850 Downtown dwelling units by 2025. Communities with residents who like where they live are more successful, which leads to a growing local economy. The more people like Downtown and grow roots here, the more the economy grows as well. Over time the incentive program and other actions will support reduction or modification of incentives, as a critical mass of dense urban development increases market demand and makes development projects feasible without subsidy.

Public benefits that developers should be expected to provide include:

- An exemplary standard of urban design;
- Structured parking or contribution to shared parking;
- Structured or rear parking (no surface parking lots in front of buildings); and
- Ground-floor transparency.

Additional consideration may be given for projects that are proximate to mass transit hubs and Target Area.

## Project Name: St. Johns River & Tributary Access

**Plan Schedule:** 2017-2018

**Supporting Redevelopment Goals:**

**Estimated Cost:**

**Comprehensive Plan Consistency:**

Future Land Use Policy 2.3.6

Transportation Policies 1.5.1 and 1.5.3



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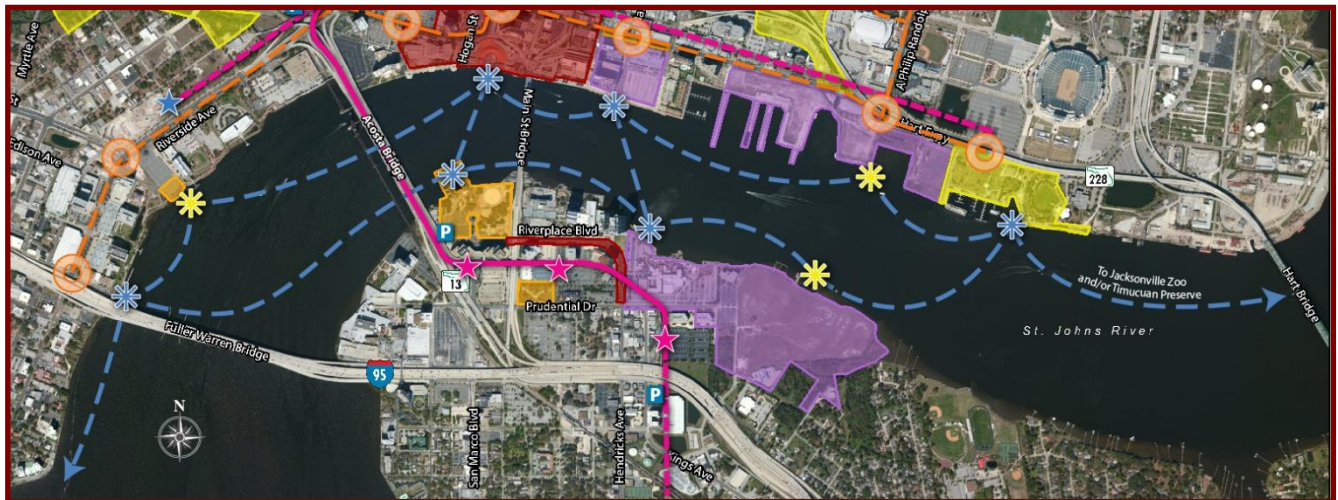
River  
Access



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The Plan recommends the creation of a network of sustainable water launches and increase access for the public to enjoy the St. Johns River. The DIA could bolster water access by improving identification of existing launches and creating new launches particularly for low impact activities such as kayak, crew, sailfish. An initial network might include the Main Launch at Friendship Park, the Riverside Arts Market floating dock, the aforementioned Gefen Riverwalk Park, floating platforms attached to Jacksonville Landing's floating dock, and the floating dock along the Northbank Riverwalk in front of the Duval County Courthouse and City Hall Annex Catalyst Sites, Metropolitan Park Marina, and the School Board building. The network could be expanded in the future as redevelopment occurs at the Shipyards Catalyst Site and the Southbank Catalyst Site.

Each of the proposed network's locations offer short distances from parking area to launch. Secure storage could be made available in the future. Possible amenities could include fresh water to rinse boats/gear, trash cans, picnic area, and maps or navigation guides.



## Project Name: Park Once

**Plan Schedule:** 2015-2016

### Supporting Redevelopment Goals:

#### Estimated Cost:

#### Comprehensive Plan Consistency:

Future Land Use Policies 2.3.9, 2.3.13 and 2.3.14  
Transportation Policies 1.5.1, 1.6.5, 1.6.7, 5.3.2 and 5.3.4



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Adequate and convenient parking is always a primary element of the health of any downtown, and Downtown Jacksonville is no exception. Jacksonville has been blessed with more than 43,000 public parking spaces, and while the demand is catching up to this supply, a very large amount of land Downtown is still devoted to parking. Peripheral parking areas are underutilized while certain areas experience high occupancy levels. While such a supply can be a boon to commuters, it nevertheless has a negative impact on the activity level of downtown's streets and neighborhoods.



The Plan recommends a Park Once strategy of consolidating existing parking, discouraging more parking spaces in the Northbank Core Retail Enhancement Area, education, and better pricing to utilize the existing parking resources.

The DIA shall work to prevent new permanent surface parking lots Downtown, a notion consistent with Downtown parking legislation from 2010. In order to maximize the amount of parking Downtown while at the same time minimizing the negative impacts of parking facilities on the Downtown streetscape, the following improvements to the parking system are recommended:

- Connect parking facilities with clear and logical transit and pedestrian linkages.
- A "Try It, You'll Like It" campaign offering free transit days, discounts to new users, or a rate difference significant enough to create a real value.
- Promote the \$35 per month Downtown STAR Park-n-Ride program that includes unlimited rides on the Downtown/Riverside Trolley Monday through Friday and monthly parking in the Kings Avenue garage or a reserved space in the Park-n-Ride lots located in front of the Prime Osborn Convention Center on Forsyth Street.
- Encourage parking as part of mixed-use developments, rather than as standalone.
- With some exceptions, mandate first floor retail uses in parking facilities.
- Identify, consolidate, and market fringe parking locations.
- Enhance the identity of the peripheral parking structures with public art.
- Promote the education of the lower prices for parking at peripheral locations.
- Hire a "parking concierge" to consolidate parking supply for prospective developers and tenants looking for parking beyond that which is dedicated to the targeted property.

## Project Name: Northbank East-West Circulator

**Plan Schedule:** 2017-2018

### Supporting Redevelopment Goals:

#### Estimated Cost:

#### Comprehensive Plan Consistency:

Future Land Use Policies 2.3.14 and 2.3.15

Transportation Policies 1.5.1, 1.5.2, 1.5.3, 1.5.5 and 1.6.11



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All Downtown infrastructure improvements shall accommodate pedestrians and bicyclists within existing street network to establish a dedicated network. These facilities will provide for improved access, convenience, and safety to major destinations within Downtown to surrounding neighborhoods. Each improvement and project shall build upon priorities identified in the 2030 Multimodal Transportation Plan and the North Florida Transportation Planning Organization (NFTPO) Downtown Jacksonville Bicycle and Pedestrian Route Plan as well as other previous work to identify strategic corridors and a variety of facility types to be determined. In addition, each improvement and project shall consider bicycle treatment options outlined in both the AASHTO Guide for Development of Bicycle Facilities and the National Association of City Transportation Officials (NACTO) Urban Bikeway Design Guide.

All improvements and projects will take into consideration the following traffic analysis essentials:

- Ease of Implementation
- Connectivity
- Crash Data
- Gap Analysis
- Count Data
- Volume Data
- Speed Data
- Impact Assessment
- Synchronization of Signals
- Pedestrians and Bike Signal Improvements
- Traffic Calming Recommendations

The Downtown Northbank CRA should be a place where visitors have the ability to park once and experience several destinations without repeatedly utilizing their automobile. Active and vibrant downtowns provide alternative transit options that are reliable, clean, and attractive to encourage ridership and reduce the need for excessive convenience parking at each destination.

The DIA should partner with JTA to implement a pilot program combining activity nodes that will support redevelopment and increase mobility between activity nodes. As redevelopment occurs and Downtown Jacksonville becomes a more active and vibrant area, a new Northbank east-west Circulator route should be reconsidered to link key existing and new destinations to one another within the Downtown Northbank CRA. One possible route outlined on the Conceptual Redevelopment Plan Map in orange could link the Riverside Arts Market with Unity Plaza, the Water Street Garage near the Times-Union Performing Arts Center and Jefferson Skyway Station, the Jacksonville Landing and Laura Street retailers, "The Elbow", Shipyards, Veterans Memorial Arena and Baseball Grounds, Metropolitan Park, and EverBank Field. Circulator buses could run at frequent intervals to minimize wait times and compete with riders' option of driving to their destination. The goal is to have a reliable, easy to use shuttle that anyone utilize after they park and know they will make it back to their car safely after venturing out to all Downtown has to offer them.

The Circulator is a practical means to link the various surrounding neighborhoods with Downtown Jacksonville and eliminate the perception Downtown is difficult to navigate and support the use of peripheral parking facilities. The DIA should explore operational funding sources (perhaps through the JTA) that allow reduced or free fares for the Circulator; free fares will help promote ridership and reduce frequent and unnecessary automobile trips within Downtown.



## Project Name: Redesign Metropolitan Park

**Plan Schedule:** TBD

### Supporting Redevelopment Goals:

#### Estimated Cost:

#### Comprehensive Plan Consistency:

Future Land Use Objective 2.3  
Future Land Use Policies 2.3.6 and 2.3.15



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The 32-acre Metropolitan Park lies at the center of Duval County and is used almost exclusively for large ticketed events and is underutilized the remainder of the year. Every great city has its iconic park or public space. Such a place shapes the image or identity of the City and is a destination and attraction for all its citizens. The Plan recommends the redesigning of Metropolitan Park into the City's iconic waterfront park, an engaging prime waterfront venue which becomes a regional destination that provides a relevant space for all Jacksonville's citizens at all times. The redesign and/or relocation needs to outline how to better utilize beautiful public space so that it satisfactorily engages the river and provides connectivity to the surrounding uses and Downtown overall.

The use of Metro Park can be improved by both a physical redevelopment of the area, but also by better programming large events, encouraging greater passive and active use of the park and increasing existing marine linkages and services. Currently, it is physically separated from the rest of Downtown Jacksonville with no defined entry and a lack of a connection to the St. Johns River. Access to the park could be maximized by creating a new welcoming entrance and eliminating existing visual barriers to the street.

The site could also serve as a trailhead for the Riverwalk, with opportunities for vendors, a destination waterfront restaurant, and ecotourism themes. The DIA should seek out a redevelopment plan that enables Metro Park to provide a variety of amenities and events with spaces that are flexible for both passive and programmed uses that engage the St. Johns River. It has a marina with 85 boat slips equipped with water and electrical service to provide boaters with more standard docking conveniences and services.

The park serves as a large open space for a variety of events and contain multi-use activities that are logically interconnected.

## Project Name: Improve Links from Emerald Necklace to the St. Johns River

**Plan Schedule:** TBD

### Supporting Redevelopment Goals:

**Estimated Cost:**

**Comprehensive Plan Consistency:**

Future Land Use Policies 2.3.6 and 2.3.15



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Both McCoy's Creek and Hogan's Creek offer marvelous links between surrounding Urban Core neighborhoods, the redevelopment of Downtown Jacksonville, and new infill development connections to the St. Johns River. Accessibility to Hogan's Creek and surrounding linear parklands will add value to the adjacent neighborhoods and inland properties while completing a major segment of the overall Emerald Necklace, a connected and beautiful system of trails, active and passive open spaces that foster a greater sense of community Downtown. To realize these important links involves resolving longstanding environmental contamination issues, creating practical and pedestrian-friendly connections, linking the creeks and the river, and providing programmed active elements along the trails.

The long-term recommended actions for Hogan's Creek should endeavor to widen the creek edge from Beaver Street to Monroe Street and the creation of an informal park with a pedestrian and bicycle promenade connecting the parks in Springfield through Downtown leading into the Shipyards Catalyst Site and the St. Johns River. Property and easements should be obtained to expand access to greenways that can be utilized by Downtown residents, visitors and workers.

The long-term recommended actions for McCoy's Creek should create an amenity that could stimulate and support the creation of new residential development. In conjunction with this project could be the redevelopment of Park Street as a boulevard with a landscaped median acting as the gateway to the Prime Osborn Convention Center and LaVilla District.

In order to begin any improvements, the creeks and their banks must be cleaned and contaminants removed. While such an effort might appear straightforward, the breadth and scope of the task expands to the pollutant sources located well north and west of Downtown. These sources are often times privately-owned properties contaminated by ash or failing septic tanks that continually deposit silt along the bottom or banks of the creeks.

The Plan recommends DIA partner with federal, state and local agencies in their efforts to restore the health of the creeks. This effort will likely involve the dredging of the creeks to remove sediments that have been deposited over the years, wetland creation and restoration of a littoral shelf to aid treating water and reduce the effects of pollutants and sedimentation, remove exotic species, debris, pipes, and non-contributing structures. Once that effort is completed, the DIA could assist affiliated agencies and the private sector in the design and construction of a multi-purpose path, lighting, pavilions, landscaping, tables, benches, and trash receptacles along the portion of the creeks located Downtown.

## Project Name: Expand Free Public Access to Downtown Wi-Fi

**Plan Schedule:** 2014-2015

**Supporting Redevelopment Goals:**

**Estimated Cost:** \$80,000

**Comprehensive Plan Consistency:**

Future Land Use Objective 2.3  
Future Land Use Policies 2.3.8, 2.3.11 and 2.3.15



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The City of Jacksonville and the DIA would like to expand the Downtown free wireless internet access in several areas of Downtown. The public would be able to collect E-mail or browse the Web while having a meal at an outdoor cafe, relaxing in Hemming Plaza, or strolling down one of the corridors where the free Wi-Fi would be provided. All you need is a functioning device (laptop computer, PDA, Pocket PC) that contains a properly configured wireless network adapter.

Free public access is currently available in the following locations:

- Hemming Plaza
- Jacksonville Landing
- St. James Building
- Ed Ball Building
- Yates Building
- Old Courthouse Annex Building
- Agriculture Building on Superior Street
- Jacksonville Fire and Rescue Department Building
- Metropolitan Park (need passcode, mainly for special events)

An expansion of the free Downtown Wi-Fi would be located in the following corridor areas:

- Adams Street, from Hogan Street east to Newnan
- Forsyth Street, from Hogan Street east to Newnan
- Bay Street, from Laura Street east to Liberty Street
- Bay Street/Water Street, from the Jacksonville Landing west to Julia Street
- Laura Street, from Hemming Plaza to the Jacksonville Landing

Access points let wireless devices use the resources of a wired Local Area Network (LAN). The City of Jacksonville and the DIA Wi-Fi program currently use several overlapping access points to create a Wi-Fi zone. Keep in mind that the signal from the access points travels in a straight line and you could possibly encounter "dead" areas in places where the street slopes sharply up or down relative to the transmitter. Note: the specific range within which wireless access is available can be influenced by several things. A lot of metal, lead in glass, and reinforced concrete may reduce signal strength. **It is estimated that approximately 50 Access Points will need to be installed to cover the initial corridors. The budgetary cost of \$80,000 includes design, installation, hardware, fiber termination, internet access, and equipment warranty for the first year. If any additional fiber needs to be run this cost will go up.**

As with any Internet access you should take appropriate security precautions. While the City of Jacksonville and the DIA provide free wireless access to the Internet in limited parts of Downtown, they do not provide direct support to users of this service. A knowledgeable friend or network administrator from your carrier may help if you have problems connecting.

Expanding Downtown free Wi-Fi access provides public connections which help to promote the urban community by attracting people and business to Downtown. Expanding this free service may be a function of the network that is already in place and will help bring more customers Downtown and encourage business growth.

## Project Name: "Riverwalk Project" Informational & Wayfinding App

**Plan Schedule:** 2018-2025

**Supporting Redevelopment Goals:**

**Estimated Cost:** \$201,400

### Comprehensive Plan Consistency:

Future Land Use Objective 2.3  
Future Land Use Policies 2.3.5, 2.3.6 and 2.3.15  
Transportation Policies 1.5.9 and 1.6.1  
Housing Policy 1.4.7



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The "Riverwalk Project" leverages technology to activate underutilized space along the Northbank and Southbank Riverwalks and the urban core in downtown Jacksonville. This initiative gathers and curates high quality content from a variety of community partners and feeds it to an interactive app and website to enhance the user experience along the Riverwalk and in the urban core.

This project contributes to downtown revitalization, promotes healthy lifestyles, drives commerce, helps position the city as a tourist destination, activates public space, encourages community involvement, supports community nonprofits and local business, and ultimately emphasizes the value of the St. Johns River as central to the city's identity.

This project also incorporates kiosks, wayfinding signage, sculptures and playscapes along the Riverwalk and throughout the urban core. These physical features will serve to not only enhance the experience of a user engaging the app, but also provide an interactive and educational experience for people who might not own or use a smart phone. In addition to the app, there will be a robust website that mirrors the functionality and features of the app. It will also incorporate features and functionality that the app does not have, but are more conducive to a passive viewer interacting with a website from a desktop or laptop.

This project focuses on integrating content from five primary core content channels:

- Health and Wellness
- Arts and Culture
- Sports and Entertainment
- Environment
- History and Architecture



Guided Tours Platform	\$ 23,100
Three Guided Tours	\$ 32,400
Aggregation of Places	\$ 24,750
Profile, Login, Third Party App Integration	\$ 13,050
Business and Sponsor Analytic Dashboard	\$ 11,850
User Enhancement for Places	\$ 29,400
Subscription Channels	\$ 15,300
Friends	\$ 17,850
Business Enhancement for Places	\$ 13,500
Sight Seen	\$ 14,400
Popular	\$ 2,250
Other Direct Costs	\$ 3,550





## Project Name: Landmark Public Park on the St. Johns River

**Plan Schedule:** 2017-2025

### Supporting Redevelopment Goals:

**Estimated Cost:** TBD

### Comprehensive Plan Consistency:

Future Land Use Objective 2.3  
Future Land Use Policies 2.3.6 and 2.3.7



Downtown  
Epicenter



24-7  
Downtown



Healthy  
Design



Strategic  
Partnerships



Pedestrian  
Access



River  
Access



Urban  
Living

The following excerpts are from a presentation entitled *How Cities Use Parks for Community Revitalization* that Peter Harnick, Director of Green Cities Initiatives for Trust for Public Land, gave at an American Planning Association City Parks Forum.

Parks are complex elements of a city. They can serve scores of different uses, may be specialized in their function, or can simply provide visual appeal for residents. However they work, they act to define the shape and feel of a city and its neighborhoods. They also function as a conscious tool for revitalization. Parks can stem the downturn of a commercial area, support the stabilization of faltering neighborhoods, and provide a landmark element and a point of pride for constituents. For all these things, to happen, the city needs to be open and aware of parks' potential to spur revival, and support the elements that are needed to make that happen.

- **Key Point #1:** Parks that serve as central walking, resting, and meeting places can revive failing or threatened commercial areas.
- **Key Point #2:** Renewal takes leadership, vision, and time; with these three ingredients, revitalization tends to attract ever more investment.
- **Key Point #3:** Community residents and the city, working together on a neighborhood park project can turn around a distressed residential area.
- **Key Point #4:** Parks do not automatically lead to neighborhood revival; before investing, the city should make sure the relation of a park to its surrounding neighborhood will allow revitalization.

When careful attention is given to selective park creation or improvement, it will likely have a great impact. Elements to keep in mind when hoping to use city parks for community revitalization:

1. **PHYSICAL:** A park should be both a worthwhile destination in itself and attractive walking route to use in the course of doing other business.
2. **POLITICAL:** Creating a park – or repairing it – should provide the opportunity for people in the neighborhood to get to know each other and work together for the greater good.
3. **ECONOMIC:** The Park should create a distinctive presence that it gives retailers and opportunity to play off the “signature” and redouble the district’s vitality. For a park in a residential area, the distinctiveness should give homeowners the confidence to renovate and upgrade.
4. **CONTEXT:** The Park must be located in a community that has the physical space, economic opportunity, and political commitment to revitalize.

Increasing the supply of residential units at strategic locations in either the Downtown Northbank or Southside CRAs creates an even greater need and draw for a landmark public riverfront park. A landmark public riverfront park would be an essential amenity to increase attractiveness of living and working Downtown.

**The following summarizes the Project for Public Spaces’ 9 Steps to Creating a Great Waterfront: Develop a Downtown Landmark Public Park central to the core, along the riverfront that ties in the surrounding built environment, social atmosphere, infrastructure, human element, and access to the River.** Creating a great waterfront includes critical components such as, but not limited to: a focus on great public space, public input and goals, existing assets and context, shared vision, multiple-use destinations along the waterfront, connections to destinations, maximum public access, balance between environmental and human needs, and short-term actions that build confidence towards the greater project.

## Project Name: LaVilla Catalyst Site

**Plan Schedule:** Market-driven

### Supporting Redevelopment Goals:



Downtown  
Epicenter



24-7  
Downtown



Healthy  
Design



Strategic  
Partnerships



Pedestrian  
Access



River  
Access



Urban  
Living

### Comprehensive Plan Consistency:

Future Land Use Objective 2.3  
Future Land Use Policies 2.3.8, 2.3.11 and 2.3.15  
Transportation Policy 1.5.1  
Housing Policies 1.2.14 and 1.4.7



With the burgeoning new residential, retail and restaurant development presently happening in the nearby Brooklyn neighborhood, the cultural attractiveness of the LaVilla neighborhood, and the presence of the Prime Osborn Convention Center and Skyway, the Plan recommends examining the potential redevelopment of 40 acres in LaVilla which are composed of properties owned by three public entities: the City of Jacksonville, the Jacksonville Transportation Authority (JTA), and the Florida Department of Transportation (FDOT). The 40-acres are bound by Duval Street to the north, Lee/Park Street to the east, I-95 to the west, and the southern property boundary of the Prime Osborne Convention Center to the south.

JTA has future plans for the subject parcels that will include the Jacksonville Regional Transportation Center (JRTC) office structure primarily for Jacksonville Transportation Authority (JTA). As planned, the JRTC will connect local and regional bus services, First Coast Flyer Bus Rapid Transit, the Skyway, intercity bus, intercity rail and future commuter rail. Additionally, the JRTC will support development of the LaVilla neighborhood as a master planned transit-oriented development opportunity encompassing parcels controlled by the JTA and City of Jacksonville's Downtown Investment Authority. The vision for the area would be an urban and dense metropolitan center with mixed-income housing, retail and office development with a direct connection to a proposed regional transportation hub.

The high quality educational opportunities at the LaVilla School for the Arts, Florida State College at Jacksonville, and Ritz Theater, and the spillover effect from Fresh Market, 220 Riverside and Unity Plaza easily connected to the site by Park Street offers tremendous potential for redevelopment of this location. It may be that the publicly-owned property could also be utilized for expansion of the convention center's meeting and exhibition space as well as a hotel. A feasibility study would ascertain whether the Prime Osborn is appropriate for niche large shows or whether the highest and best use is something else and shift the focus on large conventions to the central core.

The DIA will insist that redevelopment of the site reinforce LaVilla's role as an important center of African-American heritage and Downtown's center for cultural and arts facilities. It should be a vibrant, mixed-use urban area where commercial, cultural, entertainment, and urban housing such as loft apartment and walk-ups coexist side by side and create the synergy needed to sustain a neighborhood. With future plans for LaVilla to be redeveloped as a mixed-use transit-oriented neighborhood, it should also be considered appropriate for locating higher education institutions in LaVilla, perhaps a culinary arts college as a catalyst to nurture an academic environment Downtown.

## Project Name: Former Duval County Courthouse Catalyst Site

**Plan Schedule:** Market-driven

### Supporting Redevelopment Goals:

#### Comprehensive Plan Consistency:

Future Land Use Objective 2.3

Future Land Use Policies 2.3.6, 2.3.8, 2.3.11 and 2.3.15



Downtown  
Epicenter



24-7  
Downtown



Healthy  
Design



Strategic  
Partnerships



Pedestrian  
Access



River  
Access



Urban  
Living

Retail activities that are most appropriate for a downtown area, and most supportive of the type of vibrant Downtowns that is being sought, have changed considerably. The Northbank District has an energized entertainment district currently named in the Ordinance Code as E-Town. However, it is widely known as "The Elbow". The Elbow's boundary consists of E-Town and the Forsyth and Adams Street Corridors. More specifically, Bay Street from Liberty to Ocean; Ocean Street from Bay Street to Forsyth and Adams Streets; Forsyth and Adams Streets from Newnan to Main Street.

Given the Plan's near-term recommendation to rebrand the district's name to "The Elbow," and amend the boundary, both outlined in the *Ordinance Code*, with more of an emphasis on entertainment-oriented retailing, the adjacent Former Duval County Courthouse Site could offer specialty retailing that can only be found in unique locations along the St. Johns River with a mix of retail activities that reflect these trends. The site is well-suited for a new iconic attraction or venue to invigorate Downtown Jacksonville and increase the number of visitors. The DIA should support private investment to integrate current activities and events at the Jacksonville Landing, "The Elbow," and Hyatt Regency at this site to enhance the daytime, nighttime and weekend appeal of Downtown Jacksonville. The companion Business Investment and Development Strategy includes a market feasibility of the catalyst site and what mix of uses could likely succeed at this location. The site and if coupled with adjacent sites is well-suited for large scale, mixed-use development centered around sports, entertainment, and tourism. It demands world class design, developers, and international capital to realize a well-designed, world-class, higher and riverfront suitable for receiving major national events and conventions if coupled with adjacent sites. The DIA should insist that redevelopment of the site achieve the following goals:

- Provides active uses along the waterfront such as marinas, restaurants, cafes, retail, amusement, entertainment, etc. that will help activate and offer amenity to the St. Johns River;
- Provides public access to the waterfront by means of improved and expanded boardwalks, parks and/or trails along the waterfront;
- Conceals parking from street and river views by means of linear buildings, walls, and landscaping;
- Provides a pedestrian link that does not block connecting the Jacksonville Landing to Metropolitan Park, the Baseball Grounds of Jacksonville, EverBank Field, and Veterans Memorial Arena; and
- Consideration should be given to the existing overwater parking deck to remove or improve as a priority for the redevelopment of the former Duval County Courthouse.



## Project Name: Snyder Memorial Church Catalyst Site

**Plan Schedule:** Market-driven

### Supporting Redevelopment Goals:

#### Comprehensive Plan Consistency:

Future Land Use Objective 2.3  
Future Land Use Policies 2.3.8, 2.3.11 and 2.3.15  
Transportation Policy 1.5.1  
Housing Policies 1.2.14 and 1.4.7



Downtown  
Epicenter



24-7  
Downtown



Healthy  
Design



Strategic  
Partnerships



Pedestrian  
Access



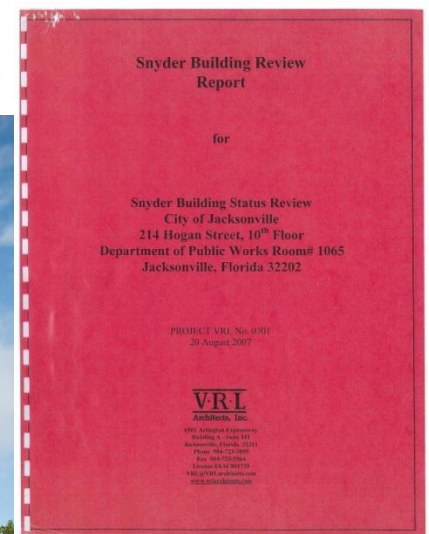
River  
Access



Urban  
Living

To augment the programming efforts at Hemming Plaza, the Plan recommends that the DIA determine the disposition for the reuse of the City-owned Snyder Memorial Building to improve activity along the Laura Street corridor. In 2007, the City reviewed the current status of the existing building at 226 North Laura Street, to determine the general extent of previous construction bid contract work that was accomplished. The review considered what general areas of work must be completed to allow use as an Assembly Occupancy under the current Florida Building Code. This review did not include any design or engineering revisions to the existing documents and is general in nature to determine the approximate extent of remaining items and related probable cost to make the facility usable.

In 2013, the Public Works Department began work on the stabilization of the east wall. The DIA should work in concert with the property manager for Hemming Plaza to ascertain an optimal user for the Snyder Memorial Church that can bolster and support the event programming going on in the vicinity. The Plan recommends that any cultural, experiential retail, or recreational use of the building not restrict public access, that anyone can enter the building.



## Project Name: Shipyards Catalyst Site

**Plan Schedule:** Market-driven

### Supporting Redevelopment Goals:



Downtown  
Epicenter



24-7  
Downtown



Healthy  
Design



Strategic  
Partnerships



Pedestrian  
Access



River  
Access



Urban  
Living

### Comprehensive Plan Consistency:

Future Land Use Objective 2.3

Future Land Use Policies 2.3.6, 2.3.8, 2.3.11 and 2.3.15

Transportation Policy 1.5.1

Housing Policy 1.2.14

Relative to long-term strategies, the 46-acre Shipyards Site is located between a convention hotel and the sports complex and a likely location for distinctive themed entertainment-oriented destinations. It is capable of accommodating 400,000 square feet or more of retail and has previously been identified for future retail development. The importance of residential proximity is most evident with the nearby Plaza Condominiums at Berkman Plaza, The Carling, and Parks at the Cathedral townhomes. A new iconic attraction or venue should be planned for and developed to invigorate the Shipyards and increase the number of visitors. Possible examples include aquarium/marine life exhibits, U.S. Navy ship museum, water park with a link to Metroploitan Park, waterfront-oriented residential community and marina, support retail and restaurants.



This site is well-positioned to support ancillary activities from the sports complex as well as from “The Elbow” that could enhance the daytime, nighttime and weekend appeal of Downtown. Sports-related interactive destination entertainment park and unique dining and drinking establishments could be located within a short distance from the action at the Baseball Grounds and EverBank Field. Events such as concerts, shows, and sporting events can be longer, more enjoyable, and more diverse experiences if related attractions are located near the venues. Using a public-private partnership, the DIA could contribute the land, offer property tax-abatement, and job-creation grants, and a portion of the construction cost and the private developer and its investors contribute the balance and receive the profits for a period of time. At that point the assets revert to the DIA and could be continued, relocated nearby, or discontinued.

It is not unreasonable to assume that a small commercial district could arise within the Shipyards. It would be more of a convenience retail center for nearby residents than a destination center as that proposed for the Jacksonville Landing and former Duval County Courthouse Catalyst Site. The companion Business Investment and Development Strategy includes a market feasibility study of the Shipyards Catalyst Site that may advise potential private sector investors about what sort of uses would be distinctive and attract large numbers of visitors serving as a catalyst for other development. The site is well-suited for large scale, mixed-use development centered around sports, entertainment, and tourism. It demands world class design, developers, and international capital to realize a well-designed, world-class, higher and riverfront suitable for receiving major national events and conventions. Metropolitan Park serves as a perfect location for outdoor entertainment and would be the perfect complement to a well-conceived Shipyards development.



## Project Name: Hemming Plaza Lighting Improvements

**Plan Schedule:** 2014-2019

**Supporting Redevelopment Goals:**

**Estimated Cost:**

**Comprehensive Plan Consistency:**

Future Land Use Policies 2.3.5, 2.3.6 and 2.3.15  
Transportation Policy 1.5.1  
Housing Policy 1.4.7



Downtown  
Epicenter



24-7  
Downtown



Simplified  
Permitting



Public/Private  
Partnerships



Pedestrian  
Access



River  
Access



Urban  
Living

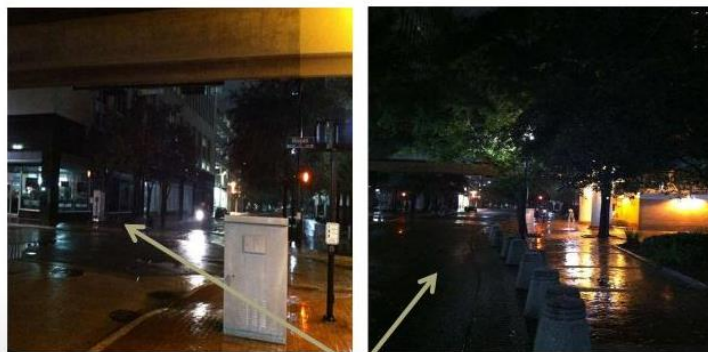
In late 2013 the Jacksonville Sheriff's Office conducted a Downtown Lighting Evaluation. After inspecting a summary of lighting assets provided by JEA, one distinct evaluation "hot spot" selected by JSO based upon current crime analysis information contains Hemming Plaza and the City Hall at St. James.

A majority of its legitimate use is mainly during business hours. During the evening, late night, and on the weekends, the area is often overwhelmed by the local transient population. The Hemming Plaza vicinity has a large number of lighting fixtures, but the wattage (foot candles) at ground level is extremely low. The fixtures do not contain any cut-offs to reduce glare, and therefore negatively impact the legitimate user's ability to see at night.

In addition, the lighting design places a significant amount of lighting fixtures along the outer perimeter of the property. In addition to the previous issues, this creates a silhouette lighting scheme with the already limited available light. The Plan Update recommends all of these fixtures be reviewed and evaluated for effectiveness to include removing any unnecessary lights if needed. It is highly recommended that the lighting wattages be increased from the lower 150-175 watt fixtures currently installed. The new lighting should meet or exceed 3fc (horizontal) at ground level with a uniformity no greater than 4:1. In addition, a lighting plan should be reviewed for the center area of Hemming Plaza and should include a plan that also provides sufficient lighting for all other public access areas.



A large number of installed lighting (particularly in the Hemming plaza park area) were either obstructed, or fully concealed by existing vegetation. As a result, numerous concealment areas, and dark locations were created.



Although the lights bordering the park were sufficient, nearby streets lacked sufficient lighting. It is recommended that additional (non-sodium) lighting be installed.

This area has a significant number of lights, almost to the point of being excessive. A vast majority of the lighting at this location was non-directional and contained no protection from glare or light trespass/pollution. Some of the lighting fixtures appeared to be broken and were not operational. A large number of installed lighting, particularly in the Hemming Plaza were either obstructed or fully concealed by existing vegetation resulting in numerous concealment areas and the creation of dark locations. Although the lights bordering the Plaza were sufficient, nearby streets lacked sufficient lighting (see photo below). The Plan Update recommends that additional (non-sodium) lighting be installed.



# DOWNTOWN JACKSONVILLE

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## Community Redevelopment Plan

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### Section 7 Southside CRA

Legal Description

•

Existing Conditions

•

Residential Use Element

•

Neighborhood Impact Assessment

•

CRA Plan Umbrellas

•

Redevelopment Projects

## 7.1

# Legal Description

The legal description of the **Southside Community Redevelopment Area**, as set forth in Ordinance 80-1347-704 and subsequently amended in Ordinance 83-22-66, and as further amended hereby, is as follows:

A part of the City of Jacksonville, Duval County, Florida described as follows: Begin at the point of the center line of the St. Johns River on the north right-of-way line of the Fuller Warren Bridge, Interstate 95; thence Easterly along said Northerly right-of-way line to a point of intersection with the southwesterly edge of the southbound roadway of South Main Street; thence northeasterly along a line drawn straight from the last described point to the northwesterly corner of Lot 18, Block 1, Bostwick's Subdivision of Block 46 in South Jacksonville, as shown on plat recorded in Plat Book 3, Page 68 of the current public records of said County, said northwest corner being located in the northeasterly right-of-way line of the northbound approach to said South Main Street from said Interstate 95; thence southeasterly and easterly along said northeasterly right-of-way line and northerly right-of-way line of Interstate 95 to an intersection with the southeasterly right-of-way line of Vine Street; thence northeasterly along said southeasterly right-of-way line of Vine Street to the northeasterly line of that certain alley running southeasterly through Block 17, Reeds Fourth Subdivision of South Jacksonville, as shown on plat recorded in Plat Book 1, Page 46 of the former public records of said County; thence southeasterly along said northeasterly alley line to an intersection with the northwesterly right-of-way line of Alamo Street; thence northeasterly along said northwesterly right-of-way line of Alamo Street to its intersection with the northerly right-of-way line of Utah Avenue; thence easterly along said northerly right-of-way line to its intersection with the northerly prolongation of the centerline of Barbara Avenue; thence continue northerly along the prolongation of the centerline of Barbara Avenue, a distance of 390 feet, more or less, to the center of a drainage canal; thence continue northeasterly along the centerline of said drainage canal to a point where said canal empties into a shallow bay; thence continue northerly along the waters of said bay to a point on the centerline of the St. Johns River; thence westerly and southerly along said center line of the St. Johns River to the Point of Beginning.







## 7.2

# Existing Conditions

The following demographics provided are derived from the U.S. Census Bureau's 2010 Demographic Profile. It is important to note that the 2010 U.S. Census does not provide income data at the Block Group ("BG") level, only at the Census Tract ("CT") level. In addition, the age thresholds vary between CTs and BGs; CTs age thresholds are "Average Age 19 and Under" and "Average Age 62 and Older;" BGs age thresholds are "Average Age 18 and Under" and "Average Age 65 and Older." To differentiate, there are data sets for households and housing units. Households are units that are occupied. Housing units are the housing structures, the units. This BG data is summarized for the Southside CRA.

The Southside CRA is comprised of one CT: 8 and numerous BGs. The CT exceeds the boundary of the Southside CRA which then skews the accuracy of capturing the data specifically for the Southside CRA. This is the reason for going one step further in providing the relevant BGs which are located within the CT and within the Southside CRA.

The Southside CRA has a total population of 834 persons, having a median age of 42, consisting of 77 people at the age of 18 and under, and 62 people at the age of 65 and older. The male population consists of 459 persons and female of 375. The racial and ethnic profile is diverse, being comprised of: 669 white, 97 black, 1 American Indian, 44 Asian, and 49 Hispanic.

The household composition reflects that there are 501 households within the Southside CRA with 197 of those households being family households (39.3%). The average household size is 1.80 persons with an average family household of 2.10 persons. The housing tenure consists of 701 total housing units with 501 of them being occupied (71%). Of those units that are occupied, 102 are owner-occupied and 399 are renter-occupied units, leaving 200 (28.5%) vacant.

While income data is not captured at the BG level, the following is provided for the CTs that exceed the geographical boundary of the Southside CRA to give a snapshot of general income data for the greater area of the CRA. The Southside CRA has a median household income of \$39,518 with married couple families having a median household income of \$78,203. The median income for white households is \$42,533; \$22,022 for black households; and \$26,314 for senior households.

Table 7.2.1 Southside CRA Population						
Census Tract <sup>(1)</sup>	Total Population	Male	Female	Median Age	Age 18 & under	Age 65 and Older
8	834	459	375	42	77	62

Source: Profile of General Population and Housing Characteristics, U.S. Census Bureau's 2010 Demographic Profile

(1) Southside CRA located entirely within Census Tract 8

Table 7.2.2 Southside CRA Population by Race and Ethnicity							
Census Tract <sup>(1)</sup>	Total Population	White	Black	American Indian	Asian	Pacific Islander	Hispanic
8	834	669	97	1	44	0	49

Source: Profile of General Population and Housing Characteristics, U.S. Census Bureau's 2010 Demographic Profile

(1) Southside CRA resides entirely within Census Tract 8

Table 7.2.3 Southside CRA Household Composition					
Census Tract <sup>(1)</sup>	Total Households	Family Households	Percentage of Total Households	Average Household Size	Average Family Size
8	501	197	39.3%	1.80	2.10

Source: Profile of General Population and Housing Characteristics, U.S. Census Bureau's 2010 Demographic Profile

(1) Census Tracts include only Block Groups that are located in the CRA

Table 7.2.4 Southside CRA Housing Tenure							
Census Tract <sup>(1)</sup>	Total Units	Total Occupied Units	Percentage of Total Units	Owner Occupied	Renter-Occupied Units	Total Vacant Units	Percentage of Total Units
8	701	501	71%	102	399	200	28.5%

Source: Profile of General Population and Housing Characteristics, U.S. Census Bureau's 2010 Demographic Profile

(1) Census Tracts include only Block Groups that are located in the CRA

Table 7.2.5 Southside CRA Household Income					
Census Tract	Median HH Income	Median Income White HH	Median Income Black HH	Median Income Senior HH	Married Couple Families
8	\$ 39,518	\$ 42,533	\$ 22,022	\$ 26,314	\$ 78,203

Source: Median Income in the Past Twelve Months (In 2012 Inflation-Adjusted Dollars), U.S. Census, American Community Survey, 5 Year Estimates

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## Zoning Regulations

In order to promote mixed-use development in Downtown Jacksonville, the Downtown Overlay Zone was created to give special consideration to certain uses and design elements due to the unique characteristics of the Downtown community redevelopment areas. This was necessary because certain types of development may not be permitted in or meet all of the requirements of a conventional zoning district. The Downtown Overlay Zone and Downtown District Regulations are contained within Chapter 656, Part 3, Subpart H, *Ordinance Code*. Its specific intent is to promote and encourage the revitalization and growth of Downtown Jacksonville as a desirable high density, mixed-use area by maximizing the use of all available resources, ensuring a high degree of compatibility between new and existing uses, promoting mixed use development, streamlining the review and approval process for projects, and ensuring quality development that is in keeping with the traditional downtown urban fabric.

Figures 7.4 and 7.5 on pages VII-12 and VII-13, respectively, illustrate two zoning maps for the Southside CRA. Figure 7.4 illustrates the Downtown Zoning Overlay and Figure 7.5 illustrates the conventional zoning categories. The Downtown Zoning Overlay, including the ten (10) Downtown Districts established therein, is established as the zoning district within Downtown Jacksonville. The proposed land uses and design objectives contained in the 2000 Downtown Master Plan established the basis for the Overlay. It is intended to promote and encourage revitalization and growth in Downtown Jacksonville by maximizing the use of all available resources, ensuring a high degree of compatibility between new and existing uses, promoting mixed-use developments, streamlining the review and approval process for projects, and ensuring quality development. The Southside CRA is composed of a single Downtown District. Listed below are what uses are permissible within the Southbank District, which constitutes the entire Southside CRA.

- (a) Retail and wholesale sales of food and drugs, wearing apparel, toys, sundries and notions, books and stationery and newsstands, leather goods and luggage, jewelry stores, watch repairs and pawnshops, art, camera and photographic supplies (including camera repair), sporting goods, hobby shops, and pet shops (but not including animal kennels or veterinarians), musical instruments, florist or gift shops, delicatessens, bakeries, home furnishings and appliances (including repair incidental to sale), office merchandise in completely enclosed buildings, hardware, new automobile parts (including rebuilt parts but not installation, repair or rebuilding of parts) and accessories and similar uses
- (b) Service establishments such as barber or beauty shops, shoe repair shops, interior decorators, reducing salons or gymnasiums, tailors or dressmakers, radio and television broadcasting offices and studios (but not antenna or transmitting facilities), funeral homes, marinas, blueprinting, job printing, newspapers, radio and television repair shops, travel agencies, employment offices (but not day labor pools) and similar uses
- (c) Other Service establishments including, rental of automotive vehicles, automated carwashes, laundry or dry cleaning pick up or drop off establishments with no cleaning to occur on premises, veterinarians or animal boarding kennels, carpenter or cabinet shops and similar uses
- (d) Restaurants including the outdoor sale and service of food but not drive-in or drive-thru facilities
- (e) Banks (but not drive-thru tellers), loan companies, mortgage brokers, stockbrokers and similar financial institutions
- (f) All types of professional and business offices, union halls and similar uses (excluding day labor pools)



- (g) Commercial, recreational or entertainment facilities in completely enclosed buildings or outdoors such as billiard parlors, bowling alleys, swimming pools, skating rinks, dance halls, carnivals or circuses, theaters (including open-air theaters), pony rides, athletic complexes, arenas, auditoriums, convention centers, go-cart tracks, driving ranges and similar uses
- (h) Schools, colleges, universities, business, trade or vocational schools, art galleries, museums, community centers, dance, art or music studios, and similar uses
- (i) Hotels and motels
- (j) Fruit, vegetable, poultry or fish markets
- (k) Establishments or facilities, including nightclubs, which include the retail sale and service of all alcoholic beverages for either on-premises or off-premises consumption, or both, subject to the provisions of Part 8 (Alcoholic Beverages) of Chapter 656, *Ordinance Code*
- (l) Automobile parking garages
- (m) Commercial parking lots
- (n) Accessory parking lots
- (o) Multiple-family dwellings
- (p) Private clubs
- (q) Day care or adult care centers
- (r) Medical or dental laboratories and manufacture of associated products
- (s) Marinas, and
- (t) Public utilities such as lift stations, pump stations, wells, electric substations and chilled water plants

Among those uses that are expressly prohibited within the Southbank District are:

- (a) Housing for the elderly
- (b) Churches, including a rectory and similar uses
- (c) Medical or dental clinics
- (d) Filling or fueling stations
- (e) Warehousing, storage or distributorship businesses, and
- (f) Personal property storage establishments

The Downtown Overlay Zone ensures the implementation of the Plan based on the following principles:

- (a) A diverse mix of land uses shall always be permitted in Downtown Jacksonville;
- (b) Downtown Jacksonville shall be promoted as a viable and vital residential area and residential uses are an acceptable land use anywhere Downtown;
- (c) The marketplace, not regulations, should be the primary force driving the mix of land uses;
- (d) Appropriate overlay zone standards and design review criteria shall be the principal tools to ensure compatible, high quality development;
- (e) Quality public spaces such as streets, sidewalks, parks, and squares where citizens come to know each other and watch over their collective security shall be provided'
- (f) Overlay zone standards may vary within Downtown Districts in order to achieve long-term planning objectives;

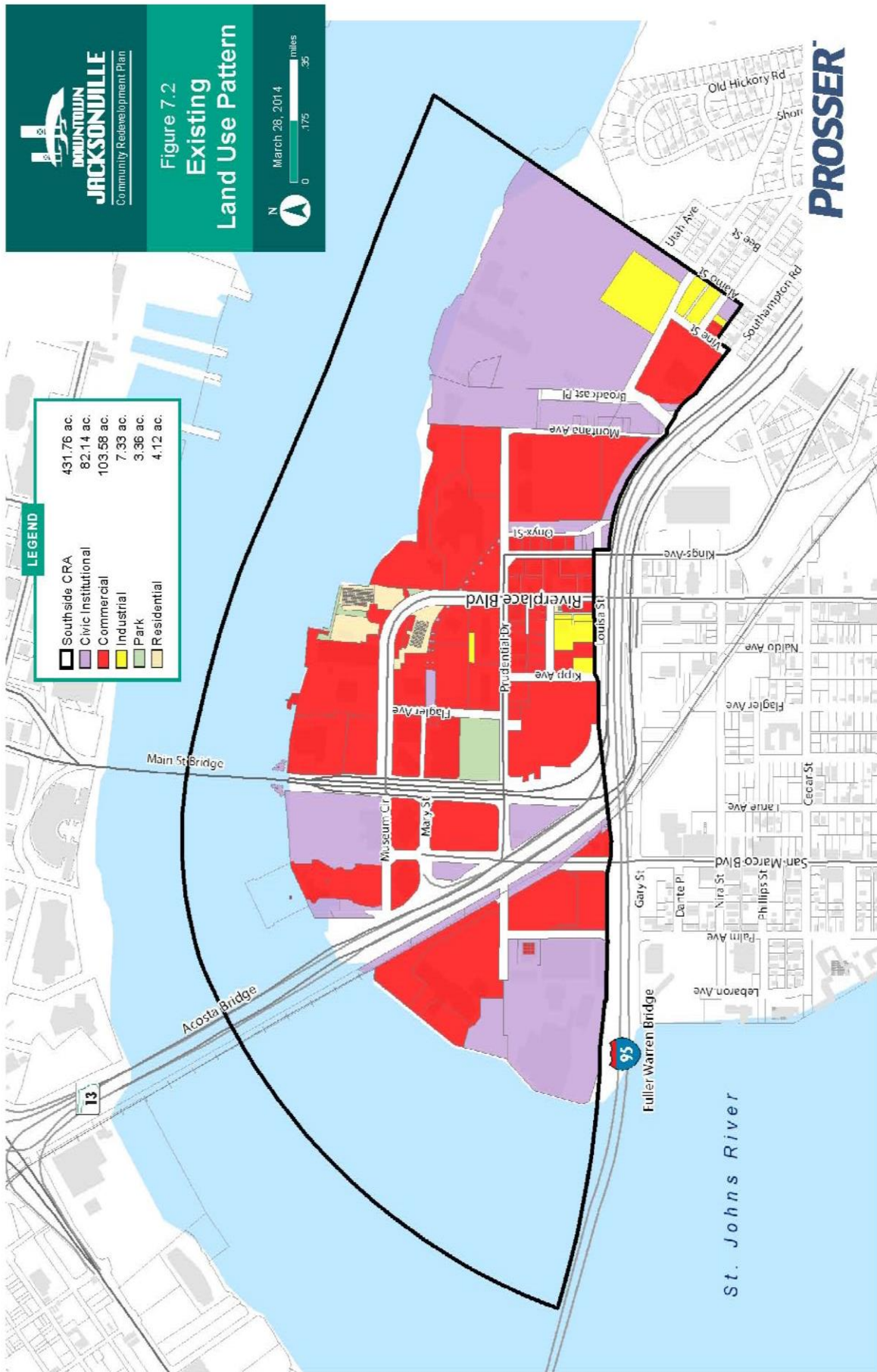
- (g) Development regulations shall promote the continued use and/or redevelopment of historical and older structures;
- (h) Building densities that support the use of mass transit shall be established and strategically located and off-street parking space requirements shall be eliminated in the core area and reduced in other Downtown areas, except for new residential uses;
- (i) Parking garages shall incorporate active uses on the ground floor in order to engage pedestrians and surface parking lots shall be discouraged unless landscaping and architectural treatments are incorporated to soften their appearance; and
- (j) Parking minimums and maximums shall be established to promote the use of peripheral parking associated with the JTA Skyway and other forms of mass transit.

All new and rehabilitation projects require DRI development rights, which are made available through the Consolidated Downtown DRI DO. The Downtown Zoning Overlay requires a developer of a proposed project to obtain DRI development rights prior to receiving final Downtown Development Review Board (DDRB) approval. DRI development rights are allocated to a developer through a Redevelopment Agreement negotiated with the DIA and approved by the Jacksonville City Council. Developers are required to mitigate the impacts of their proposed development by adhering to the Consolidated Downtown DRI DO conditions and agreeing to applicable TCEA Mobility Performance Standards.

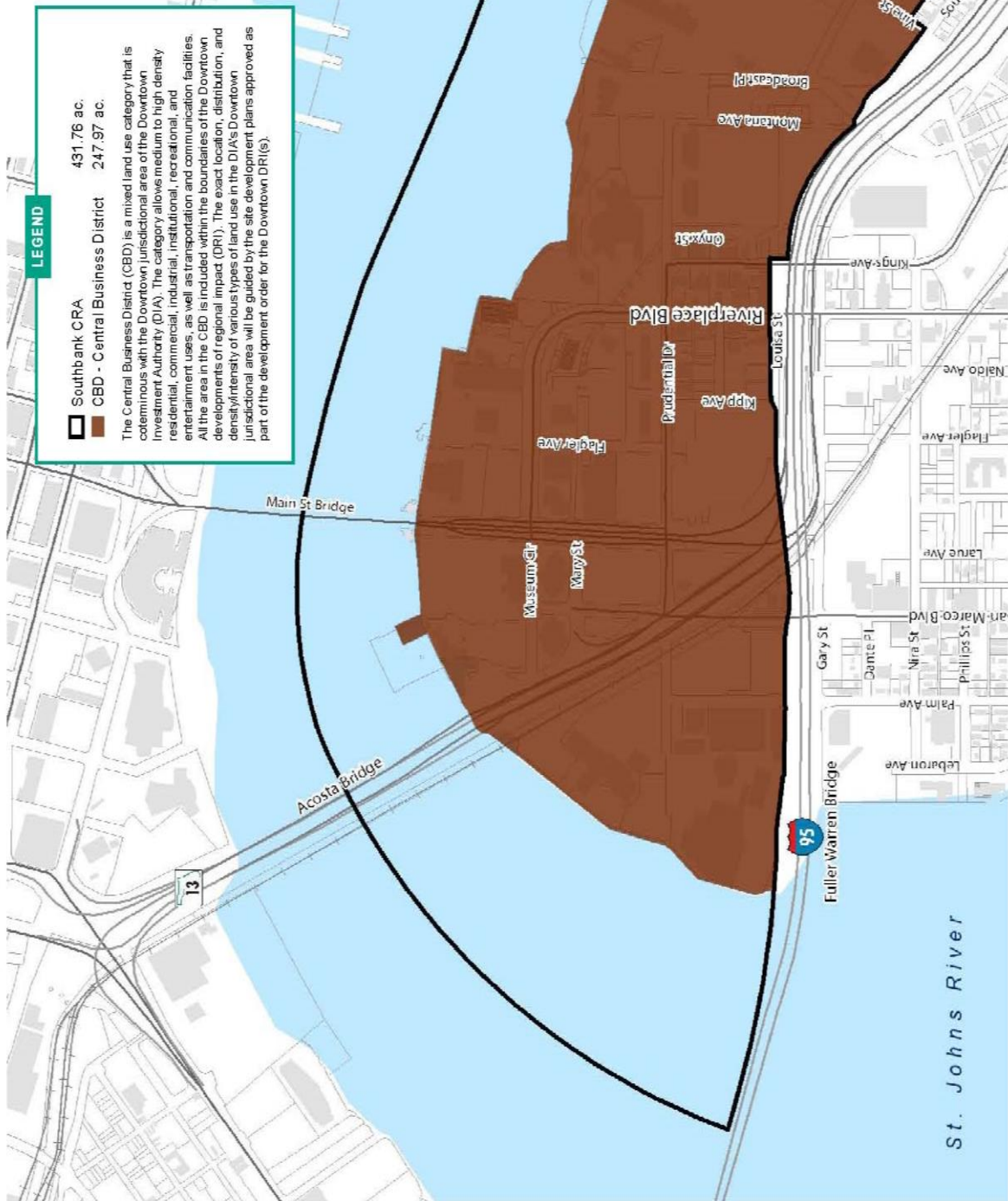
Limitations on the type, size, height, number, and proposed use of buildings are dictated by the Downtown Zoning Overlay. Appendix C contains the Downtown Design Guidelines.

There is only one structure located within the Southside CRA designated a Local Landmark by the Jacksonville City Council: **the pole sign for BB's Restaurant at 1019 Hendricks Avenue**. It is not listed on the National Register of Historic Places. Of course, the CRA contains several distinctive buildings and unique architecture that could one day qualify for historic designation (e.g., Gulf Life Tower (now Riverplace Tower), Chart House, etc.)

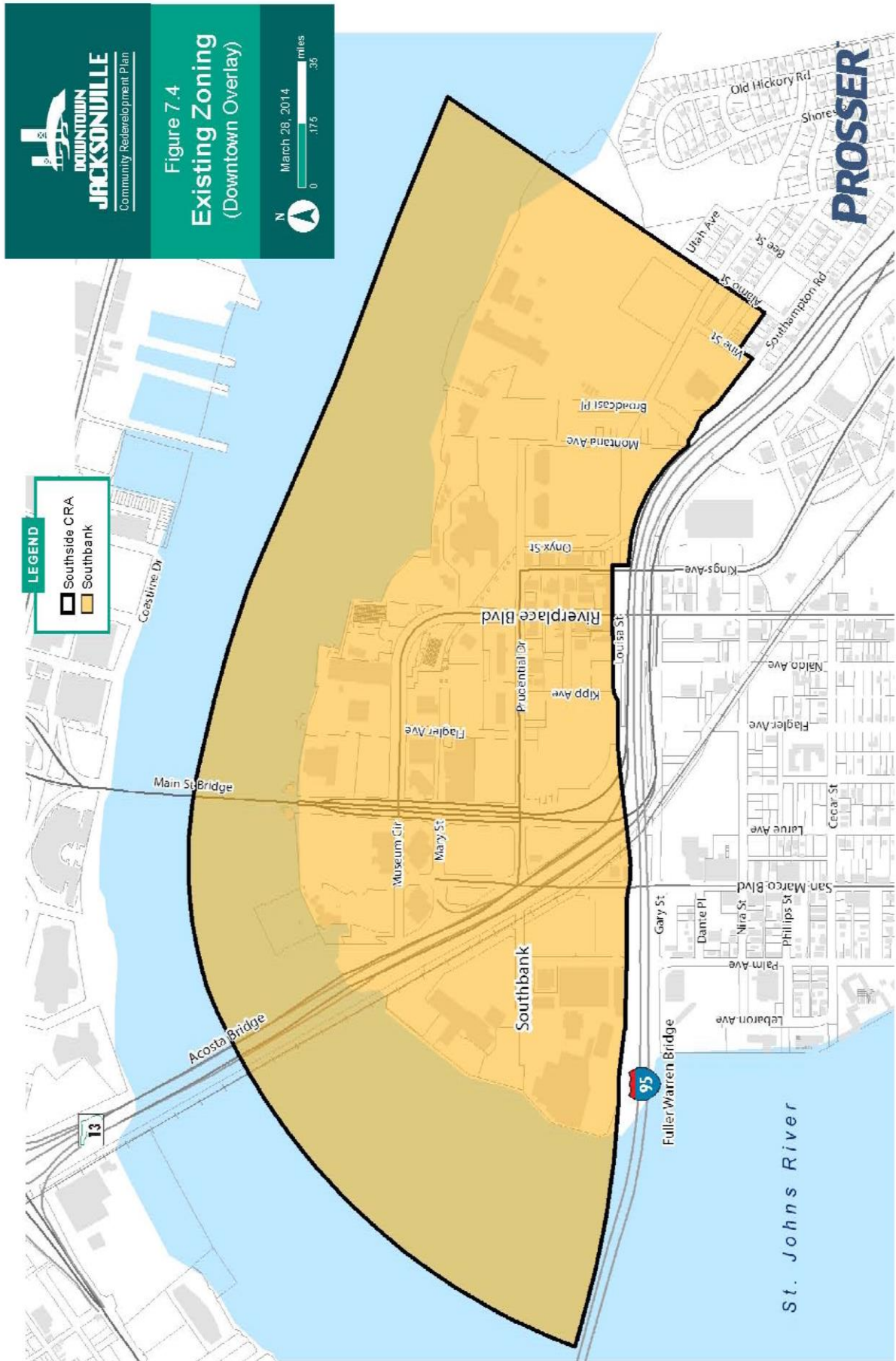


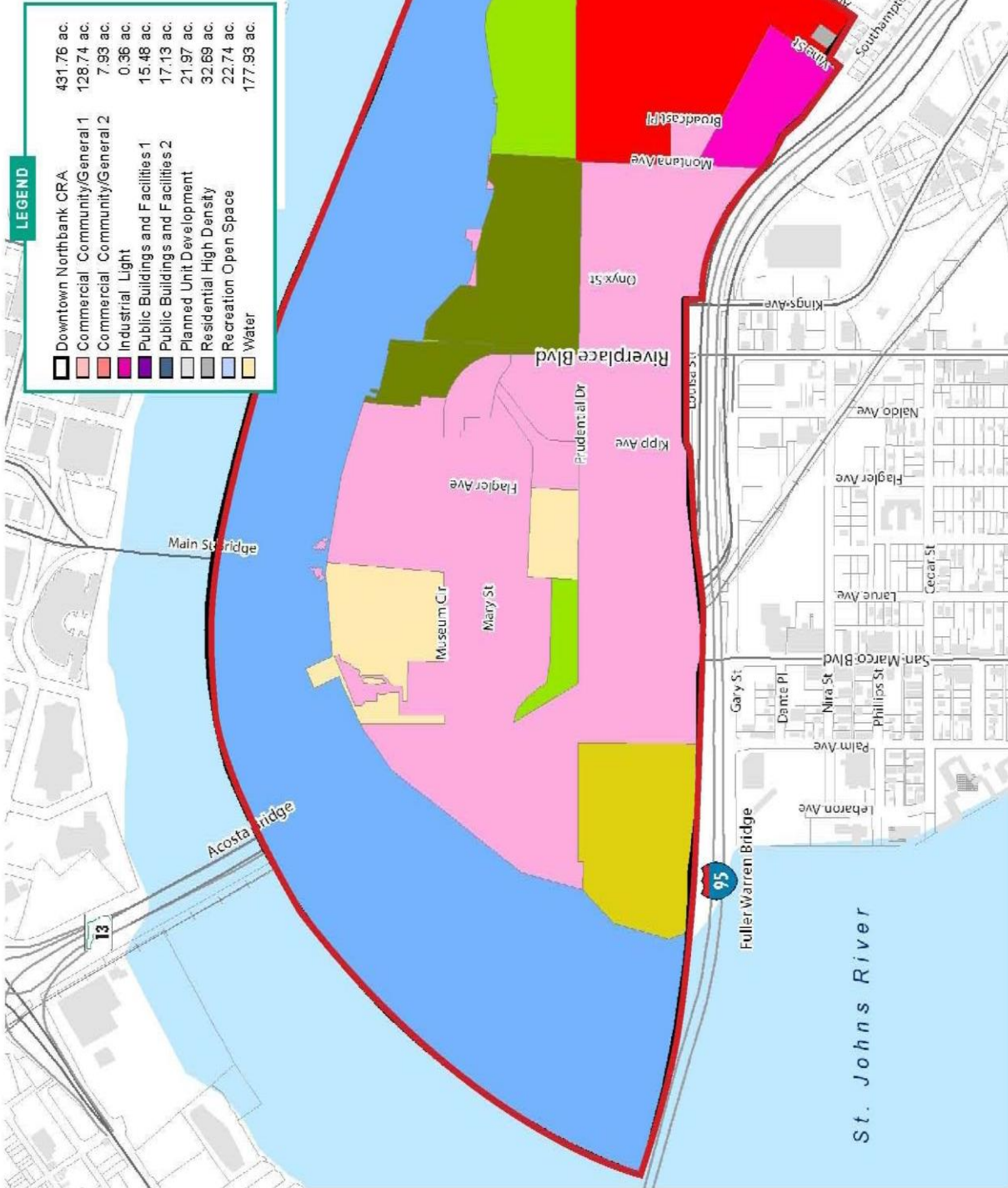










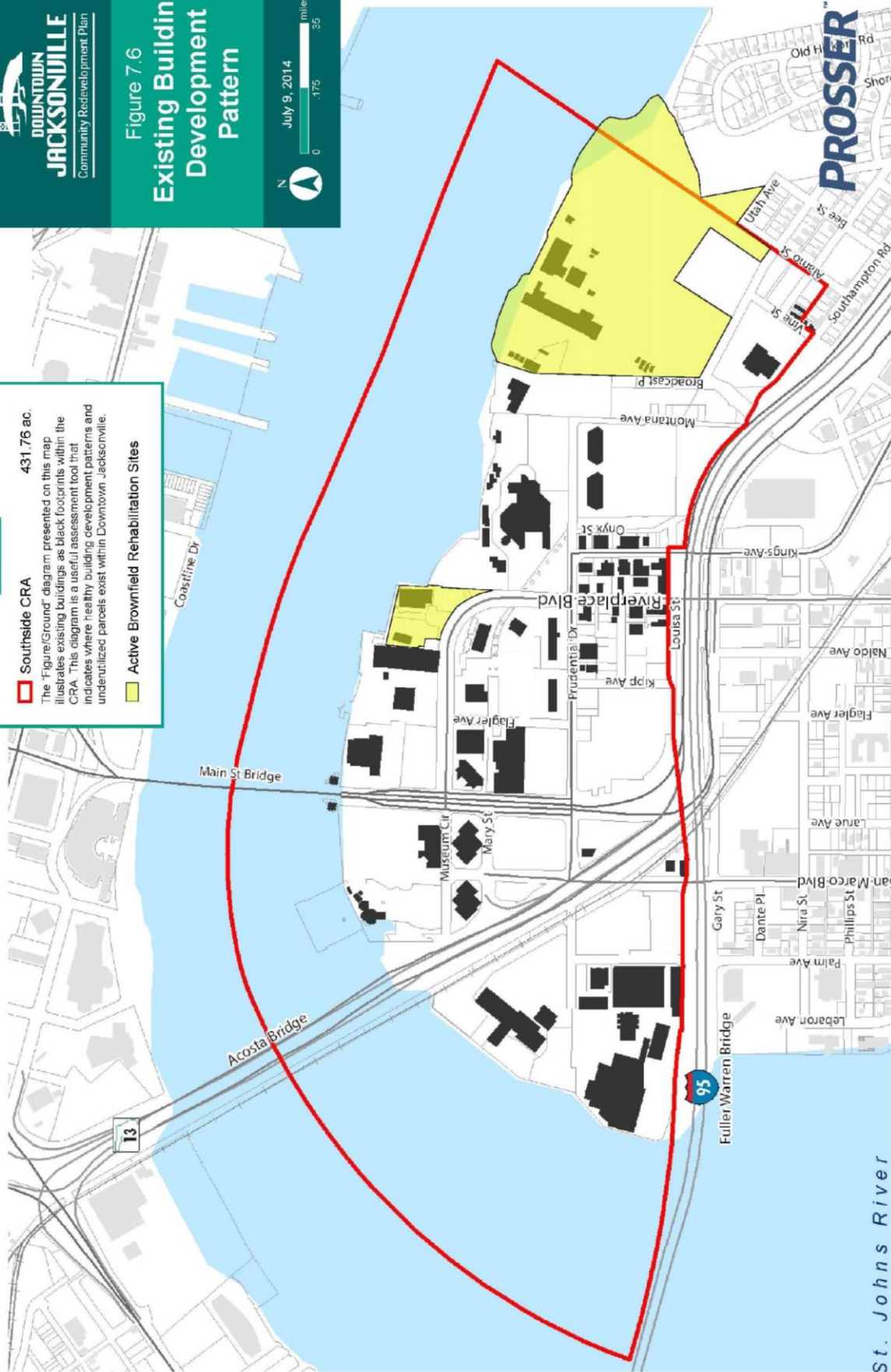




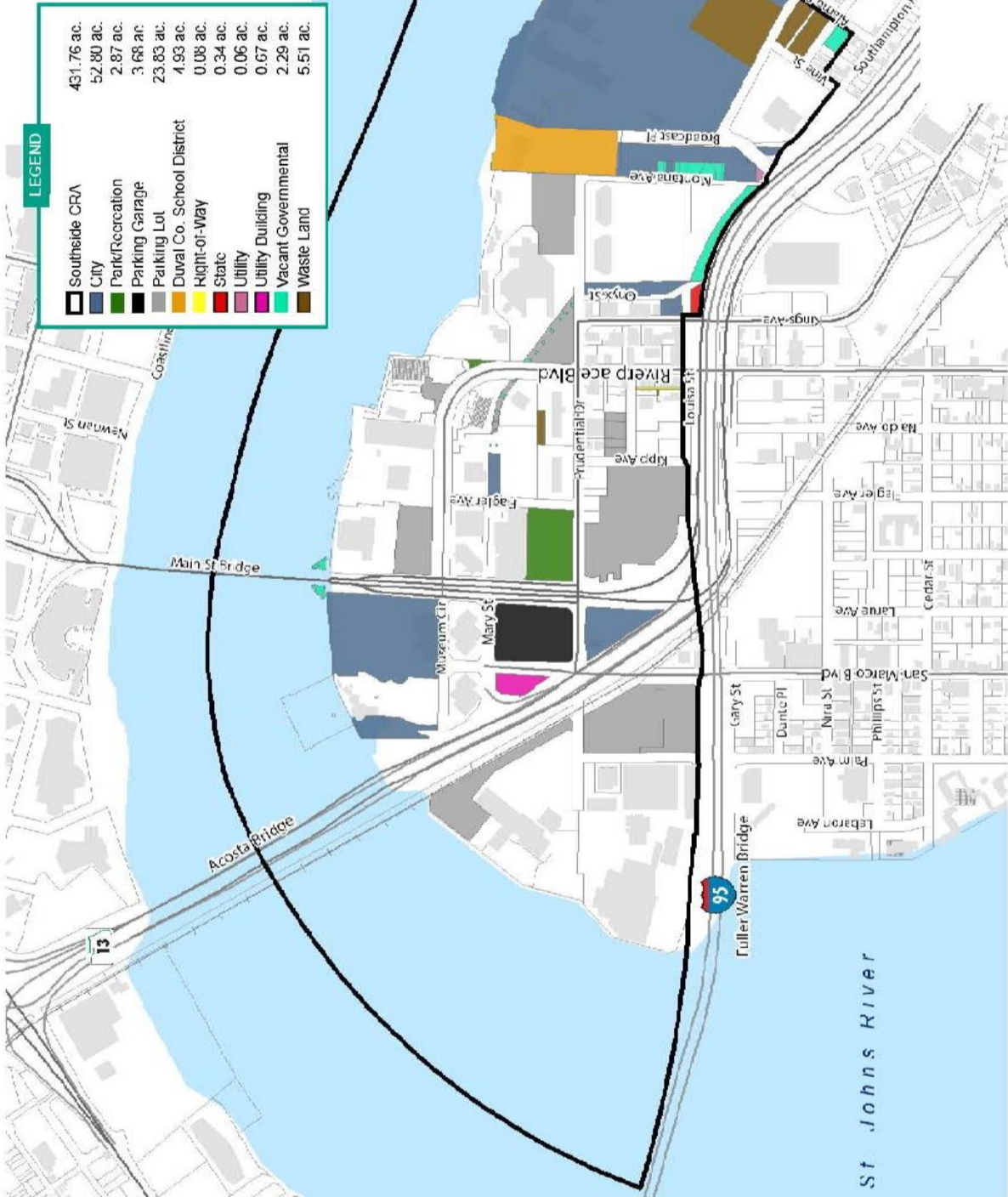
**LEGEND**

Southside CRA 431.76 ac.  
The "Figure/Ground" diagram presented on this map illustrates existing buildings as black footprints within the CRA. This diagram is a useful assessment tool that indicates where healthy building development patterns and underutilized parcels exist within Downtown Jacksonville.

Active Brownfield Rehabilitation Sites

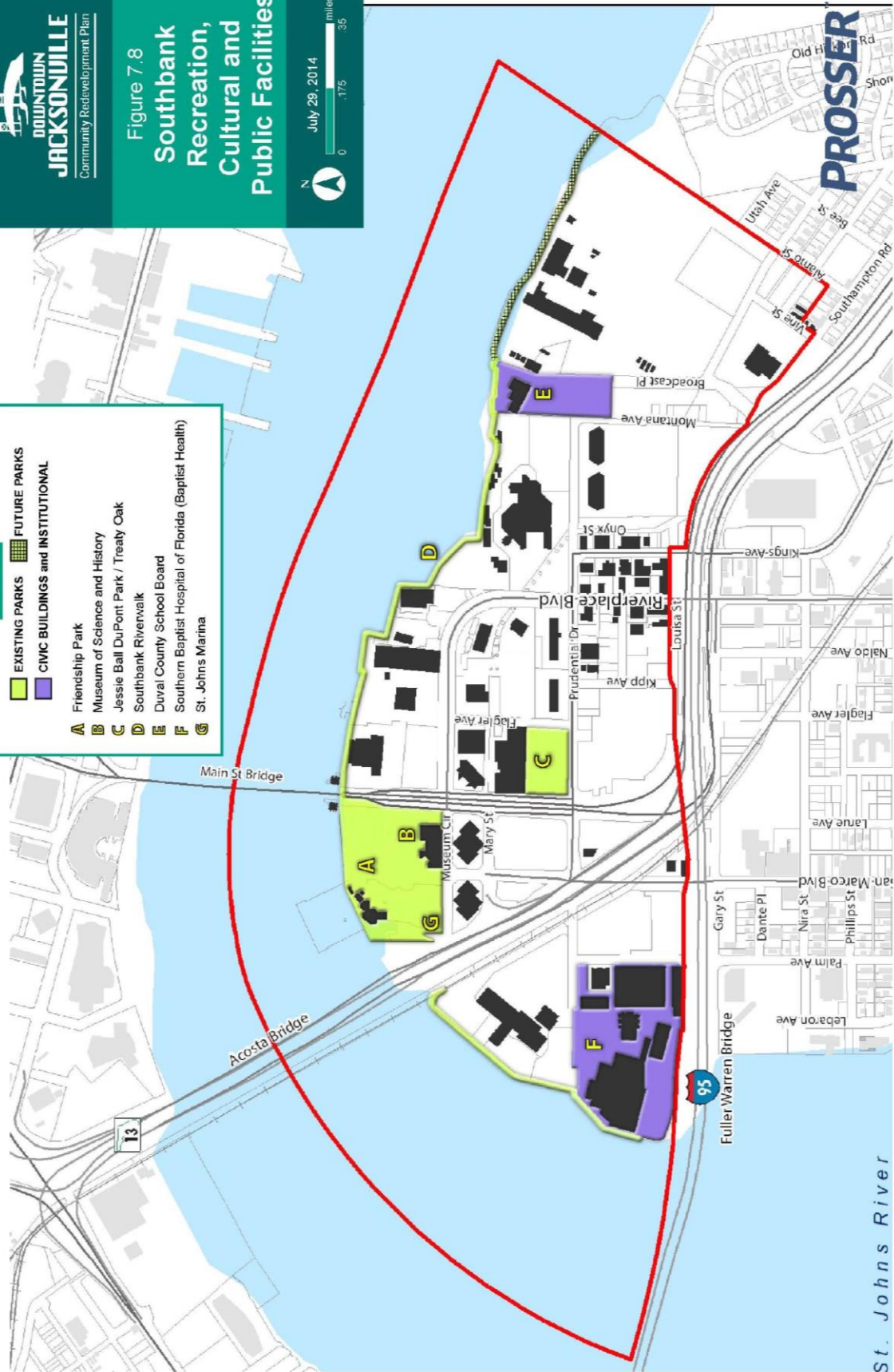


**PROSSER**





- LEGEND**
- EXISTING PARKS
  - FUTURE PARKS
  - CIVIC BUILDINGS and INSTITUTIONAL
- A** Friendship Park  
**B** Museum of Science and History  
**C** Jessie Ball DuPont Park / Treaty Oak  
**D** Southbank Riverwalk  
**E** Duval County School Board  
**F** Southern Baptist Hospital of Florida (Baptist Health)  
**G** St. Johns Marina



## 7.3

# Residential Use Element

(A) Home Street Lofts	12 Units
(B) San Marco Place	141 Units
(C) The Peninsula at St. Johns	234 Units
(D) The Strand at St. Johns	295 Units
	<hr/> 682 Units



## Proposed Housing

The Redevelopment Plan seeks to integrate workforce housing into future DIA community planning initiatives. For purposes of this Redevelopment Plan, the term “workforce housing” shall mean housing that is affordable to a person who earns less than 150 percent of the current area median income. Workforce housing is also viewed as investment in infrastructure such as utility lines and transit. The DIA shall promote the development of workforce housing in Downtown Jacksonville by:

- Annually review, analyze and refocus workforce housing efforts;
- Coordinate with the Planning and Development Department, Jacksonville Housing Division, and the Jacksonville Housing Finance Authority to determine the need for the best practices to improve the market for workforce housing in Downtown Jacksonville;
- Setting aside a percentage of housing incentive programs for moderate and below moderate income households;
- Surveying property controlled by the DIA for use as or in support of workforce housing projects; and
- Working with rental property owners and developers and to set aside rental units for low and moderate income households.

## 7.4

# Neighborhood Impact Assessment

The Redevelopment Plan may have impacts on the neighborhoods located within the Southside CRA. The potential impacts as they relate to traffic circulation, environmental quality, community facilities & services, school populations, and resident relocation are listed in the following section. An inventory of neighborhood assets located in the Southside CRA is listed as follows:

### Public Schools

- None

### Promenades/Plazas/Places

- Southbank Riverwalk
- Friendship Fountain

### Cultural and Civic Institutions

- Duval County School Board
- Museum of Science and History

### Emergency Shelters

- None

### Medical Facility/Hospital

- Baptist Medical Center Jacksonville (473 beds including Heart Hospital)
- Baptist Heart Hospital (120 beds)
- Wolfson Children's hospital (199 beds)

### Parks and Open Space

- Friendship Park
- Jessie Ball DuPont Park / Treaty Oak
- Southbank Riverwalk

With the maintenance of existing parks and the addition of pop up parks and pocket parks where vacant dilapidated parcels currently exist; the Downtown experience can richly be

energized. It is critical to regularly program activities to be tied to individual parks as well as a collection of activities that string the Downtown parks together. Improving the appeal and safety of the Downtown parks may be accomplished through the utilization of better lighting and the presence of security and cost savings.

The following section describes the potential impacts of redevelopment efforts on traffic circulation, environmental quality, availability of community facilities and services, school population, and relocation of displaced persons. While neighborhood impacts have been considered for the specific redevelopment actions recommended in this Amendment, it should be noted that some of these projects are in the early stages of planning. Therefore, some impacts resulting from their implementation may as yet be undetermined. Other actions described in the Plan for subsequent years are subject to further refinement and elaboration in the intervening period and are consequently not included in the consideration of near term impacts.

### **Traffic Circulation**

The redevelopment projects contained within this Plan are generally adjacent to major transportation corridors and are not anticipated to degrade traffic circulation within the residential areas of the Southside CRA.

### **Environmental Quality**

The redevelopment actions proposed in this Plan are intended to improve the environmental quality within the Southside CRA. Some of the projects that the Downtown Investment Authority has undertaken or will undertake in the coming years involve Brownfield sites that have environmental issues such as polluted soil. Other projects funded or implemented by the Downtown Investment Authority involve the elimination of substandard building and housing conditions that affect the physical environment of the Southside CRA. The Downtown Investment Authority may provide incentives to private property owners to upgrade structures and improve housing conditions. In addition, Brownfield sites may couple TIF funding with any additional remediation and environmental grants. Information on petroleum sites can be obtained from the OCULUS data management database on the FDEP website (<http://dwmedms.dep.state.fl.us/Oculus/servlet/login>). The Contamination Locator Map on the FDEP website can provide locational information on the discharge sites and links to the OCULUS database (<http://webapps.dep.state.fl.us/DepClnup/welcome.do>).

### **Availability of Community Facilities and Services**

Since Downtown Jacksonville contains some of the oldest sections of the City, it has the availability of the full range of community services and facilities associated with urbanized areas. Since the original community redevelopment plans were adopted, the City of Jacksonville has expended considerable funds on infrastructure improvements and beautification efforts. Additionally, in the last decade the City has spent over \$441 million on public improvements funded by the Better Jacksonville Plan. Many of the improvements funded by the Better Jacksonville Plan are located within the Downtown community redevelopment areas including Veterans Memorial Arena, Baseball Grounds of Jacksonville, new Duval County Courthouse, and the Main Library.



## Effect on School Population

There are not any public schools located within the Southside CRA. Table 7.4.1 identifies the school population and any available capacity for public schools in close proximity to Downtown Jacksonville. The residential development programs identified within the Plan are not expected to adversely affect school populations.

Table 7.4.1 Duval County Public Schools In and Around Downtown Jacksonville				
School Name and Location	Magnet School	Enrollment Capacity	Current Enrollment (Percent of Capacity)	School Performance Grade (2012)
John E. Ford Pre K-8 (#154) 1137 Cleveland Street, 32209	Yes	681	696 (102%)	C
Richard L. Brown Elementary (#148) 1535 Milnor Street, 32206	Yes	758	509 (67%)	C
Central Riverside Elementary (#18) 2555 Gilmore Street, 32204	Yes	426	408 (96%)	A
Spring Park Elementary (#72) 2250 Spring Park Road, 32207	Yes	504	442 (88%)	A
Matthew W. Gilbert Middle (#146) 1424 Franklin Street, 32206	Yes	776	471 (61%)	D
LaVilla Middle School for the Arts (#267) 501 North David Street, 32202	Yes	765	1,128 (148%)	A
Julia Landon Middle School (#31) 1819 Thatcher Avenue, 32207	Yes	735	747 (102%)	A
Andrew Jackson High School (#35) 3816 North Main Street, 32206	Yes	1,432	691 (48%)	P

Source: Duval County School District

## Relocation of Displaced Residents and Businesses

Residential relocations are not currently contemplated by this Plan. In the event that existing or future Downtown Investment Authority (DIA) projects do require the relocation of residents, a relocation plan will be submitted as a component of the project package prior to official action on the project.

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# CRA Plan Umbrellas

Each Downtown Community Redevelopment Area (CRA) has a Redevelopment Plan that has a total life span of sixty (60) years. The Southside CRA Redevelopment Plan was adopted in 1980, expiring in 2040; the Northside West CRA Redevelopment Plan was adopted in 1981, expiring in 2041; and the Downtown East CRA Redevelopment Plan was adopted in 1984, expiring in 2044. While this Plan Update identifies certain specific projects and programs that the DIA seeks to implement for the redevelopment of Downtown, it cannot foresee all the possible challenges and opportunities for redevelopment that will come forward over that time frame. Therefore the Plan Update includes a list of statements (detailed as items 1 through 12 below) which anticipate broad categories of redevelopment activities that the DIA may take under the Plan, and on which the DIA may expend Redevelopment Trust Fund allocations where appropriate. It is anticipated that the funding for these projects could include the entire project process such as the planning, design, construction, and possibly maintenance of improvements.

The following is a list of redevelopment activities for which the DIA may seek to allocate Redevelopment Trust Fund monies for projects and programs, in part or in whole, in the future throughout the life of each CRA's Redevelopment Plan to continue the redevelopment of Downtown.

1. Economic Development
2. Directional Signage and Wayfinding
3. Streetscape and Infrastructure
4. Parking
5. Design Guidelines
6. Historic Preservation
7. Housing
8. Riverfront, Parks and Open Space
9. Public Investment Properties
10. Marketing, Festivals, Entertainment, and Tourism
11. Culture, Arts, and Education
12. Community Health

## 1. Economic Development

A key component required for successful redevelopment of Downtown is to increase the amount of residents and businesses within the core area by providing the base market for proposed housing, hospitality, entertainment, retail and other commercial projects; therefore the Plan recommends the DIA pursue activities that support multi-family housing, office/retail development, and other commercial projects that spur economic development Downtown. While the DIA has developed some programs and projects to spur retail and other commercial

activities in the Downtown CRAs, the DIA cannot predict all manner of programs or projects that might be needed over the life of the Plan. Therefore while specific programs and projects are listed in the Plan, the DIA intends to develop additional programs and support additional projects in the future to spur economic development in Downtown. The DIA would use Redevelopment Trust Fund monies in support of these future projects.

## 2. Directional Signage and Wayfinding

As important elements of the redevelopment of Downtown, the improvement of existing signage and the development of new signage, along with new methods by which Signage and Wayfinding may be implemented; the DIA intends to be able to adopt projects in the CRAs that improve Signage and Wayfinding for Downtown. The DIA would use Redevelopment Trust Fund monies to help pay for these future Signage and Wayfinding projects.

## 3. Streetscape and Infrastructure

The redevelopment of Downtown will involve a number of Streetscape and Infrastructure projects. The Plan includes a number of specific projects of these types in the Southside CRA Project Listing (Section 7.6). However there may be additional projects that would further the redevelopment of Downtown. The DIA would use Redevelopment Trust Fund monies to help pay for these potential Streetscape projects which might include sidewalks, bicycle lanes, crosswalks, street trees, lighting, furnishings and landscaped medians. Redevelopment Trust Fund dollars may also be used to improve Infrastructure projects such as roadways, stormwater systems, potable water systems, sanitary sewer, wireless fidelity, and other utilities to support redevelopment. Streetscape and infrastructure improvements must improve walkability in all parts of Downtown with an emphasis on creating highly walkable neighborhood nodes. All Downtown infrastructure improvements shall accommodate pedestrians and bicyclists within existing street network to establish a dedicated network.

## 4. Parking

The revitalization of Downtown centers on housing, retail business development, and increasing the utilization of vacant office space. All three of these topical areas have a common element in that they all require bringing people into Downtown for various lengths of time. While our future may center on mass transit, currently the proper management of parking assets in and around the Downtown area is critical. The DIA is addressing some aspects of parking for listed projects related to streetscapes, road diets, and street redesign but, there may be other projects or programs which could also improve parking management. The DIA would seek to implement these currently unknown projects or programs to facilitate development in Downtown. The acquisition of property, the demolition of non-historic buildings, and the disposition of property are tools the DIA may use to foster parking management in Downtown. The DIA would use Redevelopment Trust Fund monies to help pay for these potential parking projects.

## 5. Design Guidelines

The DIA is authorized to establish and enforce design guidelines to promote continuity throughout the redevelopment of Downtown. The DIA has oversight over the Downtown Design Review Board (the "DDRBB"), which issues approvals of design compliance with the downtown design guidelines. The DIA may choose to make changes to these guidelines or adopt new guidelines. The design and orientation of buildings and improvements shall take into account its impacts on surrounding buildings, structures, views, public access, and waterways. Design and orientation shall actively engage with the River, the Riverwalk, and Riverfront. The design



guidelines and riverfront design framework shall be geared towards improving walkability Downtown and in the neighborhood nodes. In order to most effectively accomplish this, the DIA may use Redevelopment Trust Fund monies to pay for any associated consultant and other professional related to modifying the design guidelines for Downtown.

## 6. Historic Preservation

The Downtown urban core of Jacksonville is home to a great many historic structures. After the great fire of 1901 which decimated the Downtown area, the number of historic structures in Jacksonville was drastically reduced. Therefore the preservation of any historic buildings (whether currently designated as such or not) and the historic fabric itself is an extremely important aspect of the redevelopment of Downtown. The DIA may seek to assist the preservation of the historic fabric and historic structures in Downtown by directly funding a preservation project or providing historic preservation incentives to the private sector. The DIA may use Redevelopment Trust Fund monies to pay for future historic preservation activities as the need arises.

## 7. Housing

Having a critical mass of residents living in Downtown is essential to developing a thriving Downtown area and is an important element in the redevelopment of Downtown. There has been a consistent lack of housing options for those who work in Downtown and might like to live Downtown as well. Therefore the DIA has developed a number of Housing Incentive Programs to help alleviate this issue. While the DIA has developed some programs and projects to encourage housing stock development in the Downtown CRAs, the DIA cannot predict all manner of programs or projects that might be needed over the life cycle of each CRA. The DIA may develop programs to incentivize housing development, assist renters or homeowners to move to Downtown, or to rehabilitate older rental housing stock. Therefore, while specific programs and projects are listed in the Plan, the DIA intends to develop additional programs and support additional projects in the future to spur housing development in Downtown. The DIA may use Redevelopment Trust Fund monies in support of these future projects.

## 8. Riverfront, Parks and Open Space

The riverfront, parks, and open spaces are an important part of Downtown for residents, employees, and visitors. The quality and quantity of these locations leave a lasting impression of what Downtown is, and is not. Additionally with an area in excess of eight (8) linear miles of riverfront running through the Downtown CRAs the development activity along this very special area is an important aspect the DIA will need to manage and incentivize as the entire Downtown is redeveloped. Therefore the DIA while currently proposing in the Plan some projects along the riverfront and for the development of park and other open spaces cannot foresee where these spaces will need to be located and developed, and how the riverfront can best be developed. The DIA in anticipation of these unknown needs intends to develop additional projects in the future to spur the development of parks and open space, and to maximize the impacts of riverfront development in Downtown. The DIA intends to spend Redevelopment Trust Fund monies in support of these future projects.

## 9. Public Investment Properties

The DIA manages city-owned properties located in the Downtown CRAs. The DIA may from time to time need to acquire or dispose of real property within the CRAs to foster the redevelopment of Downtown. Some possible uses for DIA acquired properties may be developing housing,

improving parking management, developing commercial space, creating more open space, improving infrastructure, and facilitating historic rehabilitation. The DIA cannot foresee all properties that may need to be acquired or disposed of in this Plan, and thus intends to be able to spend Redevelopment Trust Fund monies in support of these acquisition and disposals of public properties within the Downtown CRAs including all due diligence costs.

## 10. Marketing, Festivals, Entertainment and Tourism

The public perception of Downtown is an important part of driving Downtown's redevelopment. The ability to change negative perceptions, show improvements, and demonstrate to the citizens of Jacksonville, and the public at large, the revitalization of the Downtown area can have a massive impact on how well and how quickly the redevelopment of Downtown occurs. Therefore the DIA needs the ability to inform the public about the improvements and energy in Downtown through an organized marketing campaign. This campaign should include festivals, events, entertainment, and efforts aimed at tourist attraction to Downtown, as well as earned and purchased media coverage. The campaign should help create and maintain the brand of Downtown as the central hub of activity for the region. The DIA intends to spend Redevelopment Trust Fund monies in support of these future marketing programs, and in support of events, festivals and the encouragement of directing tourism into Downtown.

## 11. Culture, Arts, and Education

Cultural events and spaces, the Arts, and Education enhance the experience of being and going into Downtown. Encouraging and supporting these activities creates an improved perception of Downtown, makes the experience of Downtown visitors better, and makes Downtown a place where people want to spend time. This in turn stimulates the housing and retail markets in Downtown, which further enhances the revitalization of Downtown. The DIA has listed specific projects in the Plan related to the Culture, the Arts, and Education. However the DIA cannot plan for every beneficial cultural, artistic, or educational opportunity which may present itself in the Downtown area. Therefore the DIA may seek to provide support to cultural, artistic, educational, civic, and park and open space programming projects that promote Downtown and which draw attention and people to the Downtown area. The DIA may use Redevelopment Trust Fund monies in support of these cultural, artistic, and educational opportunities as they present themselves to promote Downtown.

## 12. Community Health

Modern urban development includes an aspect of promoting and supporting physical activity, improved dietary choices, and an overarching desire to improve the health of people living in urban areas. This focus on community health has shifted some of the design and development aspects of housing, open space, streetscapes, mobility, and even retail development within cities. The redevelopment of Downtown needs to address these community health concerns when evaluating projects, programs, and the overall direction the Downtown redevelopment activities are taking. The DIA has included community health concerns throughout the Plan; however the DIA cannot foresee the myriad of methods in which community health in Downtown can be improved. Therefore the DIA may seek to implement development programs that support improving community health, as well as supporting or initiating project or programs which support improving community health. The DIA may use Redevelopment Trust Fund monies in support of these projects and programs that seek to improve community health.

7.6

## Redevelopment Projects

## Project Name: Riverplace Boulevard Road Diet

**Plan Schedule:** 2014-2015 (Multi-Year)

**Supporting Redevelopment Goals:**

**Estimated Cost:** \$5,500,000

### Comprehensive Plan Consistency:

Housing Policy 1.4.7

Future Land Use Policies 2.3.5, 2.3.6, 2.3.13 and 2.3.15

Transportation Policies 1.5.1, 1.5.9, 1.6.1, 1.6.2 and 1.6.5



Downtown  
Epicenter



24-7  
Downtown



Healthy  
Design



Strategic  
Partnerships



Pedestrian  
Access



River  
Access



Urban  
Living

Riverplace Boulevard connecting Main Street and Prudential Drive is oversized for an urban environment with more lanes than necessary to carry normal traffic volumes. The street is in need of a "road diet" to calm traffic and create a more pedestrian and bicycle friendly environment. Current traffic loads on Riverplace Boulevard do not warrant a five-lane facility.

High speed (40 mph and higher) boulevards are inappropriate for urban areas such as the Southside CRA. The travel lanes are wider than needed for neighborhood traffic levels and do little to calm vehicle speeds. Crash rates go up at higher speeds, while motorists desire to yield to pedestrians drops significantly. In recent years the local news media have reported on numerous traffic accidents involving excessive speeds on Riverplace Boulevard. Within the past five years there have been more than 100 reported traffic accidents, 42 of which involved hit-and-run.

It is becoming more common to see urban area multi-lane roadways being built or re-built with 12-foot and 11-foot travel lanes. The Plan's recommended road diet offers speed reductions, increased safety due to lower speeds, construction and right-of-way costs savings, reduced drainage and runoff problems, increased ease of safely getting across street to the River, and providing an attractive, pedestrian-friendly gateway to Downtown from neighboring San Marco to the south. A conceptual design for the return to a neighborhood street through road diet involves:

- Reduce the speed limit to 25 mph between Main Street and Prudential Drive;
- Reduce the number of vehicle travel lanes from five to two, each not more than 12 feet wide;
- Break up the continuity of the center turn lane with small landscaped medians that will maintain the ability for access to existing businesses;
- Replace the existing traffic signal at the entrance to the property address 1301 Riverplace Boulevard parking garage and the property address 1300 Riverplace Boulevard with a roundabout;
- Introduce a roundabout at the entry to the property address 1515 Prudential Drive;
- Increase the clear width of the sidewalks on both sides of the street to not less than 12 feet preferred;
- Introduce a dedicated bike path and/or multi-purpose path on each side of the road separated from the sidewalk by a landscape buffer and/or multi-use path;
- Introduce free (non-metered) on-street parking lanes along each side of the street;
- Clearly marked pedestrian crossings with paving treatment and appropriate curb ramps (see illustration below);
- Plant shade trees in bulb-outs and/or in planting strips along sidewalks; and
- Allow the placement of public art in the streetscape.

**The allocations below are illustrative and subject to change.**

	Option One (Parallel Parking)	Option Two (Angled Parking)
Site Preparation & Miscellaneous	\$ 748,190	\$ 744,670
Roadwork	\$ 789,650	\$ 765,720
Drainage	\$ 550,350	\$ 550,350
Signalization	\$ 439,850	\$ 439,850
Landscaping	\$ 66,110	\$ 68,000
Roadway Lighting	\$ 438,900	\$ 438,900
Bus Station Modifications (BOC to ROW)	\$ 199,260	\$ 199,260
Subtotal Project	\$ 3,232,310	\$ 3,206,750
Utilities (Water/Sewer)	\$ 484,850	\$ 481,010
Engineering Design	\$ 581,820	\$ 577,220
Construction Eng. Inspections	\$ 549,490	\$ 545,150
Contingency (20%)	\$ 646,460	\$ 641,350
<b>Total Project Construction</b>	<b>\$ 5,494,930</b>	<b>\$ 5,451,480</b>



## Project Name: St. Johns River & Tributary Access

Plan Schedule: TBD

### Supporting Redevelopment Goals:

Estimated Cost:

### Comprehensive Plan Consistency:

Future Land Use Policy 2.3.6

Transportation Policies 1.5.1 and 1.5.3



Downtown  
Epicenter



24-7  
Downtown



Healthy  
Design



Strategic  
Partnerships



Pedestrian  
Access



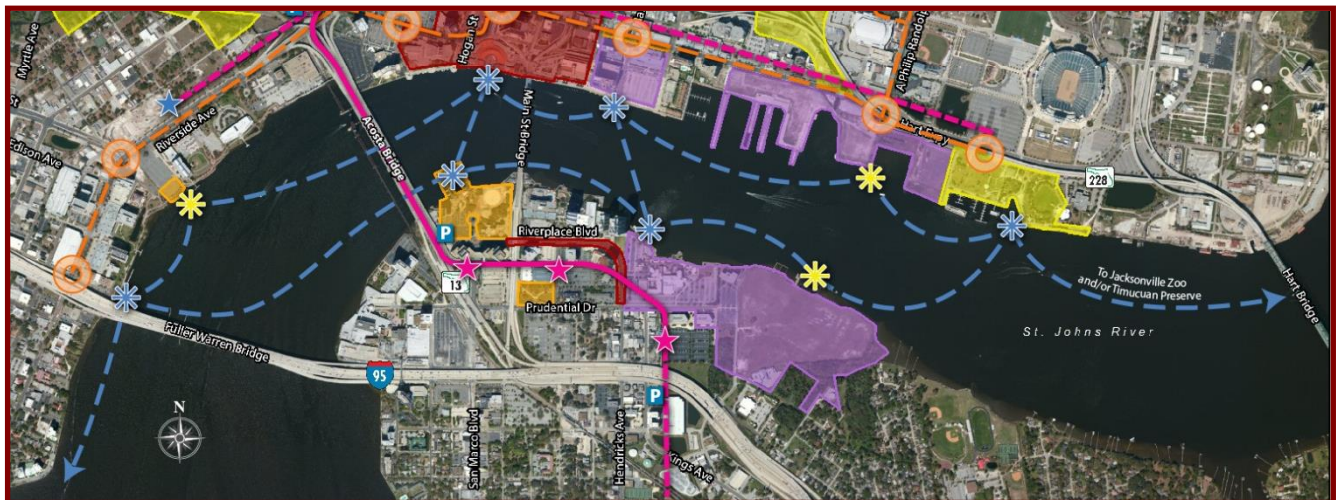
River  
Access



Urban  
Living

The Plan recommends the creation of a network of sustainable water launches and increase access for the public to enjoy the St. Johns River. The DIA could bolster water access by improving identification of existing launches and creating new launches. An initial network might include the Main Launch at Friendship Park, the Riverside Arts Market floating dock, the aforementioned Gefen Park, floating platforms attached to Jacksonville Landing's floating dock, and the floating dock along the Northbank Riverwalk in front of the Former County Courthouse and City Hall Annex Catalyst Sites, Metropolitan Park Marina, and the School Board building. The network could be expanded in the future as redevelopment occurs at the Shipyards Catalyst Site and the Southbank Catalyst Site. The Southbank east of Peninsula is most conducive for non-motorized watercraft than the Northbank.

Each of the proposed network's locations offer short distances from parking area to launch. Secure storage could be made available in the future. Possible amenities could include fresh water to rinse boats/gear, trash cans, picnic area, and maps or navigation guides.



## Project Name: Redesign Friendship Park

**Plan Schedule:** 2017-2018

**Supporting Redevelopment Goals:**

**Estimated Cost:**

**Comprehensive Plan Consistency:**

Future Land Use Objective 2.3  
Future Land Use Policies 2.3.6, 2.3.13 and 2.3.15  
Transportation Policy 1.5.2  
Housing Policy 1.4.7



Downtown  
Epicenter



24-7  
Downtown



Healthy  
Design



Strategic  
Partnerships



Pedestrian  
Access



River  
Access

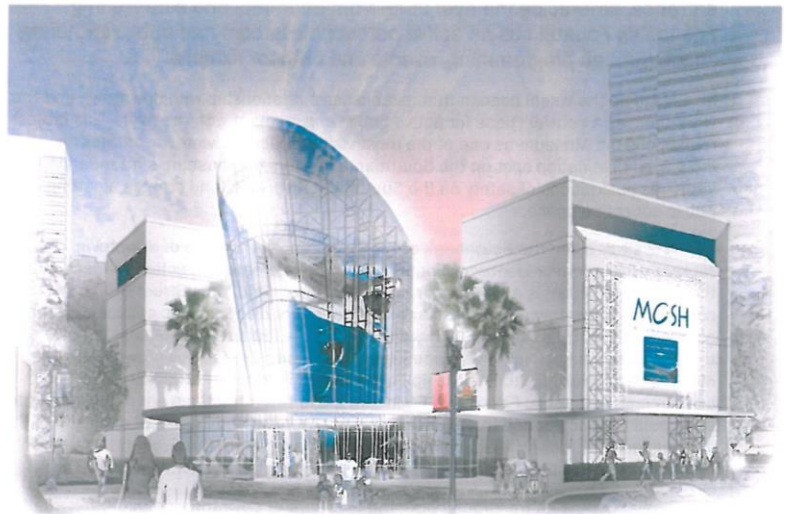


Urban  
Living

Friendship Fountain creates an active connection to the river while MOSH is a key anchor for the Riverwalk and Main Street Bridge connector to Downtown's business and entertainment destinations. Despite MOSH's close proximity to Friendship Fountain, these two attractions are poorly integrated and could be repositioned to enhance the attractiveness and impact of each. MOSH's existing facility currently has an entrance situated away from the river and a riverfront façade that does not embrace Friendship Fountain and the river. This site can truly be iconic in its public space treatment and still accommodate redevelopment opportunities near the waterfront. The Plan recommends integrating MOSH and Southbank Riverwalk into a unified destination with shared events and activities. MOSH is the anchor institution with existing programming that sets a fresh and inspiring stage for learning and engagement while energizing the nearby riverwalk and fountain for outdoor venues and/or continuation of activities. Florida Friendly and waterfront friendly plants, landscaping design guidelines, and education should be an interactive feature within the park's design.

The DIA may assist with funding and support of promotional activities in order to raise awareness and interest in the Southside CRA, provide support for area businesses, and help brand Downtown Jacksonville regionally, nationally, and internationally. Promotional campaigns should be aimed at increasing business volume, development activity and residential interest in the Southside CRA.

This recommended project should be done in concert with the DIA's Enhanced Event Programming within the Downtown Northbank CRA. Friendship Park offers another venue for collaboration continuing the synergy of events planned between Hemming Plaza and the Jacksonville Landing. It is recommended that events at Friendship Park include regular weekly, monthly and annual festivals and events to draw local citizens who may not utilize Downtown on a regular basis with a particular emphasis on families with small children. Possible events might include a concert series, kids' crafts and activities, outdoor movies, and riding paddleboats. The introduction of a public pier at Friendship Park could offer another attraction for this location.



MOSH is planning to embark on a capital campaign to re-orient its entrance, embracing the river at its front doorstep, and establishing Friendship Fountain as an active outdoor classroom and public gathering space through programming, events, and outdoor exhibits. MOSH could serve as the visual beacon that establishes a relationship with Downtown and the Northbank as a central space for active public engagement with the river. This project repositions the Museum as one of the most visible spaces Downtown, creates an integrated destination spot on the Southbank, bolsters the museum's attendance, improves perceptions of safety on the Southbank Riverwalk, and creates a cutting-edge public education space. The illustration above depicts the Museum's conceptual redevelopment plan.

## Project Name: Housing Incentive Programs

**Plan Schedule:** 2015-2016

### Supporting Redevelopment Goals:

#### Estimated Cost:

#### Comprehensive Plan Consistency:

Future Land Use Policies 2.3.11 and 2.3.15

Housing Policies 1.2.14 and 1.4.7



Downtown  
Epicenter



24-7  
Downtown



Healthy  
Design



Strategic  
Partnerships



Pedestrian  
Access



River  
Access



Urban  
Living

The future of Downtown Jacksonville depends on the future of Downtown housing. Urban housing density makes Downtown retail viable and enriches the character of Downtown for tourists and office workers who drive economic growth. The goal is to create market conditions in which residential is viable without public funding, but first, incentives must encourage the first-movers to show that Downtown can compete with outlying areas.

Residential growth will have positive impacts on Downtown Jacksonville and serve as a catalyst for other forms of growth. Residential growth is the key to unlocking the positive benefits sought for the City, including amenities, redevelopment of existing building stock, and the presence of more vibrant neighborhood life on the streets and in the public realm. Providing a mix of housing typologies at a range of price points will allow for a growth in permanent population that is key to area revitalization. Residents – more so than workers or tourists – are the vital human ingredient in defining a neighborhood's lasting character. Furthermore, establishing a permanent population base will provide evidence to retailers and employers that Downtown can and should be a viable location to operate. The best way to attract a diverse population is by providing high quality housing and a wide range of housing types.

The Plan recommends the DIA focus resources on increasing housing through the BID Strategy's use of grants, incentives, and tax abatements such as, but not limited to, a Downtown Housing Incentive Program, Multi-family Property Tax Exemption Program, Commercial Revitalization Program, and Shared Equity Down Payment Assistance Incentive. A predictable and consistent Housing Incentive Program can facilitate development at the pace required to reach the DIA's conservative target at a minimum for an additional 3,850 Downtown dwelling units by 2025. Communities with residents who like where they live are more successful, which leads to a growing local economy. The more people like Downtown and grow roots here, the more the economy grows as well. Over time the incentive program and other actions will support reduction or modification of incentives, as a critical mass of dense urban development increases market demand and makes development projects feasible without subsidy.

Public benefits that developers should be expected to provide include:

- An exemplary standard of urban design;
- Structured parking or contribution to shared parking;
- Structured or rear parking (no surface parking lots in front of buildings); and
- Ground-floor transparency.

Additional consideration may be given for projects that are proximate to mass transit hubs.

## Project Name: Landmark Public Park on the St. Johns River

Plan Schedule: 2017-2025

### Supporting Redevelopment Goals:

Estimated Cost: TBD

### Comprehensive Plan Consistency:

Future Land Use Objective 2.3  
Future Land Use Policies 2.3.6 and 2.3.7



Downtown  
Epicenter



24-7  
Downtown



Healthy  
Design



Strategic  
Partnerships



Pedestrian  
Access



River  
Access



Urban  
Living

The following excerpts are from a presentation entitled *How Cities Use Parks for Community Revitalization* that Peter Harnick, Director of Green Cities Initiatives for Trust for Public Land, gave at an American Planning Association City Parks Forum.

Parks are complex elements of a city. They can serve scores of different uses, may be specialized in their function, or can simply provide visual appeal for residents. However they work, they act to define the shape and feel of a city and its neighborhoods. They also function as a conscious tool for revitalization. Parks can stem the downturn of a commercial area, support the stabilization of faltering neighborhoods, and provide a landmark element and a point of pride for constituents. For all these things, to happen, the city needs to be open and aware of parks' potential to spur revival, and support the elements that are needed to make that happen.

- **Key Point #1:** Parks that serve as central walking, resting, and meeting places can revive failing or threatened commercial areas.
- **Key Point #2:** Renewal takes leadership, vision, and time; with these three ingredients, revitalization tends to attract ever more investment.
- **Key Point #3:** Community residents and the city, working together on a neighborhood park project can turn around a distressed residential area.
- **Key Point #4:** Parks do not automatically lead to neighborhood revival; before investing, the city should make sure the relation of a park to its surrounding neighborhood will allow revitalization.

When careful attention is given to selective park creation or improvement, it will likely have a great impact. Elements to keep in mind when hoping to use city parks for community revitalization:

1. **PHYSICAL:** A park should be both a worthwhile destination in itself and attractive walking route to use in the course of doing other business.
2. **POLITICAL:** Creating a park – or repairing it – should provide the opportunity for people in the neighborhood to get to know each other and work together for the greater good.
3. **ECONOMIC:** The Park should create a distinctive presence that it gives retailers and opportunity to play off the “signature” and redouble the district's vitality. For a park in a residential area, the distinctiveness should give homeowners the confidence to renovate and upgrade.
4. **CONTEXT:** The Park must be located in a community that has the physical space, economic opportunity, and political commitment to revitalize.

Increasing the supply of residential units at strategic locations in either the Downtown Northbank or Southside CRAs creates an even greater need and draw for a landmark public riverfront park. A landmark public riverfront park would be an essential amenity to increase attractiveness of living and working Downtown.

**The following summarizes the Project for Public Spaces' 9 Steps to Creating a Great Waterfront: Develop a Downtown Landmark Public Park central to the core, along the riverfront that ties in the surrounding built environment, social atmosphere, infrastructure, human element, and access to the River.** Creating a great waterfront includes critical components such as, but not limited to: a focus on great public space, public input and goals, existing assets and context, shared vision, multiple-use destinations along the waterfront, connections to destinations, maximum public access, balance between environmental and human needs, and short-term actions that build confidence towards the greater project.



## Project Name: Southbank Catalyst Site

**Plan Schedule:** Market-driven

### Supporting Redevelopment Goals:

#### Estimated Cost:

#### Comprehensive Plan Consistency:

Future Land Use Objective 2.3  
Future Land Use Policies 2.3.8, 2.3.11 and 2.3.15  
Transportation Policy 1.5.1  
Housing Policies 1.2.14 and 1.4.7



Downtown  
Epicenter



24-7  
Downtown



Healthy  
Design



Strategic  
Partnerships



Pedestrian  
Access



River  
Access



Urban  
Living

This 64-acre site within the Southside CRA has great potential for the attraction of large-scale retailers. It is a logical site for community-oriented retail, fine dining restaurants, hotel, office, and retail developments, given the proximity of tremendous amount of office space and multi-family housing, more service-oriented retail such as dry cleaners, hair salons, markets are likely to have success, providing immediate benefits to the surrounding residential base.

Looking towards the future, the DIA can prepare for large-scale retail and iconic, demand-generating, entertainment developments on the Southbank. The DIA should promote a development plan that achieves the following goals:

- Provides active uses along the waterfront such as restaurants, cafes, retail, etc. that will help activate and offer amenity to the St. Johns River;
- Provides public access to the waterfront by means of improved and expanded boardwalks and/or trails along the waterfront;
- Provides structured parking with a portion of spaces that are publically available to support parking demands of off-site uses within the development; and
- Provides a pedestrian link that connects Riverplace Boulevard and the Southbank Riverwalk.

The DIA may investigate developing a mooring field for boats. This would increase the popularity of Downtown Jacksonville with vacationing boaters, increase the amount of marine activity and make the riverfront (through the addition of large boats and yachts) more aesthetically pleasing.



## Project Name: National Historic District Designation

Plan Schedule: 2014-2017

### Supporting Redevelopment Goals:

Estimated Cost: \$40,000-\$50,000

Comprehensive Plan Consistency:



Downtown  
Epicenter



24-7  
Downtown



Healthy  
Design



Strategic  
Partnerships



Pedestrian  
Access



River  
Access



Urban  
Living

The National Register of Historic Places is the official list of the Nation's historic places worthy of preservation. The National Register was established by the National Historic Preservation Act of 1966. The purpose of the Act is to ensure that as a matter of public policy, properties significant in national, state, and local history are considered in the planning of federal undertakings, and to encourage historic preservation initiatives by state and local governments and the private sector. The application process for the listing of a historic district on the National Register starts with the Florida Division of Historical Resources and the Florida National Register Review Board that recommends potential landmarks and districts to the National Park Service for final approval.

**Benefits of a property being listed** in National Register district include the following:

- Properties eligible for 20% Federal Income Tax Credit on a substantial rehabilitation done in compliance with the Secretary of the Interior's Standards for Rehabilitation.
- Properties may be exempt from certain FEMA requirements.
- Properties are eligible for some ADA and building code adjustments which can result in substantial cost savings.
- Properties owned by governments or private non-profit organizations are more competitive for state preservation grants.
- Districts include older buildings that may not be eligible for listing individually, thereby making them eligible for benefits by virtue of being a contributing property in the district.
- Property owners do not have to pursue individual listing(s)-saving time and money.

Being located in a National Register district **DOES NOT REQUIRE:**

- Buildings not be changed, altered or demolished.
- Buildings to be available for public visitation.
- The federal, state or local governments seeking protective covenants or seeking to purchase the property.

The timeframe for listing a district on the National Register can vary due to size of district, completeness and quality of application, and meeting cycle of the National Register Review Board. The National Park Service attempts to make a determination within 45 days of receiving the application. Consulting's fees for creating a historic district(s) will vary to the size and number of districts, the number of buildings already documented, and the amount of research already completed. Estimated cost: **\$30,000 to \$50,000**. Downtown areas that may have a sufficient cluster of buildings based on number, age and integrity to potentially constitute a district include the following;\*

- **Central Business District:** Julia Street on the west; West Ashley Street on the north; North Market Street on the east and Bay Street on the south. A potential smaller residential district may be in the area defined by North Liberty Street on the west; East Ashley Street on the north; Catherine Street on the east; and East Duval Street on the south.
- **LaVilla and Southbank:** Very small districts may be considered along the North Broad Street Corridor between West Bay Street and West State Street, and Clay Street west to both sides of North Jefferson Street. A potential Southbank district could be considered in the general area defined by Prudential Drive, Onyx Street, Louisa Street, and Kipp Street.

**\*Please note these are very general working boundaries. Development of specific boundaries will be part of the nomination application.**



# **DOWNTOWN JACKSONVILLE**

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## **Community Redevelopment Plan**

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### **Section 8 Comprehensive Plan Consistency**

Florida Statutes require that this Plan be consistent with the City of Jacksonville Comprehensive Plan. Every effort has been made to prepare the Downtown Jacksonville Community Redevelopment Plan to be consistent with the City of Jacksonville's Comprehensive Plan; other downtown plans, past studies, and reports done by or for the City of Jacksonville have also been extensively reviewed for consistency. The City of Jacksonville Planning and Development Department has reviewed the Plan for consistency with the 2030 Comprehensive Plan and determined it consistent in keeping with Section 163.360(2)(a), F.S. (see correspondence on the following page). The specific Comprehensive Plan objectives and policies that were considered by the Department are listed below. The near-term, mid-term, long-term actions recommended in Sections 6 and 7, as well as the Business Investment and Development Plan, cite the corresponding Comprehensive Plan objectives and policies they support and which they are consistent with.

Transportation Element			Housing Element	Future Land Use Element	
Objective 1.5	Policy 1.6.2	Policy 1.7.4	Policy 1.2.14	Objective 2.3	Policy 2.3.10
Policy 1.5.1	Policy 1.6.3	Policy 1.7.5	Policy 1.4.7	Policy 2.3.1	Policy 2.3.11
Policy 1.5.2	Policy 1.6.4	Policy 1.7.6		Policy 2.3.2	Policy 2.3.12
Policy 1.5.3	Policy 1.6.5	Policy 1.7.7		Policy 2.3.3	Policy 2.3.13
Policy 1.5.4	Policy 1.6.6	Policy 1.7.8		Policy 2.3.4	Policy 2.3.14
Policy 1.5.5	Policy 1.6.7	Policy 1.7.9		Policy 2.3.5	Policy 2.3.15
Policy 1.5.6	Policy 1.6.8	Policy 1.7.10		Policy 2.3.6	Policy 2.3.16
Policy 1.5.7	Policy 1.6.9	Objective 1.8		Policy 2.3.7	Policy 2.3.17
Policy 1.5.8	Policy 1.6.10	Objective 5.3		Policy 2.3.8	Policy 2.3.18
Policy 1.5.9	Policy 1.6.11	Policy 5.3.1		Policy 2.3.9	
Policy 1.5.10	Objective 1.7	Policy 5.3.2			
Policy 1.5.11	Policy 1.7.1	Policy 5.3.3			
Objective 1.6	Policy 1.7.2	Policy 5.3.4			
Policy 1.6.1	Policy 1.7.3				

In order to remain current, the Plan must be amended when programs are changed or as new programs and projects that were not included in the original plan are proposed. Those portions of the Community Redevelopment Plan and subsequent amendments which involve only the resources of the Downtown Investment Authority will not be included within the City's Comprehensive Plan. However, whenever significant City participation is a part of a Downtown Investment Authority project and such participation has not been addressed in the Comprehensive Plan, it may be necessary to process a Comprehensive Plan Amendment. Generally, it will be necessary to amend the Comprehensive Plan in order to accommodate the following:

- Those portions of the Plan that would otherwise be in conflict or inconsistent with the Comprehensive Plan as it is now written;
- To provide City financing, or financial assistance, to projects identified in the Plan that are not already in the Comprehensive Plan; and
- To reassess and modify existing policies in the Future Land Use Element calling for joint Downtown Investment Authority/City participation.



PLANNING AND DEVELOPMENT DEPARTMENT



July 7, 2014

Mr. Aundra Wallace, CEO  
Downtown Investment Authority  
117 West Duval Street Suite 310  
Jacksonville, Florida 32202

RE: Downtown Jacksonville Northbank and Southside Community Redevelopment Area Plan

Dear Mr. Wallace:

The Planning and Development Department has reviewed the Downtown Jacksonville Community Redevelopment Area (CRA) Plan for the Northbank and Southside for consistency with the City of Jacksonville's 2030 Comprehensive Plan. The Department review finds the proposed CRA Plan to be consistent with the 2030 Comprehensive Plan.

Should you have any questions regarding the Department's review, please do not hesitate to contact me.

Sincerely,

A handwritten signature in blue ink, which appears to read "Calvin L. Burney, Sr.", is written over a faint, larger version of the same signature.

Calvin L. Burney, Sr.  
Director



# **DOWNTOWN JACKSONVILLE**

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## **Community Redevelopment Plan**

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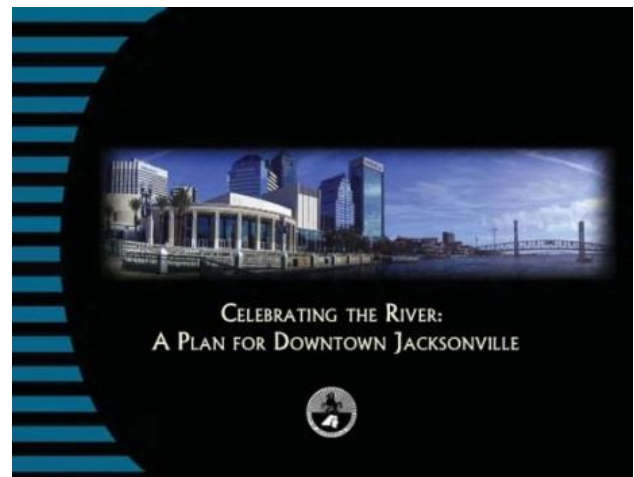
### **Appendix A**

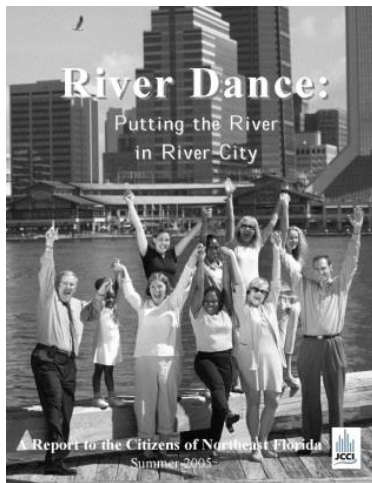
### Existing Plans and Studies

The Plan builds on the work completed in the previous community redevelopment plans and the Downtown Master Plan to address both new and old issues. The economic shift caused by the world-wide financial crisis requires a fresh look at Downtown redevelopment. The DIA reviewed the studies, plans, and reports listed below completed within the past twenty years that contain recommendations for Downtown redevelopment. The recommendations of these documents were used by the DIA in their formulation of a concise set of seven (7) **Redevelopment Goals** that are relevant to the future successful implementation of this Plan.

- **Northside West Community Redevelopment Plan (1981)**
- **Southside Community Redevelopment Plan (1981)**
- **Downtown East Community Redevelopment Plan (1985)**
- **Consolidated Downtown DRI Development Order (1993)**
- **Celebrating the River: Downtown Master Plan (2000)**
- **Downtown Overlay Zone (2003)**
- **River Dance: Putting the River in River City (2005)**
- **Downtown Action Plan (2007)**
- **Urban Core Vision Plan (2010)**
- **DVI Report: Turning the Corner, Rethinking and Remaking Downtown (2010)**
- **2030 Mobility Plan (2011) and former Downtown TCEA**
- **Downtown Pedestrian Mobility and Safety Enhancement Study (2011)**
- **Jacksonville Civic Council Northbank Redevelopment Task Force Report (2011)**
- **IBM Smarter Cities Challenge Report (2012)**
- **JAX2025 Report (2013)**

In 2000, the Jacksonville City Council adopted Ordinance 2000-1078-E, **Celebrating the River: A Plan for Downtown Jacksonville**, more commonly known as the Downtown Master Plan, which provides the basis for all future downtown development. Additionally, ten (10) mixed-use Downtown Zoning Overlay districts were created and codified in Chapter 656, *Ordinance Code*. It directs and recommends where development should take place and what type of development it will be. It focuses on the natural asset the scenic St. Johns River and calls for the creation of green space, pedestrian rights-of-way and scenic vistas.



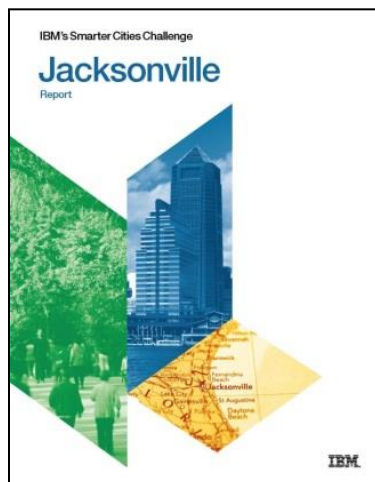


The Downtown Master Plan's nine principles were used by the DIA in formulating the Plan's seven (7) Redevelopment Goals

In 2005, the Jacksonville Civic Council, Inc. (JCCI) completed **River Dance: Putting the River in River City**, a study to determine how the Jacksonville community can interact with the St. Johns River and its tributaries for the maximum benefit of both people and nature. The study offered conclusions for sustaining multiple uses along the St. Johns River, strengthening economic development, and increasing public access to the River that were utilized by DIA in the formulation of the fifth Redevelopment Goal.

In 2007, the Jacksonville Economic Development Commission with assistance of local professionals and community leaders formulated the **Downtown Action Plan** to serve as the guide for creating the Downtown envisioned by the principles espoused in the aforementioned Downtown Master Plan. It contains nineteen action steps developed based upon the objectives of improving walkability, making downtown a destination, making downtown a neighborhood, and ensuring a framework for sustainable success.

The 2010, **Urban Core Vision Plan** recognized that the City has an opportunity to support an alternative to sprawling, low-density, suburban development. While the Vision Plan encompasses far more area than just Downtown Jacksonville, it does possess several guiding principles that directly affect future Downtown redevelopment including capitalizing on the Urban Core's uniqueness, promoting mixed-use/mixed-income redevelopment and infill, providing a variety of transportation choices, and expanding, protecting, and enhancing open space.



In 2012, the **IBM Smarter Strategies Report** delivered recommendations to establish a renewed identity for Jacksonville through revitalization of the downtown urban core utilizing a cohesive, measurable, and actionable approach. Maximizing the use of Downtown real estate requires mixed-use properties, designed for multiple purposes and frequently combining residential, retail and office space.

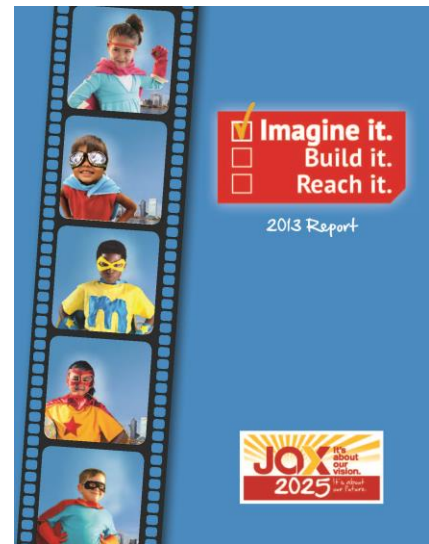
The Report suggests that by filling Downtown with properties that encourage a continuous flow of people, Jacksonville can efficiently address its goal of increasing density, occupancy and revenue Downtown. The Report recommends creating an



“epicenter of growth” to funnel investment funds in a cohesive and integrated manner, to a specific area to rapidly enable more integrated and cohesive mixed-use development.

The Report suggests implementing near-term projects to create attractiveness to draw people to Downtown. One such project is creating more regular, managed, daytime, weekly, family-friendly special events programming in public places to attract people to come Downtown or better leverage existing visitors. Another suggested project is short-term, low cost beautification initiatives with public art and creative lighting to provide a “cared for” image. Building upon that recommendation is the synchronization of transportation to businesses with increased wayfarer signage to help change the perception of residents who live outside the urban core and believe its transportation, one-way streets and parking limitations make for a “difficult” downtown.

**JAX2025** is a comprehensive community visioning exercise initiated in 2012 whose participants focused on a shared sense of priorities for what they want to see happen in Jacksonville by the year 2025. The project received surveys from more than 14,000 people from all across the City indicating what they like about Jacksonville, what they are concerned about, and what they are going to do about it. Remarkably, when asked “What are the biggest challenges facing Jacksonville today?” survey respondents’ top response was the vibrancy of Downtown Jacksonville. When asked if they could change or improve one thing about Jacksonville, their top response was Downtown Jacksonville. Among JAX2025’s vision targets and corresponding strategies, four of them have direct bearing upon the future redevelopment of Downtown that the DIA utilized in forming the Plan’s seven (7) Redevelopment Goals.





# **DOWNTOWN JACKSONVILLE**

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## **Community Redevelopment Plan**

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## **Appendix B**

### Building on the Past

Downtown Jacksonville needs to foster a diverse collection of people inhabiting offices, shops, theaters, restaurants, homes, museums, places of worship, and public spaces. People are what enhance any downtown's character and personality, its animation and its energy. Whether they reside there, are employed there, or seek out entertainment there, people are the stewards of downtown, caring about it, advocating for it and respecting and celebrating Jacksonville's rich social and ethnic diversity. For decades Downtown Jacksonville was thought of only as a place where people work, but henceforth it shall be recognized and promoted as a true neighborhood where people live, where they go to school, where they worship, where they purchase goods and services and where they play. Downtown Jacksonville will offer an integrated environment so that each supports the other with the goal of creating a unique place that is unlike any other place in the region, a place with an energy about it that is appealing and safe to people from all walks of life. Downtown Jacksonville will have inviting parks and open space, places to relax, places that that inspire, and places to live.

The Plan is governed by seven (7) overriding Redevelopment Goals with strategic objectives that will guide the review of all proposed actions in Downtown Jacksonville – be they public, private, non-profit, quasi-public, or a public/private partnership – to ensure that all future activities support and contribute to the vitality of Downtown Jacksonville. For those considering investment in Downtown Jacksonville, these objectives also provide a clear vision of the future. Those proposed development actions and investments that embrace these objectives should to be enthusiastically supported and encouraged by the Downtown Investment Authority (DIA) and Jacksonville City Council.

The DIA grouped the objectives and policies from the Downtown plans and studies referenced in **Appendix A** that are similar in nature and melded them together to yield a common Redevelopment Goal. Instead of having several documents, each with their own set of objectives and directives, the DIA will utilize the resulting seven (7) concise, overarching Redevelopment Goals to act as the basis for redevelopment proposals contained in this Plan. The alphabetical and numerical parenthetical references in the following tables reference those existing plans and studies aforementioned in this section.

Existing Downtown Plan Policies and Objectives	<p><b>Redevelopment Goal No. 1</b></p> <p><b>Reinforce Downtown as the City's unique epicenter for business, history, culture, education, and entertainment.</b></p>
Community Redevelopment Plan (c): Increase the opportunities for both temporary and full-time employment of Jacksonville residents	
Community Redevelopment Plan (h): Provide pedestrian and transit linkages and parking facilities within the project area	
Downtown Master Plan (4): We will encourage adequate, well-designed and strategically placed parking throughout downtown	
Downtown Master Plan (8): We will enhance the perception of downtown as a safe place	
Urban Core Vision Plan (1.1): Protect and Revitalize Historic Neighborhoods and Assets	
Urban Core Vision Plan (1.2): Capitalize on the Downtown	
Urban Core Vision Plan (3.1): Improve Connectivity of Existing Transit	
JAX2025: Strengthen the artist community through active collaboration and cross-promotion, as well as increasing venues, workspaces and residential opportunities in an identifiable arts district	
JAX2025: In Master Plan for Downtown, establish a Downtown core as the standard for quality and aesthetic vibrancy to give a unique identity to Jacksonville	
JAX2025: Make transit more accessible, with buses running later and more often, and improve access not only to employment centers, but also to entertainment spots and popular destinations	
JAX2025: Explore all means of public transportation, including streetcars, rail and buses, and better coordinate transportation options and modes for an integrated transportation experience	

Existing Downtown Plan Policies and Objectives	
Community Redevelopment Plan (g): Increase Jacksonville's penetration of the economic activity generated by the growth of downtown Jacksonville by supporting and attracting developing additional commercial, service, residential, transportation, recreation and open space uses in the redevelopment area	<b>Redevelopment Goal No. 2</b>  <b>Increase rental and owner-occupied housing downtown, targeting key demographic groups seeking a more urban lifestyle.</b>
Community Redevelopment Plan (e): Provide land for public and private development which will support and strengthen the city's commercial and residential base (these development types may include residential, office, retail, service, light industrial, entertainment, recreation, hotel, parking and open space uses)	
Urban Core Vision Plan (1.2): Capitalize on the Downtown	
Urban Core Vision Plan (2.2): Create a Range of Housing Opportunities and Choices	
JAX2025: Develop the connections and feel of Downtown as a neighborhood, with neighborhood associations, neighborhood lifestyle amenities, and increased residential opportunities	
JAX2025: In Master Plan for Downtown, establish a Downtown core as the standard for quality and aesthetic vibrancy to give a unique identity to Jacksonville	

Existing Downtown Plan Policies and Objectives	
Community Redevelopment Plan (a): Acquire and remove structurally substandard and obsolete buildings and facilities in the project area which are detrimental to the health, safety or welfare of the community, including buildings and facilities exhibiting blighting influences causing physical and environmental deterioration	<b>Redevelopment Goal No. 3</b>  <b>Simplify the approval process for downtown development and improve departmental and agency coordination.</b>
Community Redevelopment Plan (e): Provide land for public and private development which will support and strengthen the city's commercial and residential base (these development types may include residential, office, retail, service, light industrial, entertainment, recreation, hotel, parking and open space uses)	
Downtown Master Plan (9): We will pursue short-term actions that help us achieve our long-term vision	
Urban Core Vision Plan (2.5): Promote Clean-up and Redevelopment of Brownfields	
Urban Core Vision Plan (5.3): Increase Recreation and Programming Opportunities	

Existing Downtown Plan Policies and Objectives	
Community Redevelopment Plan (i): Provide a strong visual image for the project area through consistently high quality of building design, recreation, open space plaza, plaza and park areas, and landscape treatment	<b>Redevelopment Goal No. 4</b>  <b>Improve walkability/bikeability and connectivity to adjacent neighborhoods and the St. Johns River while creating highly walkable nodes.</b>
Downtown Master Plan (1): We will improve access to our river banks, creating a greenway of substantial amenity to our citizens.	
Downtown Master Plan (3): We will develop interconnected, attractive and safe pedestrian links among neighborhoods, activities and open space	
Downtown Master Plan (5): We will recognize open space as a valuable development asset	
Downtown Master Plan (6): We will provide a sustainable system of connected public open spaces that encourages variety, both in terms of size and function. Water and natural features will be important elements	
Urban Core Vision Plan (5.1): Improve Existing Parks	
Urban Core Vision Plan (5.4): Promote Environmental Clean-up of Existing Resources	
JAX2025: Improve access to green spaces, including parks and conservation lands, and increased recreational access to the St. Johns River and its tributaries	
JAX2025: Encourage development of Hogan's Creek Greenway and similar projects that restore natural beauty, clean up the environment, and re-establish neighborhood pride	
JAX2025: Create walkable, pedestrian and bicycle-friendly neighborhood streets, maintaining and enhancing the infrastructure necessary to create safe, enjoyable streetscapes	



Existing Downtown Plan Policies and Objectives	
Downtown Master Plan (1): We will improve access to our river banks, creating a greenway of substantial amenity to our citizens.	<b>Redevelopment Goal No. 5</b>  <b>Establish a waterfront design framework to ensure a unique experience and sense of place.</b>
Downtown Master Plan (5): We will recognize open space as a valuable development asset	
Urban Core Vision Plan (1.3): Protect and Enhance the Riverfront	
Urban Core Vision Plan (5.2): Improve and Expand Parks Along the River and Tidal Creeks	
JAX2025: Improve access to green spaces, including parks and conservation lands, and increased recreational access to the St. Johns River and its tributaries	
JAX2025: Emphasize the value of the St. Johns River in Downtown by continually maintaining pedestrian access through the Riverwalk	
River Dance: Increasing public access to the St. Johns River: Public access to the St. Johns River and its tributaries both downtown and along the length of the river is sufficient to meet the needs of the community. In downtown, access includes large, active, active, civic gathering spaces.	

Existing Downtown Plan Policies and Objectives	
Community Redevelopment Plan (b): Acquire property where the conditions of title, diverse ownership, lot layouts, or other conditions prevent the proper development of the property and where such acquisition is necessary to carry out this Redevelopment Plan	<b>Redevelopment Goal No. 6</b>  <b>Maintain a clean and safe 24-7 Downtown for residents, workers, and visitors.</b>
Community Redevelopment Plan (d): Improve the surrounding environment and replace through new construction deteriorated or obsolete buildings and facilities within the project area	
Community Redevelopment Plan (g): Increase Jacksonville's penetration of the economic activity generated by the growth of downtown Jacksonville by supporting and attracting developing additional commercial, service, residential, transportation, recreation and open space uses in the redevelopment area	
Community Redevelopment Plan (m): Enhance the image of each respective CRA and the Jacksonville area in general through the redevelopment of the area	
Downtown Master Plan (2): We will develop clearly defined downtown districts with distinct identities and a mix of uses and identify which district would be an appropriate location for major public capital investment projects	
Downtown Master Plan (7): We will establish downtown as a 24-hour city and as a new location for residential development, a regional destination for tourists, conventioners, and local residents	
Urban Core Vision Plan (2.1): Redevelopment and Infill	
Urban Core Vision Plan (2.2): Create a Range of Housing Opportunities and Choices	
Urban Core Vision Plan (2.3): Redevelop the Major Road Corridors with Neighborhood Retail and Services	
Urban Core Vision Plan (3.2): Create Walkable and Connected Neighborhoods	
JAX2025: Develop the connections and feel of Downtown as a neighborhood, with neighborhood associations, neighborhood lifestyle amenities, and increased residential opportunities	
JAX2025: Improve transit connectivity between Downtown and other neighborhoods, improving access not only to employment centers but also entertainment spots and popular destinations	

Existing Downtown Plan Policies and Objectives	
Community Redevelopment Plan (f): Strengthen the tax base of Jacksonville through new and rehabilitated development in the Community Redevelopment Area	<b>Redevelopment Goal No. 7</b>  <b>Use planning and economic development policies to promote design for healthy living.</b>
Community Redevelopment Plan (j): Relocate existing uses, where necessary, in close cooperation with these affected users and offer relocation opportunities pursuant to applicable law	
Community Redevelopment Plan (k): Provide public improvements to complement and serve existing and new development, including needed utilities, street closings and changes, streetscape improvements, open space landscaping, pedestrian and transit linkages, and parking	
Community Redevelopment Plan (l): Provide the additional public services necessary to serve existing and new development	
Urban Core Vision Plan (1.4): Protect and Buffer Industrial Uses	
Urban Core Vision Plan (2.4): Create Land Development Regulations That Enable Corridor Redevelopment	
Urban Core Vision Plan (4.1): Save Space for Industry	
Urban Core Vision Plan (4.2): Preserve and Enhance Existing Economic Assets and Drivers with Supporting Uses	
Urban Core Vision Plan (4.3): Explore New Opportunities for New Industry and Supporting Uses	
JAX2025: Focus on the "Creators Economy," with targeted economic development efforts to encourage the growth of arts employment and economic impact	
JAX2025: Encourage, incentivize and simplify the process for Downtown business development, including both large corporations and small business development, coordinating efforts to streamline the permitting and regulatory process	



# **DOWNTOWN JACKSONVILLE**

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## **Community Redevelopment Plan**

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## **Appendix C**

### Downtown Design Guidelines

The Downtown Overlay Zone, Section 656.361, et. seq., is the regulatory component of uses and the built form in Downtown. Subsection 656.361.10, *Ordinance Code* entitled "Development Guidelines," requires that all development, including renovation and rehabilitation of existing buildings and structures, comply and be consistent with the:

1. Urban Design Guidelines contained in the Downtown Master Plan;
2. Site Design and Building form Guidelines contained in the Downtown Master Plan; and
3. Downtown Jacksonville Streetscape Standards contained in 656.361.20.

The following Guidelines are contained in the various sections of the Master Plan. Where the guideline has been codified in Chapter 656, a notation in italics has been added.

### **The Urban Design Guidelines** (apply to all Districts)

1. Guidelines for Public Spaces
  - a. Identify gateways into downtown with landscaping and special features
  - b. Support public investment in the gateways by identifying and promoting commercial uses nearby
  - c. Create views to the river down the following streets: Main, Ocean, Newnan, Market, Liberty, Laura, Hogan and points along Gator Bowl Blvd., Jackson, Dora, Forest, Roselle, Hendricks, Miami, and Montana.
  - d. Encourage the creation of views from buildings to the river, through buildings, and across the river to buildings
2. Guidelines for Connections Downtown
  - a. Maintain traditional street grid pattern (*codified at 656.361.19(a), Ord. Code*)
  - b. Eliminate vacant streets and minimize the creation of super blocks.
  - c. Provide a continuous public walk from Metro Park to Memorial Park
  - d. Protect existing connections to river and create new connections
  - e. Improve Riverwalk connections to the Southbank at the Main St. and Acosta bridges
  - f. Provide connections to McCoy's Creek along Stonewall, Jackson, and Dora Streets
  - g. Provide connections to Hogan's Creek along Ashley, Church, Liberty, Main and Ocean Streets
  - h. Provide connections between major anchors and activities
    - i. Many streets mentioned. See page 15 of Master Plan.
    - ii. Encourage ground floor uses that link activities
  - i. Provide links to open space within the district and to other districts through landscaped connections
  - j. Provide connections from downtown to San Marco, Springfield, and Riverside and Brooklyn



## Streetscape Design Guidelines (apply to all Districts):

1. Make sidewalks interesting, safe and comfortable places to walk, and unify the sidewalk to provide a clear, direct and safe path for pedestrians.
  - a. Remove all utility poles, lights, meters from the pedestrian zone and relocate them in the amenity zone
  - b. Install underground utilities whenever possible
  - c. Use consistent, continuous widths of concrete for sidewalks
  - d. Comply with ADA
  - e. Widen sidewalks along all intra-district streets to a minimum of 8' of clear walking area and 8' minimum for amenity area
  - f. Build sidewalks in selected places in the core and commercial areas that are wide enough to accommodate sidewalk cafes, clear walking zones and amenity zones, 22' minimum from building face to the curb
  - g. Build sidewalks in residential areas a minimum of 5' width
  - h. Provide landscaped walking areas under the ASE
  - i. Provide ADA curb ramps in the direction of sidewalk travel at every intersection
  - j. Use historic interlocking paving or replicas, in those residential districts where they originated
  - k. Change the paving material at crosswalks in areas where pedestrian traffic is high and vehicular traffic needs calming
2. Create a unified sense of place throughout downtown
  - a. Plant regularly spaced trees in straight rows
  - b. Use the same type of tree on each side of the street
  - c. Put trees in lawns or ground cover wherever possible
  - d. Use paving in the amenity zone where lawns are not practical, and provide grates and guards to protect trees
  - e. Locate trees a sufficient distance from street intersections to provide clear viewing distances for cars
  - f. Provide an irrigation system in commercial areas
  - g. Owner of property abutting the r/w must assume the maintenance of the trees and other amenities
  - h. Provide continuous green and seasonal color in the amenity zone along the ground plane
  - i. Plant the amenity zone with grass, perennial ground covers or seasonal color as appropriate or provide pavers in areas of high pedestrian traffic or amenity zones less than 5' wide
3. Create a sense of security and safety for pedestrians
  - a. Street light fixtures to be no more than 14' tall
  - b. Continue use of historic light fixture
  - c. Fixtures to have sufficient detail to create scale for the pedestrian
  - d. Lights should be spaced 60'-80' apart to minimize glare and allow for street trees and traffic lights

4. Encourage pedestrians to linger and take pride in the downtown and its districts
  - a. Provide a unified system of seating, trash receptacles, bike racks, kiosks and bus shelters
  - b. Incorporate elements that are unique to Jacksonville's history and culture by using historic photo references
  - c. Encourage the use of awnings on the first level of buildings to provide shade and protection for pedestrians
  - d. Encourage the use of signs that project from buildings and are oriented toward pedestrians
  - e. Provide public art at strategic locations
  - f. Require private developers to set aside a % of site development costs for public art
  - g. Encourage the participation of local artists
  - h. Enhance the Main Street and Acosta Bridges as a recreational loop

**Site Design and Building Form Guidelines** (apply to Brooklyn, LaVilla, Central Civic Core, Church, Riverfront, Cathedral, Stadium and Southbank)

1. The design of individual sites must add to the quality of downtown
  - a. Provide clear and separate access for vehicles and pedestrians
  - b. Define the street and sidewalk space
  - c. Provide outdoor space that will be used by the public or the occupiers of the building
  - d. Provide visual interest to the pedestrian, along the sidewalk fronting the building
  - e. Screen and buffer service access and docks from the public r/w
  - f. Encourage the service function of the alleys
2. Reuse and protect designated historic structures as well as structures eligible for designation
  - a. Rehab buildings in ways that are sensitive to their original historic character
  - b. For new buildings adjacent to historic or eligible buildings, provide massing, windows and a range of materials that are compatible with the historic building
  - c. Where rehab of the entire structure is not feasible, encourage the retention and incorporation of the exterior façade into the new building form
  - d. Require the review and approval of replacement designs before allowing any building to be demolished
3. Minimize the impact of parking and service areas
  - a. Locate parking lots and garages away from sidewalks and pedestrian connections; locate them within projects or off of service alleys
  - b. Locate loading and service docks away from sidewalks and pedestrian connections
  - c. Ensure that the design of parking lots minimally affect the pedestrian environment
  - d. Provide active uses such as shops and restaurants on the ground floor of garages to engage pedestrians
  - e. Require landscape and architectural treatments to soften the appearance of surface lots and structures

- f. Promote development of structured parking particularly within the Central Civic Core and discourage surface parking throughout downtown
- 4. Encourage the construction of buildings to provide continuous frontage along sidewalks
  - a. Construct buildings to the property line
  - b. Provide pedestrian-oriented building with pedestrian-scaled elements along their adjacent sidewalks
- 5. Encourage building forms and massing that respect the context of their surroundings and the pedestrian environment
  - a. Step buildings up from the river and define height zones
  - b. Break up the building form to allow views through the architecture, particularly down public right-of-ways
  - c. Discourage large undifferentiated building masses and encourage building breaks
  - d. Respect the scale of the context in which the development occurs
  - e. Encourage variety in roof forms, entry forms, bays, room modules and step-backs
  - f. Orient buildings perpendicular to the St. Johns River to allow views from interior blocks
- 6. Encourage development that is designed to improve the pedestrian's experience of Downtown Jacksonville
  - a. Respect existing development patterns
  - b. Provide frequent pedestrian entries along the street
  - c. Provide balconies from upper floors of residential units
- 7. Encourage developments with building facades that involve the pedestrian on the street
  - a. Avoid undifferentiated building walls
  - b. Create open and inviting facades
  - c. Provide human/pedestrian scale
  - d. Create an active and interesting sidewalk presence
  - e. Provide a variety of detail and form by addressing variation in wall planes, horizontal and vertical articulation, glazing, materials, finishes and color

### **Brooklyn and Riverside Avenue District**

- 1. McCoy's Creek will become a significant public open space and a neighborhood amenity, as well as a development catalyst for single and multifamily residences along its edges
  - a. Residential structures will be oriented to creek-side pedestrian and bicycle paths through the extension of Elm St. along the creek edge
  - b. The McCoy's Creek path will have safe attractive links to the adjacent residential developments
- 2. Access from the neighborhood to the river will be maximized by extending the street grid toward the river, terminating the following streets as close to the river as possible

- a. Rosalie Street, Edison Avenue, Forest Avenue/Price Street, Jackson Street and Dora Street
- 3. Brooklyn will be redeveloped as a transit-oriented, mixed-use neighborhood with the ASE extension serving as the primary means of connecting Brooklyn with other districts and neighborhoods
  - a. Mid-rise and high-rise residential structures will be encouraged along a landscaped setback next to the ASE alignment between Magnolia Street and Oak Street
  - b. Corporate office buildings will be encouraged on the riverfront; these buildings will be located between the parks that serve as an extension of the north-south streets noted above
  - c. The Public School (Riverside 4) is a significant historic building and is a key adaptive reuse opportunity
- 4. Park Street will be redeveloped to encourage pedestrian activity and will serve as the neighborhood center for services that support residential development
  - a. The development of Park Street's existing buildings to provide a mix of uses will be encouraged; this could compromise office and residential uses above ground floor commercial uses
  - b. Sidewalks along Park Street will be widened to enhance the pedestrian nature of the street
  - c. Streetscape will be enhanced along Park Street to encourage pedestrian activity while maintaining the visibility of adjacent buildings and shops from the travel lanes; streetscape will comply with the guidelines presented elsewhere
  - d. The site design and building form guidelines will apply to all properties on Park Street

## LaVilla District

- 1. Public investment in LaVilla will be strengthened and sustained.
  - a. The Ritz Theatre district and the Urban League project will form the cultural center of LaVilla
  - b. Pedestrian connections along Duval, Monroe, Lee and Jefferson Streets will be enhanced, consistent with the streetscape standards.'
  - c. The LaVilla neighborhood will be buffered from the visual and noise impacts of I-95 by green open space
- 2. LaVilla will include a mixture of commercial, industrial and residential uses, deliberately designed to be in close proximity to each other and to appear to maximize lot coverage.
  - a. Commercial and Industrial uses will be encouraged throughout LaVilla
  - b. Neighborhood-serving retail and incubator business opportunities will be encouraged throughout LaVilla.
  - c. Urban housing types such as warehouse lofts and walk-up apartments above ground floor commercial will be encouraged between Broad Street and Jefferson Street.



- d. The urban street pattern of LaVilla will be respected by maximizing lot coverage, by avoiding low density development and by bringing uses close to the sidewalk.
- e. Transit-oriented development will be encouraged adjacent to the existing skyway stations.

## Church District

1. Education, civic and religious activities will be the focal point of this district. Wherever possible, development will be encouraged to support and enhance the educational and religious character of the district
  - a. Development will be encouraged to capitalize on the educational theme by enhancing connections to LaVilla and the School of Performing Arts
2. New development and redevelopment of existing properties should encourage a mixture of uses and pedestrian oriented design
  - a. Strong north/south pedestrian connections will be created across State Street and Union Street
  - b. Large surface parking lots are considered a poor use of land and should be minimized or eliminated where possible
  - c. New development or redevelopment of existing properties will be consistent with the site development guidelines contained in this master plan
  - d. Improved streetscapes will be consistent with the guidelines contained in this master plan

## Central Civic Core District

1. The Civic Core will develop further as the premier cultural and entertainment district within downtown
  - a. A place for live entertainment and museums and evening activity generators
  - b. Ground floor spaces on interconnecting streets and alleyways will be promoted as potential restaurants, bars and coffee shops
2. Provide additional parking facilities in the Civic Core which promote strong pedestrian and urban design features for downtown visitors and workers
  - a. Prohibit new surface parking lots in the Central Civic Core District requiring all new parking to be provided in structures
  - b. Discourage the demolition of historic buildings for the construction of parking facilities, at a minimum require the retention and incorporation of the historic façade within the new building form
  - c. Consider policies which retrofit existing surface lots to meet the standards of the landscaping requirements of the zoning code
  - d. Require newly constructed parking garages to have commercial and/or office uses on the ground floor (*codified at 656.361.16(g), Ord. Code*)
  - e. Encourage the construction of new parking spaces in the civic core for downtown workers and visitors

## Cathedral District

1. The Cathedral District will be promoted as a residential neighborhood
  - a. Residential development adjacent to Hogan's Creek will be oriented to maximize the amenity of the Creek improvements
  - b. The Hogan's Creek trail and open space system will be extended into the neighborhood wherever possible
  - c. Development of in-fill housing will be consistent with the site design and building form guidelines contained in this master plan
2. Residential development will be supported by neighborhood serving commercial uses
  - a. Liberty street and the east side of Ocean Street will be recognized as important links into and through the neighborhood; commercial uses will be encouraged along these streets
3. Churches will be recognized as important to the success of the neighborhood
  - a. In-fill housing will be sensitive to the architecture and building scale of existing churches
  - b. The Cathedral will serve as a focal point for the residential neighborhood on the west side
  - c. Development of new churches or expansion/development of existing churches will be no greater than the scale of the surrounding residential uses
  - d. Large surface parking lots will be discouraged or, where absolutely essential, landscape to create a pleasant, pedestrian-friendly streetscape

## Institutional District

1. Positive pedestrian connections will be promoted between the Institutional District and Stadium/Riverfront Districts through the use of streetscape on Adams Street, Bay Street and Liberty Street
  - a. Streetscape will comply with the guidelines established in this plan
2. Any development/redevelopment in the Institutional District will recognize the importance of protecting the residential character of the Cathedral District to the north
  - a. Pedestrian connections between the Institutional District and the Cathedral District will be limited
  - b. The physical barrier between the two districts formed by the viaducts will be maintained as a buffer between the more intense institutional uses and the lower-scale residential uses

## Stadium District

1. The Stadium District will be promoted as Jacksonville's premier sports and entertainment district
  - a. Existing industrial structures in the district should be retained and redeveloped for entertainment use
  - b. An increase in the number of events will be encouraged
  - c. Links to downtown will be enhanced
  - d. Parking improvements will be promoted

## River Park District

1. River Park will be known as the eastern gateway to the Riverwalk. To maximize its potential, the following will be included in its redevelopment
  - a. Metropolitan Park could be renamed River Park to emphasize the importance of the St. Johns River and capitalize on the park's location on the riverbank
  - b. The Riverwalk will be expanded to the west to connect to the Riverfront District
  - c. Direct access to River Park and visibility of River Park from other districts will be improved through better vehicular; pedestrian and bicycle connections
  - d. A major redevelopment site will be created through the relocation of the County Courthouse to the Central Civic Core District

## Riverfront District

1. Development should seek to maximize the unique location of the district, incorporating maritime themes within a genuine urban setting
  - a. The district already is an ideal location for hotel, specialty retail and up-market residential development. Additional development will be encouraged
  - b. The district lends itself to high density of development, stepping back from the river and maximizing views of the water
2. Pedestrian and transit links to other districts and to the open space and pedestrian network will be emphasized
  - a. A variety of smaller public spaces will be provided at the waterfront as part of the Riverwalk
  - b. Pedestrian routes to other districts and Hogan's Creek will be emphasized
  - c. Development will accommodate the proposed surface tram line running along Bay Street

## Southbank District

1. The unique character of the river will be maximized and extended throughout the district
  - a. Development will encourage and permit public access to the river wherever possible
  - b. New road systems arising from further development of the Southbank will be constructed closer to the river to facilitate public access
  - c. Vistas to the river will be created from internal sites and enhanced by stepping back the heights of buildings from the river
  - d. A new riverfront park will be developed to connect with neighborhoods south of I-95
  - e. Form the east and west edges of a traditional neighborhood that could become a catalyst for further residential development
2. Southbank will be developed with a mixture of uses while maintaining an urban form that supports the extension of river views throughout the district and builds on the activity along San Marco Boulevard and Hendricks Avenue
  - a. Waterfront entertainment and hotels will continue to be encouraged along the river to echo the activity on the north bank of the river
  - b. A new mixed-use neighborhood will be developed on the JEA station site
  - c. Treaty Oak Park will be framed by differing building masses with a mix of uses
  - d. Office use will be encouraged south of Prudential Drive
  - e. Investment is needed to maintain the Southbank Riverwalk and Friendship Park
  - f. Transit-related development adjacent



# **DOWNTOWN JACKSONVILLE**

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## **Community Redevelopment Plan**

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## **Appendix D**

### Comparative Downtown Analyses



The Chattanooga and Greenville MSAs and central cities are much smaller than Jacksonville, which may raise the question as to why they are included in this analysis. Chattanooga, once called the “Dirtiest City in America,” is regarded by many as a model for downtown area and riverfront revitalization. The centerpiece of revitalization efforts is the Tennessee Aquarium, built in the 1990s and expanded in the past decade, largely with foundation donations and private sector fundraising. The Aquarium is complemented by many other riverfront amenities, improvements, and attractions, and the downtown area has proven to be very attractive place to live and location for investments in new urban housing.



Greenville, once a leading textile center, is a small city with 60,700 residents, but downtown has become the leading specialty shopping, restaurant, and entertainment destination in the upstate South Carolina region. The low-wage textile industry has been replaced by higher-wage automotive industries, including the North American headquarters of BMW and Michelin, and growing financial and technology sectors. In the process, the attractive character of downtown Greenville has attracted more than 100 restaurants and 150 retail shops and stores. Esquire magazine calls Greenville one of the South's two best food cities (Charleston is the other). Many call downtown Greenville a “foodie” haven.

*In many quantifiable measures of downtown development and performance, Downtown Jacksonville lags all or most of the eight cities numerically or proportionally. These measures include resident population and housing, office space and employment, restaurants and retail stores, entertainment and meeting facilities, and hotel rooms and numbers of visitors.*

Successful downtown development and redevelopment programs in these cities can be traced to combinations of the following attributes and factors as described further in the remainder of this section:

- Private Sector Leadership
- Clustering of Venues and Support Services
- Daytime and Overnight Population Concentrations
- Distinctive and Significant Attractions
- Distinctive Landmarks and Public Spaces
- Other Iconic Attributes and Factors

Nine (9) detailed tables of market data and other information describing amenities, economic characteristics, and features of Downtown Jacksonville and the other eight cities are included at the end of this Appendix (Tables D.1-D.9) and are referenced throughout the discussions presented below.

## Private Sector Leadership

The private sector has strong leadership roles in downtown development and marketing in all but one of the eight cities. Greenville is the lone exception in which the City's Department of Economic Development has lead responsibility for promoting downtown and facilitating economic development. Downtown development and marketing in the other seven larger cities are led by private non-profit organizations with boards of directors and memberships composed mainly of downtown business executives and academic leaders. These organizations may include public officials in ex-officio roles, particularly where some operating funds are provided by local government.

**It helps immensely** to have influential long-time corporate heavyweights involved in downtown affairs, as proven in Charlotte (Bank of America, Wells Fargo, and Duke Energy), Cincinnati (Proctor & Gamble, Kroger, and Macy's Department Stores), Indianapolis (Eli Lilly, Fifth Third Bank, and Simon Properties), and in Kansas City (Hallmark Cards). Jacksonville has several Fortune 1000 firms with downtown headquarters, including CSX, EverBank, Fidelity National Financial, Fidelity National Information Systems, and a number of other key private sector players.

*Successful downtown development efforts in Jacksonville will require that influential corporations and business executives be deeply involved in the process, working together with a pro-active City government having a shared vision for the future.*

Private sector leadership in downtown development and marketing is particularly evident in Baltimore, Cincinnati, Kansas City, and Louisville, each of which have three or more non-profit entities directly involved in downtown affairs.

### Baltimore

Baltimore has five (5) such organizations, among which the Downtown Partnership of Baltimore has the lead role in marketing and promoting downtown. The Baltimore Development Corporation (BDC) has the lead role in facilitating development. The BDC provides contract city-wide economic and real estate development services to the City, including downtown, and administers urban renewal plans for the City. The Partnership also oversees the Downtown Management Authority, which is responsible for managing the 106-block Downtown Management District, a Business Improvement District (BID) similar to that managed by Jacksonville's Downtown Vision, Inc. Baltimore also has another BID-type organization, the Waterfront Partnership of Baltimore, which has similar BID responsibilities in the Inner Harbor area.

### Cincinnati

Downtown marketing and development are led by two (2) non-profit organizations. Downtown Cincinnati, Inc. (DCI) is primarily responsible for marketing, promotion, and event programming. DCI also manages the Downtown Cincinnati Improvement District (DCID), a BID with a \$3.3 million annual budget for services. The Center City Development Corporation (3CDC) has

primary responsibility for facilitating investment and development. 3CDC administers two development funds, the Cincinnati New Markets Fund and the Cincinnati Equity Fund.

### **Kansas City**

The Downtown Council of Kansas City (DCI) is the lead organization for marketing and facilitating downtown development with a \$4 million annual operating budget. The downtown area also has two BID districts and organizations, the Downtown Community Improvement District, covering a 165-block area, and the River Market Community Improvement District, covering a 35-block area.

### **Louisville**

Lead downtown organizations in this city are the Louisville Downtown Development Corporation (LDDC) and the Louisville Downtown Management District (LDMD). LDDC is responsible for downtown planning, facilitating development, and administering a commercial loan fund and retail grant program. LDDC has a \$1.4 million operating budget, 60 percent of which is from the public sector. Revenues generated by a minor league baseball team lease of the downtown Louisville Slugger stadium are the main funding source.

The LDMD also promotes downtown and manages a 63-block BID with a \$1.4 million annual operating budget. The LDDC and LDMD are merging into what is being called the Louisville Downtown Partnership. Separate boards will be retained, but will be operated with a common staff. In addition to LDDC and LDMD, the Waterfront Development Corporation (WDC) is responsible for planning, construction, and maintenance in the City's 85-acre Louisville Waterfront Park on the Ohio River. WDC also manages the Belle of Louisville riverboat for the Louisville Metro government and has design review authority in the riverfront area.

### **Chattanooga, Charlotte, and Indianapolis**

These three cities each have a single private non-profit organization with day-to-day responsibilities for planning, marketing, and facilitating development. The River City Company performs these services for downtown Chattanooga with a \$3.2 million operating budget. Financial support from private foundations and donors has been a major factor over the years in revitalizing downtown Chattanooga, including significant funding support for the Tennessee Aquarium and capitalization of the River City Company.

Charlotte Center City Partners has these responsibilities in downtown Charlotte, and has a \$4.1 million operating budget. A point of interest is that funding is provided largely by property taxes from a special Municipal Service District established for this purpose. Downtown planning, marketing, and development efforts in Indianapolis are led similarly by Indianapolis Downtown, Inc. (IDI).

## Clustering of Venues and Support Services

Clustering of convention, cultural, entertainment, and sports venues, and commercial facilities including hotels, restaurants, and retail shops, provides the synergy and critical mass needed to allow these venues and support facilities to attract visitors, benefit from close proximity to one another, and have the best opportunity to succeed in the marketplace.

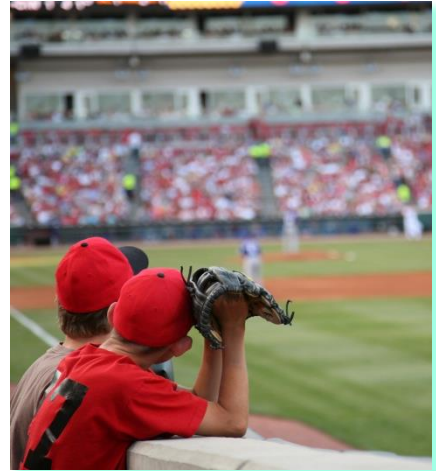
*Downtown Jacksonville is at a disadvantage in this regard, as its convention center, sports facilities, and hotels, for example, are spaced far apart and do not complement and interact with one another.*

### Baltimore

In contrast, downtown Baltimore's 1.2 million square foot Convention Center, Oriole Park at Camden Yards (home of the MLB Baltimore Orioles), and popular Inner Harbor attractions, including Harborplace Mall and the National Aquarium, are within a few blocks of one another. The Convention Center is flanked by four hotels with more than 2,000 rooms. A 30-mile long light rail line serves the Convention Center-Camden Yards area. The Inner Harbor area, which attracts 14 million visitors annually, also features the Power Plant and Power Plant Live food/shopping/entertainment complex and several hotels and upscale restaurants, including upscale Capital Grille and Ruth's Chris.

### Cincinnati

Cincinnati's Duke Energy Convention Center, four hotels with more than 2,000 rooms, and two major department stores, Macy's and Saks Fifth Avenue, are in one downtown cluster. Another downtown cluster fronting on the Ohio River includes Paul Brown Stadium (home of the NFL Cincinnati Bengals), Great American Ball Park (home of the MLB Cincinnati Reds), and a large mixed-use hotel, office, retail, and residential complex called The Banks located between the two stadiums. The new National Underground Railroad Freedom Center is part of this development.



### Kansas City

Downtown Kansas City has two major clusters of attractions and support facilities. The first includes the Sprint Center (multi-purpose arena), Kansas City Convention Center, Municipal Auditorium (arena, music hall, and theater), Kauffman Center for the Performing Arts, Power & Light District (\$850 million food/shopping/entertainment complex), and several hotels all situated within blocks of one another. The second cluster includes the 85-acre Crown Center office/shopping/entertainment complex, Lincoln Memorial Mall (linear park and monument) and Liberty Museum, and Union Station (an 850,000 square foot complex of shops, restaurants, entertainment facilities, and Science City exhibits, large-screen theater, and the Gottlieb Planetarium).

## **Louisville**

Downtown has a concentration of significant attractions in a six block area along Main Street and one block in from the Ohio River, the Louisville Riverwalk, and Belle of Louisville riverboat. The Yum Center (multi-purpose arena) anchors the 2nd Street end and the Louisville Slugger Museum and Factory and Frazier History Museum anchor the 9th Street end. In between are the Kentucky Science Center and IMAX Theater, Muhammad Ali Center, Kentucky Center for the Performing Arts, and the 1,290-room Galt House Hotel. The Kentucky International Convention Center is one block south on 4th Street and Fourth Street Live (a 350,000 square foot food/shopping/entertainment complex) is three blocks north of Main Street. Fourth Street Live, the Convention Center, Hyatt Regency hotel, and Galt House Hotel are linked by elevated multi-level walkway system called the "Louie Link."

## **Chattanooga**

Several of the major attractions in downtown Chattanooga are located along the Tennessee River within a few blocks of one another. These include the popular Tennessee Aquarium and IMAX Theater, AT&T Field (home of the Chattanooga Lookouts, a Double-A baseball team), and the architecturally-striking Hunter Museum of American Art. These attractions and various river cruise facilities, including the Southern Belle Riverboat, are linked by the Riverfront Parkway and Tennessee Riverwalk.



## **Charlotte**

In downtown Charlotte, the Charlotte Convention Center, NASCAR Hall of Fame, and four hotels with a total of 1,500 rooms are clustered together and are located only one to three blocks from Tryon Street, the main downtown commercial street, with its many restaurants and shops. The Charlotte Convention Center is served by a new light rail line that passes through the Center. Time Warner Cable Arena (home of the NBA Charlotte Bobcats), and nearby EpiCentre (a 300,000 square foot food/shopping/entertainment complex) are located a few blocks from the Convention Center and Tryon Street. The LYNX Blue Line light rail and Charlotte Transportation Center are adjacent to the Arena. The popular Discovery Place science and technology museum and IMAX Theater and the Blumenthal Center for the Performing Arts are located nearby.

## **Indianapolis**

In downtown Indianapolis, the 1.3 million square foot Indiana Convention Center, Lucas Oil Stadium (home of the NFL Indianapolis Colts), the 800,000 square foot Circle Center Mall shopping center and twelve hotels with 4,700 rooms are clustered together within a few blocks of one another. All facilities are connected by an enclosed elevated system of skywalks. The Indiana state capitol complex, Indianapolis Zoo, and 250-acre White River State Park with its many gardens, museums, trails, recreational facilities, and IMAX Theater are located in or adjacent to downtown.



## Daytime and Overnight Population Concentrations

Downtowns profiled in this report are populated by combinations of residents, employees, students, and visitors. All contribute in various ways to daytime and overnight populations and provide market support for housing, office space, shops and restaurants, hotels, attractions, and other facilities and services.

Geographic definitions of downtown and market data available from downtown agencies and organizations vary. A few, including Louisville, define downtown as the core Central Business District (CBD), while the majority consider "downtown" inclusive of some adjacent areas, as with Brooklyn and LaVilla in Jacksonville.

### Residents

Downtown resident populations range from a low of 3,700 in Jacksonville, according to Downtown Vision, Inc., to 24,500 in Indianapolis (see Table D.7). Resident populations in Baltimore and Kansas City are around 20,000, and Cincinnati and Charlotte are in the 13,000-15,000 range. Relative to metropolitan area populations, downtown shares range generally from 0.62 percent (Greenville) to 1.27 percent (Indianapolis), compared to 0.27 percent in Jacksonville. Louisville has a 0.35 percent share for the CBD core, not only for a large area that could be considered part of downtown.

Cities studied generally have a wide range of downtown area housing types, including high-rise, medium-rise, and low-rise apartments, condominiums, and townhomes. A variety of market segments are represented, including downtown workers, empty nesters and retirees who prefer downtown amenities, students, and low income households. Downtown Charlotte, for example, has a broad combination of pricey high-rise towers, market-rate townhomes, and a HOPE VI urban housing development for lower income households, all within blocks of the downtown core.



The leading nationwide demographic in terms of demand for downtown housing is the 25-34 age group, which has given rise to increasing interest in and demand for downtown rental apartments. Conversion of older office and industrial buildings to apartments and condominiums has become a major factor in addressing growing demand for urban housing. In several cities, notably Baltimore, Cincinnati, and Kansas City, declining office employment or difficulty in leasing inefficient older office buildings have made these properties attractive residential reuse options.

Cities for which numbers of downtown housing units are reported as underway and planned include Kansas City (4,958), Charlotte (3,400), Indianapolis (3,225), Baltimore (3,100), and Greenville (800) (see Table D.8). High levels of new housing development are also underway and planned in the other three cities. Downtown Vision identifies three projects with 661 units underway and planned in downtown Jacksonville, including 220 Riverside, a 294-unit mid-rise apartment project under construction in Brooklyn.

## Employees



Downtown employees include private office workers, typically the largest segment, and other private sector employees, plus government and institutional (education and health care) workers. Downtown employment ranges from 25,600 in Greenville to 125,000 in Indianapolis (see Table D.2). Kansas City is second with 100,000, followed by Baltimore (86,000), Charlotte (80,000), and Cincinnati (80,000). Louisville is next with 67,000 downtown workers and Chattanooga has 34,000. Jacksonville's downtown workforce is 48,000, per Downtown Vision.

State employment is a major factor in downtown Indianapolis, the Indiana State Capitol, as are those employed at colleges, universities, and medical center in the downtown area. Federal jobs are a major factor in downtown Kansas City, home to district and regional offices of several Federal agencies, including the Federal Reserve Bank and Internal Revenue Service.

## Students

College and university students are important to the life and vitality of downtown areas, particularly students that live downtown and are part of the overnight population. One has only to look at the positive impact that the Savannah College of Arts and Design (SCAD) has on downtown Savannah to understand the significant cultural and economic benefits to downtown of higher educational facilities and student populations.

Downtown Indianapolis is leader in student population with an estimated 55,000 college students attending various colleges and universities, chief among which is Indiana University-Purdue University Indianapolis (IUPUI), which has more than 30,000 students enrolled in various technical facilities in and on the edge of downtown (see Table D.7).

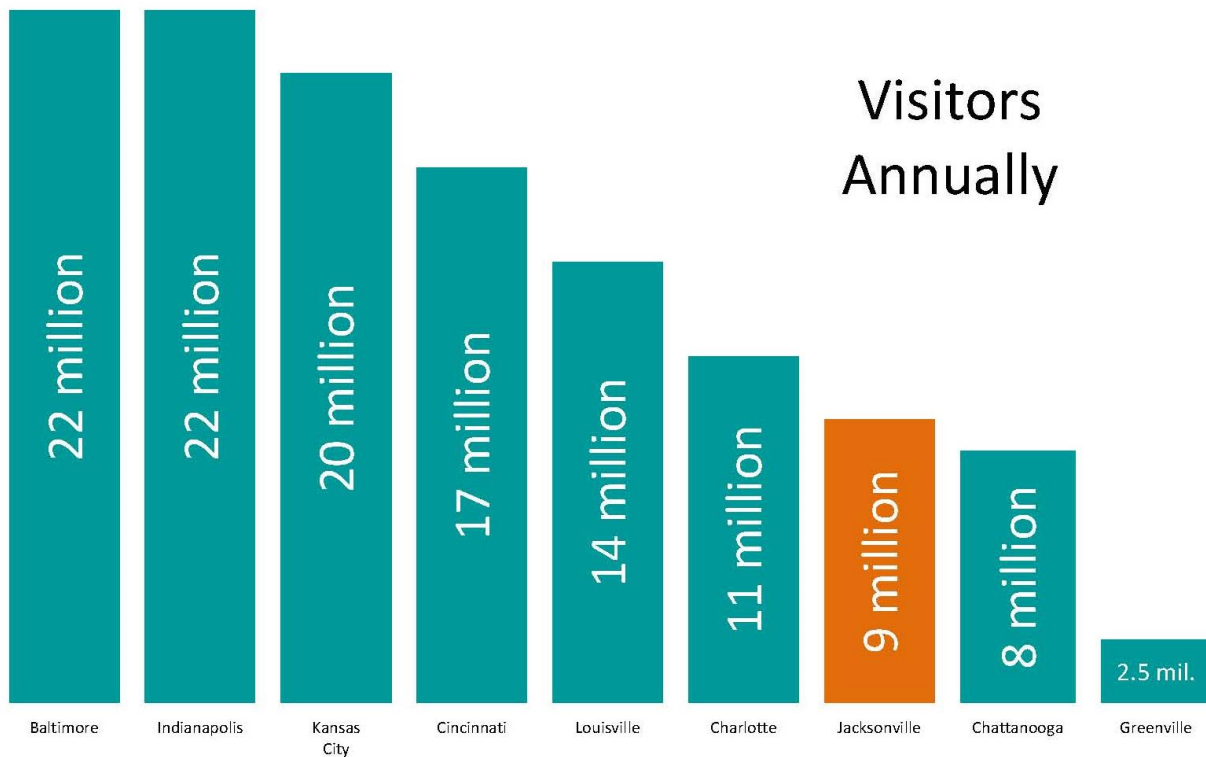
Large downtown student populations are also found in Cincinnati (33,000), Charlotte (29,000), Baltimore (20,000), Louisville (17,500), and Chattanooga (12,800). Downtown Jacksonville is bordered by the Downtown Campus and administrative offices of Florida State College at Jacksonville (FSCJ). Enrollment is estimated to be 30,053 (4,131 at the Downtown Campus).



## Visitors

The visitor population includes day visitors from the surrounding area and overnight visitors from outside the region staying at hotels while attending conventions and meetings, visiting downtown attractions, and taking part in special events. According to Downtown Vision, Inc. data, Jacksonville attracts as many as nine million downtown visitors annually. Based on attendance at attractions and events in other cities.

Estimates for the other cities range from 2.5 million annually in Greenville to 22 million in downtown Baltimore and Indianapolis (see Table D.6). Next most visited downtowns are Kansas City (20 million), Cincinnati (17 million), Louisville (14 million), Charlotte (11 million), and Chattanooga (8 million).



Most if not all visitors have some level of economic impact on downtowns, but overnight visitors have the greatest economic impact by far. Spending by overnight visitors while attending conferences and conventions and visiting attractions supports hotels, restaurants, shops, galleries, and other businesses.

Numbers of downtown hotel rooms shown in Table D.5 provide a gauge of the relative proportions of overnight visitors and their economic impacts. Numbers of hotel rooms also provide an indication of the type, quality, and number of attractions that draw visitors downtown. Downtown Jacksonville (2,372 hotel rooms) leads Greenville (860 rooms) and is on par with Chattanooga (2,354 rooms), but is well behind the other six downtowns.

### Distinctive and Significant



## Visitor Attractions

Distinctive and significant visitor attractions are characteristic of the downtown areas profiled, including large convention centers, aquariums and zoological parks, major arts and cultural facilities, and sports and entertainment venues and districts. Downtowns also feature wide ranges of hotels, restaurants, and retail facilities. All combine in various ways to make these downtown areas an attractive living environment for residents and inviting to visitors.

### Professional Sports Venues

Venues for major league baseball, basketball, and football in the other cities are located downtown, except Kansas City where MLB and NFL stadiums are not downtown. Downtown Baltimore (NBA, NFL), Charlotte (NBA, NFL), Cincinnati (MLB, NFL), and Indianapolis (NBA/WNBA, NFL) have two major league venues (see Table 2.4). Jacksonville has one (EverBank Field - NFL Jaguars) which also hosts the annual Florida-Georgia and Gator Bowl collegiate games.

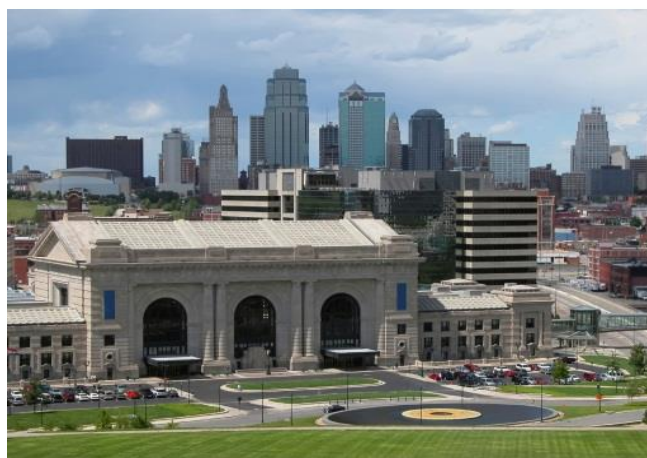
Downtown Charlotte, Chattanooga, Greenville, Indianapolis, Louisville, and Jacksonville have minor league baseball stadiums and downtown Cincinnati and Indianapolis have minor league hockey (see Table 2.4). Although professional football draws the largest single day crowds, home games occur much more frequently in baseball, basketball, and hockey. Collegiate football games impact downtown Chattanooga due to the adjacent location of the UT Chattanooga stadium.

### Aquariums and Zoos

Downtown Baltimore (National Aquarium) and Chattanooga (Tennessee Aquarium) feature major riverfront aquariums, both of which attract well over one million visitors per year. A Sea Life Aquarium, one of several in the U.S., is located in the downtown Kansas City's Crown Center. Zoos are located very near downtown and Greenville and on the edge of downtown Indianapolis.

### Convention Centers

All except Greenville have downtown convention centers. Large centrally located centers are found in downtown Baltimore, Cincinnati, Charlotte, Indianapolis, and Kansas City, ranging in size from 750,000 to 1.3 million square feet in total floor area. Downtown facilities in Chattanooga and Louisville are in the 300,000 square foot range. Jacksonville's Prime Osborne III convention center is the smallest, in total floor area and contiguous floor area. Due to inconsistent vision and changing plans, it also has the distinction of having no other attractions, hotels, and other services in the immediate vicinity.



### Arts and Cultural Facilities

Significant performing arts centers, museums, and cultural facilities are found to a greater or lesser degree in all of the downtowns (see Table D.4). Jacksonville venues include the Times



Union Center for the Performing Arts, Florida Theatre, Museum of Science and History (MOSH), Museum of Contemporary Arts (MOCA), Veterans Memorial Arena and EverBank Field hosting large festivals and concerts, LaVilla Middle School for the Arts, Metropolitan Park Amphitheatre, Ritz Theatre, Jacksonville Historical Society Museum, Friday Musicale, and neighboring regionally significant Cummer Museum and Gardens, Riverside Arts Market, and Unity Plaza (under construction).

Downtown Baltimore, Chattanooga, Cincinnati, Charlotte, Indianapolis, Kansas City, and Louisville have greater numbers and varieties of arts and cultural facilities, including historic sites, not all of which are listed in Table 2.4. Distinctive and significant downtown attractions include the Hippodrome Theater and Maryland Science Center in Baltimore; Cincinnati Museum Center, Cincinnati Music Hall, and National Underground Railroad Freedom Center in Cincinnati; and the Hunter Museum of American Art on the Chattanooga riverfront. Downtown Charlotte attractions include Discovery Place and the Mint Museum, and downtown Greenville features the Peace Center for the Performing Arts and Heritage Green, a campus of museum facilities including the Greenville County Art Museum and its Andrew Wyeth collection.

Significant facilities in Indianapolis include the Indiana State Museum and IMAX Theater and Indianapolis Children's Museum. The Kauffman Center for the Performing Arts and Nelson-Atkins Museum of the Arts are among many arts and cultural facilities in downtown Kansas City, and Louisville attractions include the Muhammad Ali Center and Louisville Slugger Museum.

### **Food, Shopping, and Entertainment Facilities Visitor Attractions**

Destination food, shopping, and entertainment venues and areas are found in all cities, but are prominent in Baltimore, Cincinnati, Charlotte, Chattanooga, Indianapolis, Kansas City, and Louisville (see Tables D.5 and D.7). Downtown Greenville is noteworthy because of the number and diversity of restaurants and shops in this small city (see Table D.4).

Table 2.6 shows numbers of restaurants and stores in downtown Jacksonville and the other eight cities, as well as names venues and areas of downtown where food, shopping, and entertainment facilities are concentrated. Market demand for these facilities is driven by downtown residents, workers, students, and visitors and the presence of other major attractions.

*With a comparatively smaller downtown population and fewer and less advantageously placed major attractions, Jacksonville is more limited in being able to attract and support food, shopping, and entertainment venues and areas found in many cities.*

Named downtown venues and areas with concentrations of food, shopping, and/or entertainment facilities in other cities are outlined below to illustrate development concepts and market opportunities that may be food for thought for Downtown Jacksonville.

#### **Jacksonville**

- Museum of Contemporary Art (MOCA)
- Museum of Science and History (MOSH) coupled with River City Brewing Company
- Riverside Arts Market (RAM)



- Unity Plaza
- Jacksonville Landing
- Southbank riverfront restaurants connecting with the neighboring Hendricks Avenue dining and entertainment corridor

#### **Baltimore**

- Harborplace Mall and The Gallery: Inner Harbor festival market (much larger version of the Jacksonville Landing)
- Power Plant & Power Plant Live: Inner Harbor area food, shopping, and entertainment development
- Lexington Market: classic old year-round urban market with 140 vendors of fresh and prepared foods
- Maryland Science Center IMAX Theater
- Horseshoe Casino Baltimore (proposed)

#### **Cincinnati**

- Fountain Square: mixed-use area with offices, hotels, stores, and restaurants, including Macy's and Saks department stores and other upscale stores
- The Banks: new 18-acre riverfront mixed-use hotel, office, food, shopping, entertainment development on Ohio River
- Findlay Market: old urban market (30 full-time vendors)
- Cincinnati Museum Center Omnimax Theater
- Horseshoe Casino Cincinnati

#### **Kansas City**

- Power & Light District: nine-blocks food, shopping, and entertainment development (Phase 1 – 450,000sf)
- Crown Center Shops: food, shopping, and entertainment part (300,000sf) of 85-acre mixed-use office, hotel, retail project, and featuring a Legoland Discovery Center and Sea Life Aquarium
- Union Station: food, shopping, entertainment, and museum complex in historic railroad station; includes Science City exhibits, Extreme Screen theater, and Gottlieb Planetarium (850,000sf).
- City Market: old urban market (40 shops, 140 seasonal vendors)
- Isle of Capri Casino: on Missouri River near downtown

#### **Louisville**

- Fourth Street Live: food, shopping, and entertainment development (350,000sf)
- Urban Bourbon Trail: pub crawl network of hotels, restaurants, and bars with 27 locations
- Kentucky Science Center IMAX Theater
- Bourbon District: proposed designation for areas along Main and Fourth Streets that include hotels, restaurants, bars, shops, entertainment facilities, two proposed small-batch distilleries, and bourbon industry exhibits; district concept incorporates existing Whiskey Row, Urban Bourbon Trail, and Fourth Street Live

#### **Chattanooga**

- Chattanooga Choo Choo: 24-acre property with a railroad hotel, restaurants, model train museum, and train rides
- Chattanooga Market: urban farmer's market (300 vendors)
- Warehouse Row: food, shopping, and entertainment area (300,000sf)
- Tennessee Aquarium IMAX Theater

### **Greenville**

- Main Street: restaurants, bars, shops, galleries, Peace Center (performing arts), Falls Park
- West End Market: shops and restaurants in old cotton mill

### **Charlotte**

- EpiCenter: food, shopping, and entertainment development (300,000sf)
- NC Music Factory: food, shopping, and entertainment development in old factory building (270,000sf)
- Metropolitan at Midtown: shopping center (375,000sf) on edge of downtown
- NASCAR Hall of Fame
- Discover Place IMAX Dome Theater

### **Indianapolis**

- Circle Center Mall: shopping center (800,000sf) with Carson Pirie Scott department store (225,000sf)
- City Market: old urban market (30 year-round tenants, plus seasonal vendors)
- Indiana State Museum IMAX Theater

## **Iconic Landmarks and Public Places**

Landmarks and public places include parks, plazas, fountains, monuments, iconic buildings, and other facilities and features that celebrate and preserve history and natural amenities, allow public access, and define the character of the community. Distinctive downtown landmarks and public places are found in all cities, some more than others. Many of these are outlined below to illustrate the features and character of downtowns and the extent to which cities provide, preserve, and enhance the assets that make downtowns distinctive and inviting places to live, work, and visit.



## **Jacksonville**

- Metropolitan Park and Amphitheatre
- St. Johns riverfront park
- Northbank and Southbank Riverwalks
- Florida Theater: built 1927, Mediterranean Revival style
- St. Johns River Bridges: five bridges in downtown area
- Independent Life Building (presently Wells Fargo tower): built 1974, 37 floors
- Hemming Plaza
- Jacksonville Landing
- Nationally recognized Gulf Life Building (presently Riverplace Tower)
- Friendship Fountain
- Treaty Oak at Jessie Ball DuPont Park
- City Hall at St. James
- Laura Street Trio

## **Baltimore**

- Baltimore Inner Harbor: extension of Chesapeake Bay
- National Aquarium: in Inner Harbor
- Historic Ships in Baltimore: in Inner Harbor
- Oriole Park at Camden Yards: old style baseball stadium
- Lexington Market: classic old urban market, established 1782
- Bank of America Building: built 1924, Art Deco style, 34 floors, being converted to 445 apartments
- Lord Baltimore Hotel: built 1928, French Renaissance style
- Washington Monument at Mt. Vernon Place
- George Peabody Library: built 1878
- Hippodrome Theater: built 1914, Beaux Arts style

## **Cincinnati**

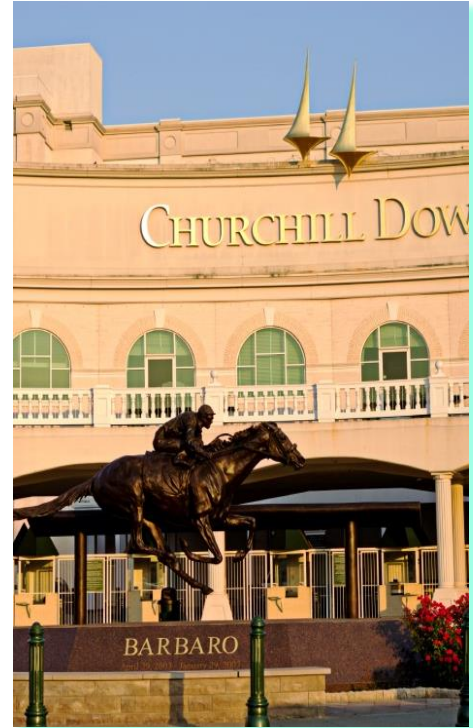
- Sawyers Point & Yeatman's Cove Parks: includes Proctor & Gamble Pavilion and Serpentine Wall on Ohio River
- Smale Riverfront Park: new 45-acre urban park on Ohio River
- Cincinnati Museum Center at Union Terminal: built 1933, Art Deco style
- Cincinnati Music Hall: built 1878, Venetian Gothic style
- Roebling Suspension Bridge: built 1865-67, spans Ohio River
- Carew Tower: built 1931, 49 stories, Art Deco/Art Moderne style, mixed-use complex includes offices, Netherland Plaza Hotel, and 25 shops and restaurants, observation deck
- Proctor & Gamble Plaza Towers: corporate headquarters complex of US consumer products giant
- Findlay Market: old urban market, built 1852

## **Kansas City**

- "City of Fountains:" 49 functioning fountains downtown
- Riverfront Heritage Trail and Berkley Riverfront Park: on Missouri River
- Kauffman Center for the Performing Arts
- Lincoln Memorial Mall and Liberty Memorial: linear park
- Power and Light Building: built 1931, 34 stories, Art Deco
- Union Station: built 1914, Beaux Arts style railroad station, currently 850,000sf food, shopping, and entertainment complex
- Hotel Phillips: built 1929, Jacobean style
- City Market: established 1857

## Louisville

- Louisville Waterfront Park: 85-acre urban park on Ohio River
- Brown Hotel: built 1923, English Renaissance style
- Seelback Hotel: built 1905, Beaux Arts/Baroque style
- Belle of Louisville: oldest operating steamboat, built 1914
- The Louisville Palace: historic theater building, built 1928, Spanish Baroque style
- Churchill Downs: Kentucky Derby racetrack in area



## Chattanooga

- Tennessee Aquarium: on Tennessee River
- Hunter Museum of American Art: on Tennessee River
- Tennessee Riverwalk: along Tennessee River
- Walnut Street Bridge: built 1890, spans Tennessee River
- Chattanooga Choo Choo: railroad hotel and museum
- Delta Queen: old riverboat, now hotel on Tennessee River
- Lookout Mountain and Incline Railway: in the area

## Greenville

- Falls Park on the Reedy: environmental park with cascading Reedy River waters through downtown
- Liberty Bridge: 380 foot pedestrian suspension bridge over Reedy River
- Heritage Green: collection of museums, including Greenville County Museum of Art with Andrew Wyeth collection



## Charlotte

- Bank of America Corporate Center: 60-story tower
- Duke Energy Center: 54-story office tower
- Fourth Ward Neighborhood and Park

## Indianapolis

- White River State Park: 250-acre urban park on White River with gardens, museums, monuments, walking and bicycle trails, and amateur sports facilities
- Canal Walk: 3-mile long paved landscaped walkway through the downtown "Cultural Corridor."
- Indiana World War Memorial, Museum, and Plaza: built 1924, five-block long urban plaza





called American Legion Mall north of the Memorial and Veterans Memorial Plaza to the south

- Indiana State House: state capitol building, built 1888
- Soldiers and Sailors Monument & Museum: built 1888, Neoclassical style, observation platform in tower
- Indianapolis ArtsGarden: 7-story glass dome over downtown street intersection, on downtown Skywalk System
- Indianapolis City Market: opened 1886
- Indianapolis Motor Speedway: Indy 500 racetrack (in area)

## Other Distinctive Attributes and Factors

### Distinctive Neighborhood Identities

Neighborhoods and districts in downtowns of several cities have distinctive identities and names that relate to their history and ethnicity, or that reflect their existing and desired economic activity. This is important to differentiating, preserving, and cultivating the history, ethnicity, character, and economic identity of an area.

Downtown Jacksonville has several named neighborhoods and districts, including Brooklyn, LaVilla, Cathedral District, Eastside, and the Southbank. While these do not necessarily reflect their history, ethnicity, character, or economic orientation, they do provide a starting point for defining and differentiating urban land uses and development opportunities.



Listed below are a number of downtown neighborhoods and districts in other cities, names of which that reflect their history, ethnicity, character, or economic orientation, and are designed to attract interest in them as places to invest, live, work, and visit.

- **Little Italy** – Baltimore neighborhood noted for its ethnic heritage and restaurants
- **Over-The-Rhine** – Cincinnati neighborhood noted as an arts community and for its architecture and cultural attractions
- **Bluff View Art District** – Chattanooga neighborhood noted for its art museum and galleries, restaurants, small lodgings, and elevated views of the Tennessee River
- **Warehouse Row** – Chattanooga industrial-chic downtown collection of restaurants and shops in old warehouse area
- **18<sup>th</sup> & Vine Jazz District** - Kansas City neighborhood that reflects the history of the City as a center of jazz music
- **Crossroads Arts District** - Kansas City neighborhood noted for its many art galleries, music venues, restaurants, and film making, many housed in old industrial buildings
- **NuLu** – “New Louisville” neighborhood, also called East Market District, noted as the new



hip area with art galleries, restaurants, retail shops, and professional offices.

- **Whiskey Row** – Louisville mixed-use urban development with restaurants, shops, entertainment venues, and loft housing in old buildings that were once home to the bourbon industry

## Transit Services

Downtowns studied are served by busses and/or rubber-tire trolleys. Noteworthy services are found in Chattanooga and Greenville. Downtown Chattanooga is served by free electric-powered trolleys and has three downtown park-and-ride lots. Downtown Greenville trolleys are owned by the Greenville Drive minor league baseball team and are operated by the City of Greenville Thursdays through Sundays free-of-charge.



Light rail and streetcar services exist and are underway in four cities. Baltimore has a 30-mile light rail system linking downtown with areas north and south, and serving the convention center, stadium, and Lexington Market areas. The system has 33 stations including several in the downtown area and carries in the range of 27,000 riders daily.

Charlotte's LYNX light-rail system includes the completed 9.6-mile Blue Line into downtown. This line has 15 stations, including several downtown, and carries in the range of 16,000 riders daily. A 9.4-mile Blue Line extension is under construction from downtown to the northeast. In addition, downtown is served by the 2.1-mile Charlotte Trolley that shares tracks with the Blue Line and operates only on weekends. The Trolley has eleven stops, including several downtown.

Streetcar projects currently are under construction in downtown Cincinnati and Kansas City. Cincinnati has a 3.6-mile phase one project under construction with 18 proposed stops. The line runs between The Banks mixed-use development on the Ohio River to the Findlay Market area in the Over the Rhine neighborhood. The Kansas City streetcar project is two miles long with 18 stops and runs from the River Market District of downtown to Crown Center. The streetcar will link and serve the convention center and Power and Light District among many downtown businesses and attractions and has given rise to a number of development proposals.

## Pedestrian Facilities

Baltimore, Cincinnati, Charlotte, Indianapolis, and Louisville have elevated walkway systems ("skywalks") that link downtown attractions, hotels, and office buildings. The Baltimore system of open walkways links the Inner Harbor area, Baltimore Convention Center, and several hotels, but some sections are being removed to promote street level foot traffic. Cincinnati has an enclosed system linking the Duke Energy Convention Center and a number of hotels and office buildings spread over a 15-block area.

These elevated skywalk systems are viewed by many workers and visitors as a comfortable,

convenient, and safe means for traveling on foot around downtown. They also have their vocal critics who believe that they are major impediments to street level foot traffic and retail trade. Baltimore is removing sections of elevated walkways for this reason.

### **Large-Screen Theaters**

IMAX Theaters and similar large-screen theaters are found downtown in all of the cities profiled, except downtown Greenville. In most cases, these theaters are in or are affiliated with aquariums, museums and science centers. Baltimore and Chattanooga theaters are part of the National Aquarium and Tennessee Aquarium. Large-screen theaters in Cincinnati, Charlotte, Indianapolis, Kansas City, and Louisville are parts of downtown museums and science centers. While MOSH has a state-of-the-art, nationally recognized planetarium and theatre, there may be an opportunity for a large-screen theater attraction in Downtown Jacksonville, given their presence in markets of comparable or smaller size, like Chattanooga and Louisville.

### **Downtown Public Markets**

Urban public markets selling fresh and prepared foods are found in downtown Baltimore, Cincinnati, Chattanooga, Indianapolis, and Kansas City. The oldest and most well-known of these, Baltimore's Lexington Market on the west side of downtown, dates to 1782 and operates year-round. Lexington Market has over 140 vendors. Another year-round historic public market, Cross Street Market, dates to 1846 and is located in the Federal Hill area on the south side of downtown Baltimore.



Cincinnati's Findlay Market in the Over-The-Rhine neighborhood dates to 1852 and is Ohio's oldest continuously operated public market. The Chattanooga Market provides arts, crafts, and farmer's market unique and regional items involving over 50 farms and 130 artisans and is open Sundays during the summer and fall seasons. The City Market in Indianapolis was founded in 1812 and has occupied its current downtown facility since 1886. It is open year-round six days per week and has 30 permanent tenants and many seasonal vendors. The City Market in Kansas City dates to 1857 and is in the downtown River Market neighborhood. The market has more than 40 full-time year-round tenants and numerous seasonal vendors.

The new 7th Street Public Market, opened in downtown Charlotte in 2012 in a 17,000 square foot former specialty food market and has 17 year-round tenants. It is operated under a non-profit corporation sponsored by the Carolinas Medical Center, Blue Cross and Blue Shield of North Carolina, and with funds raised by Charlotte Center City Partners, the lead downtown development organization.

Jacksonville's Riverside Arts Market and nearby Beaver Street Market are a good start although not centrally located.

## **Vision for Indianapolis**

Business and government leaders years ago came together and developed a vision for Indianapolis as the national center for amateur athletics and sports. Since then, the City has become the headquarters of the National Collegiate Athletic Association (NCAA), which moved from Kansas City to White River State Park in Indianapolis in 1999. The NCAA Hall of Champions museum and conference center is adjacent to the headquarters office.

In addition, Indianapolis is headquarters for administrative bodies for a number of amateur sports, and has a number of amateur sports training and event facilities. These include the Kuntz Memorial Soccer Complex, Indiana/World Skating Academy, Indiana University Natatorium, Indianapolis Tennis Center, Indiana University Track and Field Stadium, and Major Taylor Velodrome. A great many high school and collegiate sports events have been held in the City. Most if not all of these facilities and events are in or adjacent to downtown. All this has resulted in the City being recognized as and called the "Amateur Sports Capital of the World."

## **Private Funding Support**

The importance of private funding support for downtown development organizations and initiatives cannot be overstated. Private contributions support budgets of non-profit organizations in seven of the eight cities profiled. Among many examples, foundation grants and private donations provided virtually all funding for the Tennessee Aquarium in Chattanooga and a large share of the cost of developing the array of amateur athletic facilities in Indianapolis.

Table D.1

## Downtown Market Context

City	Distinguishing or Unique Features	City Population, 2012	City & Urban County Population, 2012	Metro Area Population, 2012	2012 Metro Median Household Income
Jacksonville, FL	Consolidated city/county government On St. Johns River Mayo Clinic Florida UF Health Proton Lab CSX HQ Hemming Plaza Jacksonville Landing Nationally recognized Gulf Life Building (presently Riverplace Tower) Friendship Fountain Treaty Oak City Hall at St. James Laura Street Trio	836,507	Duval County 879,602	1,377,850	\$ 48,118
Baltimore, MD	Independent city (not in county) On Chesapeake Bay Inner Harbor/National Aquarium Johns Hopkins Hospital and Univ	621,342	Baltimore City & Baltimore County (1) 1,438,797	2,753,149	\$ 66,970
Cincinnati, OH	On Ohio River Proctor & Gamble HQ Kroger & Macy's HQ	296,727	Hamilton County 802,038	2,128,603	\$ 52,439
Chattanooga, TN	On Tennessee River Tennessee Aquarium Chattanooga Choo Choo	171,279	Hamilton County 345,545	537,889	\$ 43,475
Charlotte, NC	Consolidated city/county services Major financial center (Bank of America HQ, Wells Fargo) NASCAR & Charlotte Motor Speedway	775,202	Mecklenburg County 969,031	2,296,569	\$ 52,470
Greenville, SC	Greenville Co Art Museum (Andrew Wyeth Collection) Michelin North American HQ	60,709	Greenville County 467,605	842,853	\$ 37,759
Indianapolis, IN	Consolidated city/county gov't Indiana state capital On White River Indianapolis 500 Eli Lilly HQ	844,228	Marion County 918,977	1,928,982	\$ 51,808
Kansas City, MO	On Missouri River Kansas City barbeque History in jazz music Hallmark Cards HQ	464,310	Jackson County 677,377	2,038,724	\$ 54,519
Louisville, KY	Consolidated city/county gov't On Ohio River Kentucky Derby/Churchill Downs Brown and Seelbach Hotels Humana HQ	597,337	Jefferson County 750,828	1,283,566	\$ 48,895

(1) Baltimore City and County are independent jurisdictions

Source: URBANOMICS, 2013

Table D.2

## Major Downtown Private Employers, Governmental Facilities, Institutions, and Downtown Employment

City	Downtown Major Corporations			Downtown Major Government Facilities and Institutions (1)	Downtown Employment
	Headquarters		Others		
Jacksonville, FL	Fidelity National Financial Fidelity National Info Systems FL Blue Cross & Blue Shield Interline Brand	CSX Corp EverBank Steinmart Rayonier	Bank of America Wells Fargo Bank Prudential Insurance SunTrust Bank	Duval County Courthouse US Courthouse Federal Building US Corps of Engineers US Federal Reserve Bank	48,000 (2)
Baltimore, MD	Constellation Energy T. Rowe Price Legg Mason Deutsche Bank Alex Brown Agora Publishing Under Armour Vertis Communications DataPoint, Inc.		BBVA Compass (Regional HQ) Exelon FNB Corp (Regional HQ) M&T Bank Transamerica Insurance Wells Fargo	US VA Medical Center (adjacent) US Corps of Engineers US Federal Reserve Bank U of Maryland Baltimore (adjacent) U of MD Medical Center (adjacent) Johns Hopkins Med Center (nearby) Medstar Harbor Hospital	86,000
Cincinnati, OH	Proctor & Gamble Company Convergys Fifth Third Bancorp Great American Insurance Cincinnati Bell American Financial Group DunnhumbyUSA	Macy's Kroger EW Scripps Omnicare	Duke Energy PNC Financial Services Accenture	US Courthouse US EPA Environmental Research Center (nearby) Univ. of Cincinnati, Uptown Campus (nearby) Univ. of Cincinnati Medical Complex (nearby)	80,000
Chattanooga, TN	TN BlueCross & Blue Shield UnumProvident The Krystal Company		CIGNA Healthcare SunTrust Bank	TVA (Power HQ) Erlanger Health System Univ. of Tennessee Chattanooga	34,000
Charlotte, NC	Bank of America Duke Energy Wells Fargo (Eastern HQ) Chiquita Brands Fifth Third Bank (NC HQ) Shaw Power Group		Hearst Publishing Adecco Staffing Price Waterhouse Coopers Transamerica Reinsurance Accenture Ally Financial BB&T	US Federal Reserve Bank	80,000
Greenville, SC	South Carolina Bank & Trust Phillips Staffing Agfa Healthcare Corp	Certus Bank Perceptis	TD Bank Ernst & Young	St. Francis Hospital Clemson Univ School of Business Greenville Memorial Hospital (nearby)	25,600
Indianapolis, IN	Eli Lilly Wellpoint, Inc. Simon Property Group National Collegiate Athletic Assn Emmis Communications One American Financial Republic Airways HH Gregg		Rolls-Royce Defense Ops Center (2,500 employees) Regions Bank (IN HQ) JP Morgan Chase (IN HQ) BMO Harris Bank PNC Financial Services	USVA Roubidoux Medical Center US Social Security Administration State Capitol complex Indiana University Health Center Indiana U-Purdue U of Indianapolis (IUPUI), multiple facilities Wishard Memorial Medical Ctr Herron School of Art and Design	125,000
Kansas City, MO	Hallmark Cards Commerce Bankshares UMB Financial Corp Burns & McDonnell American Century Investments HNTB DST Systems	Black & Veatch H&R Block	Accenture AT&T (Regional HQ) Transamerica Funds	US Federal Reserve Bank (reg HQ) US Social Security Administration US Fed Bureau of Investigation US Internal Revenue Service Ctr US General Services Admin (reg HQ) Univ Missouri Kansas City medical complex, multiple facilities	100,000
Louisville, KY	Humana, Inc. Hillerich & Bradsby Republic Bank & Trust S.Y. Bancorp Kindred Healthcare INDATUS Corp		AT&T (Kentucky HQ) Mercer, Inc. Wellpoint, Inc. Anthem BCBS PNC Financial Services Horseshoe Southern Indiana	US Federal Reserve Bank Jewish Hospital & St. Mary's Healthcare Norton Healthcare Pavilion Univ. of Louisville School of Medicine and Health Center	67,000

(1) Excludes local government

(2) Downtown Vision, Inc.

Source: URBANOMICS, 2013



Table D.3 Downtown Office Market			
City	Total Office Space (millions of square feet) (1)	Share of Metro Area (%)	Vacancy Rate (%)
Jacksonville, FL	8.1 -- Cushman & Wakefield, 2Q13 16.1-- Colliers International, 2Q13	31.3 26.1	20.5 14.4
Baltimore, MD	13.1 -- Cushman & Wakefield, 2Q13 23.3 -- NGKF, 2Q13 29.3 -- Downtown Partnership	20.4 25.4	16.1 13.6
Cincinnati, OH	13.6 -- Cushman & Wakefield, 2Q13 21.5 -- Colliers International, 3Q13	38.0 40.0	20.3 19.5
Chattanooga, TN	3.6 - Based on <u>Southeast Business</u> 7/2012 and Studley 2Q12 data	39.1	13.3 (metro area)
Charlotte, NC	22.6 -- Cushman & Wakefield, 2Q13 23.0 -- Colliers International, 1Q12	20.2 34.1	7.9 11.4
Greenville, SC	3.1 -- Colliers International, 2Q13	40.1	16.4
Indianapolis, IN	11.3 -- Cushman & Wakefield, 2Q13 20.1 -- NGKF, 4Q12 23.5 -- Colliers International, 2Q12	30.9 37.5 34.0	20.3 10.7 13.7
Kansas City, MO	20.1 -- NGKF, 1Q13 27.4 -- Colliers International, 1Q13	29.5 27.5	19.7 15.0
Louisville, KY	9.1 -- Cushman & Wakefield, 2Q13 10.3 -- Cassidy Turley, Year End 2012 13.1 -- Louisville Downtown Management District	46.2 47.0	16.0 14.8

(1) Office space data may vary widely by source due to types of space and number of buildings included in their surveys. Some sources may include only Class A or Class A and Class B buildings, while others may also include Class C buildings. Some sources also may only include leasable buildings, while others may also include owner-occupied buildings.

Source: URBANOMICS, 2013

**Table D.4**  
**Downtown Venues and Attractions**

City	Convention Center	Professional Sports	Arts, Culture, & History	Entertainment
Jacksonville, FL	Prime Osborn Convention Center Total Floor Area: 265,000sf Contiguous Floor Area: 78,500sf	EverBank Field Baseball Grounds of Jacksonville Veterans Memorial Arena	Time Union Center for the Performing Arts Florida Theater Museum of Science and History Ritz Theatre LaVilla Middle School for the Arts Museum of Contemporary Art Friday Musicale Riverside Arts Market	Veterans Memorial Coliseum (multipurpose arena) Jacksonville Landing (retail/entertainment center) Unity Plaza (under construction) Riverside Arts Market
Baltimore, MD	Baltimore Convention Center Total Floor Area: 1,225,000sf Contiguous Floor Area: 300,000sf	M&T Bank Stadium Camden Yards	Maryland Science Center (MSC) Myerhoff Symphony Hall France-Merrick Performing Arts Center/Hippodrome Theater Modell Performing Arts Center Walters Art Gallery Pier 6 Concert Pavilion Everyman Theater	Harborplace and the Gallery (retail/entertainment center) National Aquarium Baltimore Maritime Museum MSC IMAX Theater Power Plant & Power Plant Live (retail/entertainment complex) 1st Mariner Arena
Cincinnati, OH	Duke Energy Convention Center Total Floor Area: 750,000sf Contiguous Floor Area: 195,000sf	Paul Brown Stadium Great America Ballpark US Bank Arena	Aronoff Center for the Arts Cincinnati Art Museum Cincinnati Museum Center (CMC) at Union Terminal National Underground Railroad Freedom Center Cincinnati Music Hall	CMC IMAX Theater The Banks (riverfront mixed-use retail/entertainment complex) Horseshoe Casino Cincinnati
Chattanooga, TN	Chattanooga Convention Center Total Floor Area: 312,000sf Contiguous Floor Area: 100,000sf	AT&T Field	Hunter Museum of American Art Houston Museum of Decorative Art Creative Discovery Center Soldiers and Sailors Memorial Auditorium	Tennessee Aquarium and IMAX Theater Chattanooga Choo Choo (24ac lodging/dining/entertainment) Tivoli Theater Majestic 12 Theater
Charlotte, NC	Charlotte Convention Center Total Floor Area: 850,000sf Contiguous Floor Area: 280,000sf	Bank of America Stadium Time Warner Cable Arena BB&T Ballpark	Blumenthal Performing Arts Ctr Levine Center for the Arts Harvey B. Gantt Center for African-American Art & Culture	NASCAR Hall of Fame EpiCentre (retail/entertainment complex) NC Music Factory (retail/entertainment complex)
Greenville, SC	<u>Outside downtown area</u> TD Convention Center Total Floor Area: 500,000sf Contiguous Floor Area: 230,000sf	Fluor Field	Peace Center for the Arts SC Governor=s School for the Arts and Humanities Shoeless Joe Jackson Museum and Baseball Library	Bon Secours Wellness Arena (multipurpose arena) UBS Ice on Main (open air ice rink) Greenville Zoo (nearby)
Indianapolis, IN	Indiana Convention Center Total Floor Area: 1,300,000sf Contiguous Floor Area: 566,000sf	Lucas Oil Stadium Bankers Life Fieldhouse Victory Field	Indiana State Museum (ISM) Union Station historic site Veterans Memorial Plaza Old National Centre & Murat Theater (perf. arts) Eiteljorg Museum Indiana War Memorial NCAA Hall of Champions	Indianapolis Zoo (nearby) ISM IMAX Theater
Kansas City, MO	Kansas City Convention Center Total Floor Area: 800,000sf Contiguous Floor Area: 388,000sf	<u>Outside downtown area</u> Arrowhead Stadium Kauffman Stadium	Kauffman Center for the Performing Arts Municipal Auditorium (arena, music hall, theater) Kansas City Repertory Theater Liberty Memorial/National World War I Museum Nelson-Atkins Museum of Art Negro Leagues Baseball Museum (nearby)	Power & Light District (entertainment/retail complex) Sprint Center (multi-purpose arena) Crown Center (retail/entertainment complex, incl. Legoland, Discovery Center and Sea Life Aquarium) Union Station (entertainment/retail/museum/science center) Nat'l Collegiate Basketball Hall of Fame Isle of Capri Casino (nearby)
Louisville, KY	Kentucky International Conv. Ctr Total Floor Area: 300,000sf Contiguous Floor Area: 145,000sf	Louisville Slugger Field	The Kentucky Center for the Performing Arts Muhammad Ali Center Louisville Slugger Museum Frazier History Museum Kentucky Science Center (KSC)	KFC Yum Center (multi-purpose arena) Fourth Street Live (retail/entertainment complex) KSC IMAX Theater



**Table D.5**  
**Other Downtown Attractions, Annual Visitors and Hotels**

City	Other Downtown Attractions	Annual Downtown Visitors	Downtown Hotels	
			Convention Center Area (# of rooms)	All Hotels (# of rooms)
Jacksonville, FL	Northbank Riverwalk and Southbank Riverwalk Friendship Fountain Metropolitan Park (riverfront)	9 million	No hotels nearby	2,372
Baltimore, MD	Little Italy neighborhood Lexington Market Harborplace (Mall and Gallery) Federal Hill Historic District	22 million (Inner Harbor - 14 million) (National Aquarium - 1.6 mil) (Power Plant Live - 3 million)	Hilton Baltimore - 757 Marriott Inner Harbor - 524 Hyatt Regency - 488 Sheraton Inner Harbor - 337	5,471
Cincinnati, OH	Over the Rhine Historic District (nearby) Fountain Square Sawyer's Point Park/Proctor & Gamble Pavilion Smale Riverfront Park	17 million	The Millennium - 872 Hilton Netherlands Plaza - 561 Hyatt Regency - 491 The Cincinnati - 146	4,352 (incl. 1,256 in riverfront area of Covington, KY)
Chattanooga, TN	Tennessee Riverwalk Delta Queen (converted riverboat hotel) Chattanooga Market Warehouse Row Lookout Mountain & Incline Railway (nearby)	8 million (Tenn Aquarium - 1.2 mil) (Chattanooga Choo Choo)	Marriott Downtown - 341 The Chattanooga - 199 Staybridge Suites - 124	2,354
Charlotte, NC	Fourth Ward neighborhood	11 million (Epicenter) (NC Music Factory) (Discovery Place- 750,000)	The Westin - 700 Hilton Center City - 400 Doubletree - 187 Hilton Garden Inn - 181	4,401
Greenville, SC	West End Historic District Falls Park on the Reedy	2.5 million	Convention center not located downtown	860
Indianapolis, IN	City Market White River State Park (250 acres) and Wapahani Trail Canal Walk (3 miles long) Circle Center Mall	22 million	J.W. Marriott - 1,005 Marriott Downtown - 622 The Westin - 573 Hyatt Regency - 499 The Omni Severin - 424 Courtyard - 297 Crowne Plaza - 273	6,861
Kansas City, MO	Crossroads Arts District River Market neighborhood City Market Lincoln Memorial Mall and Liberty Memorial Berkley Riverfront Park Riverfront Heritage Trail 18th & Vine Jazz District (nearby)	20 million (Crown Center - 5 million)	Marriott Downtown - 946 Crowne Plaza - 385 Holiday Inn Downtown - 193	5,606
Louisville, KY	Whiskey Row South Fourth Street area West Main Street area/Museum Row NuLu (East Market Street area) Louisville Waterfront Park (85-acres) and Louisville Riverwalk Historic Brown and Seelback hotels Louie Link skywalk (6 blocks) Belle of Louisville riverboat	14 million (4th Street Live - 4.7 million)	Galt House - 1,290 Marriott Downtown - 616 Hyatt Regency - 393 Courtyard Downtown - 132	4,056

Based on data from Downtown Vision, Inc.  
Source: URBANOMICS, 2013

Table D.6 Downtown Retail Market				
City	Number of Eating Places (2)	Number of Retail Stores (3)	Square Feet of Retail Space	Major Retail and Entertainment Facilities
Jacksonville, FL	120 35 nightspots (4)	75 (4)	724,000 in Downtown Improvement District (4)	Jacksonville Landing (126,000sf) Winn-Dixie grocery Fresh Market grocery (proposed)
Baltimore, MD	200+	No data found	3.2 million	Harborplace and the Gallery (273,000sf) Lexington Market (140 vendors) Cross Street Market Power Plant (200,000sf) & Power Plant Live
Cincinnati, OH	215 35 nightspots	220	3.0 million	Macy's Dept. Store (184,000sf) Saks Fifth Avenue (180,000sf)
Chattanooga, TN	105	No data found	No data found	Chattanooga Market Warehouse Row (330,000sf) Whole Foods Market (Northshore, across river from downtown)
Charlotte, NC	225-250 50+ nightspots	Incomplete data	2.8 million	EpiCentre (300,000sf) NC Music Factory (270,000sf) Metropolitan at Midtown (375,000sf), including Target
Greenville, SC	110	150+	Data not found	Mast General Store West End Market
Indianapolis, IN	300+	400+	4.1 million	Circle Center Mall (800,000sf), including Carson Pirie Scott (225,000sf) City Market (30 shops, plus seasonal vendors) Marsh Supermarket (40,000sf)
Kansas City, MO	200-250	300+	3.3 million	Union Station (850,000sf) Power & Light District (450,000sf - Phase1) Crown Center Shops (300,000sf) Cosentino's Market (33,000sf) City Market (40 shops, 140 seasonal vendors)
Louisville, KY	160 30+ nightspots	300+	1.8 million	Fourth Street Live (350,000sf) Whiskey Row

(1) All numbers are approximations.

(2) Includes fine and casual dining, coffee shops, luncheonettes, fast food establishments, etc. Numbers are approximations.

(3) Retail store definitions vary by city. Some include service establishments; others report retail stores only. Numbers are approximations.

(4) Downtown Vision, Inc.

Source: URBANOMICS, 2013

**Table D.7**  
**Downtown Resident and Student Population**

City	Resident Population	Share of Metro (%)	Housing Units	College Students
Jacksonville, FL	3,700 (1)	0.27	2,365 (1)	Enrollment data not found FSCJ Downtown Campus (adjacent)
Baltimore, MD	21,000 40,000, one mile radius	0.76	Data not found	20,000 Univ of Maryland Baltimore University of Baltimore
Cincinnati, OH	13,400	0.63	Data not found	33,000 Univ of Cincinnati, Uptown Campus (nearby)
Chattanooga, TN	5,800	1.08	3,500	12,800 Univ. of Tennessee, Chattanooga
Charlotte, NC	15,300 in "Uptown" area of Center City	0.67	8,900	29,000 UNC Charlotte, Center City Campus Johnson & Wales University Wake Forest Univ. School of Business Central Piedmont Community College
Greenville, SC	5,200	0.62	Data not found	Clemson Univ. School of Business Univ. of South Carolina Upstate (proposed)
Indianapolis, IN	24,500 in designated "Regional Center" Goal: 40,000 by 2020	1.27	13,250 (3,500 since 2000)	55,000 IUPUI (Indiana U-Purdue U at Indianapolis) Indianapolis Center Harrison College, Downtown Campus
Kansas City, MO	19,900	0.98	11,790	Enrollment data not found U of Missouri Kansas City, Hospital Hill Campus Metropolitan Community College
Louisville, KY	4,500 downtown core only	0.35	2,350 downtown core only	17,500 Univ. of Louisville, Health Sciences Center Jefferson Community and Technical College

(1) Downtown Vision, Inc.

Source: URBANOMICS, 2013



Table D.8

## Downtown Investments and Projects

City	Completed Downtown Investments and Projects	Downtown Projects Underway and Planned
Jacksonville, FL (1)	\$1.8 billion in completed projects since 2000, including: Federal Courthouse (\$80M) Veterans Memorial Arena (\$130M) County courthouse (\$323M) Baptist-Wolfson medical complex (\$282M) Main Library (\$95M) Four new residential towers (868 units) (\$267M)	\$900,000,000 in projects underway and planned, including: Baptist Medical Center addition (\$200M) LaVilla transportation center (\$182M) Other transportation projects (\$258M) Three residential projects (661 units) (\$90M) Laura Street Trio (mixed-use) (\$45M)
Baltimore, MD	Significant projects completed since 2000 include: Hilton Convention Center Hotel (\$301M) Four Seasons Hotel (\$200M) Legg Mason Tower (\$180M)	\$2.0 billion in projects underway and planned, incl: Harbor Point (28-acre mixed use) (\$1.3B) Horseshoe Casino (\$400M) Exelon Headquarters (\$200M) Lexington Square (housing/retail) (\$150M) Four Seasons Residences (\$120M) New housing projects (3,100 units)
Cincinnati, OH	Significant projects completed since 2000 include: Horseshoe Casino (\$400M) Great American Ballpark (\$290M) Riverfront Park (\$120M) Great American Insurance Tower (office) (\$322M) The Banks riverfront (mixed use), Ph. 1 (\$239M) National Underground RR Freedom Center (\$110M)	Projects underway and planned include: The Banks, future phases (\$361M) Streetcar line (3.6 miles) (\$148M) 30 story apartment and retail project (\$80M)
Chattanooga, TN	\$3.8 billion invested since 1992. Projects since 2000 include: TN Blue Cross Blue Shield HQ (\$300M) UnumProvident HQ Office (\$60M) Waterfront improvement project, incl. Tennessee Aquarium expansion (\$120M)	Projects underway and planned include: Cameron Harbor mixed use (\$80M) Riverfront housing (330 units) (\$47M)
Charlotte, NC	\$6.4 billion in completed projects since 2000, including: Johnson & Wales University (\$82M) NASCAR Hall of Fame (\$160M) UNC Charlotte Center City Campus (\$50M) Time Warner Cable Arena (\$265M) Duke Energy Center (HQ building) (\$880M) LYNX light rail (part of 9.6-mile Blue Line) (\$463M) Gateway Village mixed-use development (\$350M) EpiCentre and residential tower (53 sto) (\$275M) The Vue residential tower (50 sto) (\$275M)	Projects underway and planned include: LYNX Blue Line light rail extension (9.4 mi) (\$1.16B) Gateway Station transportation center (\$200M) BB&T Ballpark (minor league baseball) (\$54M) 3,400 housing units 120,000sf retail Fourth Ward Urban Village
Greenville, SC	Significant projects completed since 2000 include: Fluor Field (\$29M) Kroc Center (\$27M) Main on Broad hotel/office/retail (\$45M) McBee Station - 219 housing units, 30,000sf retail Falls Park on the Reedy, Liberty Bridge	Projects underway and planned include: Project One: 385,000sf hotel/office/retail (\$100M) Federal Courthouse - 204,000sf Various residential projects - 800 units
Indianapolis, IN	\$9.1 billion in completed projects since 1990. Projects completed since 2000, incl: Lucas Oil Stadium (\$720M) Marriott Place (1,600 rooms) (\$450M) Circle Center Mall (800,000 square feet) (\$308M) Indianapolis Cultural Trail (8 miles) (\$63M)	\$2.6 billion in projects underway and planned, including: Eskenazi Hospital (\$754M) Housing (21 projects, 3225 units) (\$518M) Indiana U Health/Methodist Health hospital (\$500M) Riley Children's Hospital (\$475M) CityWay mixed-use development (600,000sf) (\$155M)
Kansas City, MO	\$6.5 billion in completed projects in last ten years, including: Power & Light District (\$850M) Kaufman Center for the Arts (\$415M) IRS Service Center (\$370M) Sprint Center (\$276M) Federal Reserve Bank (\$200M) H&R Block HQ Building (\$138M) KC Convention Center addition (\$135M)	\$1.3 billion underway and planned, including: East Village mixed use development (\$350M) Streetcar line (2.2 miles) (\$102M) 2.8 million square feet of office space 4,900 housing units
Louisville, KY	\$2.1 billion in completed projects since 2000, including: KFC Yum Center and Garage (\$432M) Muhammad Ali Center (\$80M) Fourth Street Live (Phase 1) (\$75M) Waterfront Park Place (residential) (\$42M) Louisville Slugger Field (\$40M) Waterfront Park expansion (30 acres) (\$37M)	Significant projects underway and planned include: Museum Plaza high-rise office/housing/hotel (\$465M) Nucleus Innovation Park (health sciences) (\$300M) Center City mixed use development (\$250M) Liberty Green housing (\$233M) Downtown Arena (\$252M) Riverpark Place condo/marina (\$200M) East Main Office Towers (\$150M)

(1) Downtown Vision, Inc

Source: URBANOMICS, 2013

**Table D.9: Downtown Agencies and Organizations**

City	Public Agencies	Private Organizations
Jacksonville, FL	<b>Downtown Investment Authority (DIA)</b> - City-funded public authority responsible for planning, promoting, and facilitating downtown development. Governed by a nine-member board appointed by the Mayor and City Council.	<b>Downtown Vision, Inc (DVI)</b> - Private non-profit Business Improvement District (BID) organization funded by special tax assessments to promote interests of downtown businesses and property owners. Governed by a 19-member board, incl. two ex-officio. \$1.3 million operating budget, financed by special tax assessments and other public and private sources.
	<b>Office of Economic Development (OED)</b> - City office with responsibilities for promoting and facilitating city-wide economic development.	<b>Jacksonville Civic Council</b> - Top-level business and industry organization that promotes citywide and downtown development. 55 board members
	<b>Downtown Development Review Board (DDRB)</b> - Private sector group that works with OED in reviewing downtown projects for consistency with plans and zoning regulations.	Visit Jax Chamber of Commerce
Charlotte, NC	<b>Charlotte Regional Visitors Authority (CRVA)</b> - Public authority responsible for bringing visitors and events to Charlotte and managing several downtown entertainment/sports venues, incl. the Charlotte Convention Center, NASCAR Hall of Fame, and Times Warner Cable Arena. Governed by a 13-member board accountable to City and Mayor's office. Has a 30-member Visitors Advisory Committee and operates Visit Charlotte, formerly Charlotte CVB.	<b>Charlotte Center City Partners</b> - Private non-profit that plans, markets, and facilitates development in Downtown and adjacent South End area. Operations are funded primarily by a Municipal Service District ad valorem tax revenues. \$4.1 million total annual revenues. 34 board members, incl. five city and county officials.
Greenville, SC	<b>City Department of Economic Development</b> - Responsible for planning, marketing, and facilitating development city-wide and downtown.	
Indianapolis, IN	<b>Department of Metropolitan Development</b> - City/County agency responsible for implementing and updating the Indianapolis Regional Center Plan 2020 for downtown in partnership with the Greater Indianapolis Progress Committee and Indianapolis Downtown Inc.	<b>Indianapolis Downtown, Inc (IDI)</b> - Private non-profit membership organization that plans, markets, and facilitates development in downtown. 40 board members, incl. two elected officials. Numerous members.
		<b>Greater Indianapolis Progress Committee (GIPC)</b> - Private non-profit organization that advises the City and Metro Government on policies and priorities and partners with others in addressing various urban and economic development issues and needs, including the viability of downtown.
City	Private Organizations	
Baltimore, MD	<b>Downtown Partnership of Baltimore</b> - Private non-profit membership organization that oversees Downtown Management Authority (DMA) and promotes downtown. 59 board members.	
	<b>Downtown Management Authority (DMA)</b> - Private non-profit that manages and promotes activities development in 106-block area (BID) funded by special tax assessments. 23 board members.	
	<b>Baltimore Development Corporation (BDC)</b> - Private non-profit organization that provides contract economic development services to the City, including downtown development. 13 board members, including three from City, all appointed by the Mayor. Some actions are subject to City Council approval.	
	<b>Waterfront Partnership of Baltimore, Inc.</b> - Private non-profit providing security, maintenance, and event hosting & management services in the Inner Harbor area. 25 board members, incl. Seven public officials and agency representatives. Funded by special assessments, grants, contributions, and contracts with the City.	
	<b>Greater Baltimore Committee (GBC)</b> - Top-level business and industry membership organization that addresses various regional, urban, and downtown issues and needs. GBC played instrumental roles in various downtown projects for several decades, including the 33-acre Charles Center and Inner Harbor developments. 63 board members, 500+ member firms and organizations.	
Cincinnati, OH	<b>Downtown Cincinnati, Inc. (DCI)</b> - Private non-profit membership group that markets and facilitates development and organizes special events. 52 board members, incl. three elected officials.	
	<b>Downtown Cincinnati Improvement District (DCID)</b> - Private non-profit that manages the downtown BID. Nine board members, incl. two elected officials.	
	<b>Cincinnati Center City Development Corp (3CDC)</b> - Private non-profit real estate development and finance organization. Have invested \$717 million in CBD and Over-the-Rhine neighborhood. 33 board members.	
Chattanooga, TN	<b>River City Company</b> - Private non-profit organization that promotes downtown and participates in development. \$3.2 million annual budget. 21 board members, incl. four elected officials	
Kansas City, MO	<b>Downtown Council of Kansas City (DCI)</b> - Private non-profit membership organization that promotes and facilitates downtown development. 88-member board, incl. 15 honorary and 8 ex-officio, plus many other members. \$4 million operating budget.	
	<b>Downtown Community Improvement District</b> - Provides security, landscape maintenance, and special events services in a 165-block area of downtown. Financed by special sales and property tax assessments.	
	<b>River Market Community Improvement District</b> - Provides security, landscape maintenance, and special events services in a 35-block area of downtown. Financed by special sales and property tax assessments	
Louisville, KY	<b>Louisville Downtown Management District (LDMD)</b> - Private non-profit that promotes downtown and manages the 61-block BID. \$1.4 million operating budget funded primarily by special tax assessments on downtown properties. 35 board members.	
	<b>Louisville Downtown Development Corporation (LDDC)</b> - Private non-profit that plans and facilitates downtown development and administers commercial loan fund and retail grant program. \$1.2 million operating budget. 38 board members.	
	<b>Waterfront Development Corporation (WDC)</b> - Non-profit public-private partnership responsible for planning, construction, and maintenance in the 85-acre Louisville Waterfront Park, management of the Belle of Louisville riverboat, and design review and approval in the Waterfront District. Planning and construction are funded primarily by private donations. Maintenance is publicly funded. 15 member board, incl. 2 public officials.	
	<b>Louisville Downtown Business Association</b> - Volunteer group that promotes downtown and organizes special events. Nine board members.	

Source: URBANOMICS, 2013





Downtown  
Epicenter



Urban  
Living



Strategic  
Partnerships



Pedestrian  
Access



River  
Access



24-7  
Downtown



Healthy  
Design

# Business Investment and Development Strategy

Summer 2014

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# Executive Summary

According to its mission state, the Downtown Investment Authority serves “as a clearinghouse to establish an identity for the region.” Using strategic partnerships, capital investments, planning, advocacy, marketing, and policy, the DIA is intended to attract investment, facilitate job creation and increase Downtown housing. Its four economic development Core Values focus on Downtown Jacksonville’s resurgence: business **retention**, business **attraction**, business **expansion**, residential **increase** and public **infrastructure**.

**The newly stated Goals, outlined in both the Community Redevelopment Area (CRA) Plan and the Business investment and Development (BID) Strategy, are integral tools for the success of the BID Strategy.** The Goals state the specific outcomes the Downtown Investment Authority (DIA) expects to accomplish in support of its mission. The result of detailed discussion by the DIA board and staff, these goals indicate the DIA’s direction and priorities. Each goal has strategic objectives and benchmarks that provide action-oriented tasks by which the goal may be carried out. These are critical in the DIA’s ability to implement a systematic and consistent plan in order to communicate DIA successes to stakeholders, constituents, and elected officials.

**The BID Strategy is a tool that supports the CRA Plan.** The timeframe for the CRA Plan is governed by Florida Statutes, allowing for its three (3) Tax Increment Finance (TIF) Redevelopment Trust Funds to reach completion in 2040, 2041, and 2044. However, the BID is not governed by Florida Statutes and has a projected timeframe of 2014 through 2025. The BID Strategy manages the allocation of DIA funding resources and the implementation of projects, programs, and initiatives. These projects, programs, and initiatives are identified in greater detail in the CRA Plan’s near, mid, and long-Term projects and umbrellas. **It is important to note that while the BID supports the CRA Plan and the allocation of TIF Redevelopment Trust Fund dollars, the BID’s range of funding exceeds the CRA Plan’s TIF dollars.** The BID identifies an array of local, state, and federal incentives and funding programs; and outlines decision-making criteria by which projects, programs, and initiatives are selected and measured. The TIF Redevelopment Trust Fund projections are located in the CRA Plan, reflecting each TIF Redevelopment Trust Funds’ annual projections based upon the frozen value of the privately owned properties in each of the three (3) TIF Areas and their ad valorem taxes based upon the current millage rate. As the millage rate fluctuates, the TIF Projections must be recalibrated.

The implementation phasing for proposed projects is outlined in the section referred to as the “**Years Tables**.” In addition, there are specific sites with unique character that are identified in the “**Active Catalytic Sites with Undetermined Timeframes**” list and the “**Active Projects with Undetermined Timeframes**” list whose timeframes for development will be market-driven. The grouping of projects has been organized by their recommended timeframes to establish order and prioritization. The funding for each project is listed as funds become available and/or are projected in order to activate the project. Each project also has its responsible parties identified; the page for which you can find the reference of it in the CRA Plan; and the goals that it is anticipated to support. **The Years Tables are not static tools.** These tables are not only used to program funding and plan for execution, but also serve as the first phase of the BID’s “ranking” method specified by Tier One (1) further explained in the **Implementation of the BID** section. They are to be closely monitored in conjunction with assessments of development activity, the development market, and the City of Jacksonville’s Capital Improvement Plan (CIP). The DIA has the ability to update the tables as needed, whether that means moving projects from one timeframe to another, eliminating them, or adding new projects. Fundamentally, the Years Tables are active project tracking tools to manage the allocation of the DIA resources.

# Introduction

Stimulating the local economy, expanding the tax base, creating quality jobs, and maintaining a positive balance between growth and social equity creates a thriving economy and generates revenues for public services. The need to direct private investment toward projects, programs, and initiatives that results in generating new wealth within Downtown Jacksonville is the focal point of this Business Investment and Development (BID) Strategy. This document serves as a **market-driven** guide for the Downtown Investment Authority (DIA) Governing Board policy considerations in shaping Downtown Jacksonville's economic growth from 2014 - 2025. The BID emphasizes economic vitality as the DIA proactively focuses on supporting the local economy's ability to adapt to changing conditions in order to thrive. The BID Strategy contains specific goals and performance measures that link the recommendations of the Downtown Jacksonville Community Redevelopment Plan (the "Plan") with the DIA's mission and sets forth an action plan for continuous community renewal that also prevents the deterioration of Downtown Jacksonville.

The DIA partners with the business and development communities to spur private investment which generates wealth through increased employment opportunities, local tax base expansion, new development, and raising property values. Public and private partnerships are essential to the success of the economic development programs outlined in the BID. It is important to add that private investment, if done correctly, is the only viable way to increase tax revenues and public services for local community benefit without increasing taxes.

The DIA has three overarching functions:

- 1) To act as the Community Redevelopment Agency that manages the Community Redevelopment Area (CRA) Plan's goals, core values and the implementation of the near, mid, and long term projects, programs, incentives, and initiatives;
- 2) To effectively manage and allocate funds from the Tax Increment Finance (TIF) Trust Fund in correlation with identified projects, program, and initiatives in the CRA Plan; and
- 3) To leverage additional funds to achieve DIA goals.

**This BID Strategy is designed to be easily discernable, focused, and flexible while being programmed specifically with funded and proposed projects and programs for each of the next eleven years.**

# Mission, Core Values, and Goals

## Mission

The Downtown Investment Authority serves as a clearinghouse to establish an identity for the region that capitalizes on partnerships to guide the revitalization of the core of the City of Jacksonville. To attract investment, facilitate job creation and residential density, while assuring a unified effort is strategically focused to implement action through capital investments, planning, advocacy, marketing and the establishment of policy for the general community and Downtown stakeholders.

## Core Values

There are four economic development Core Values that are going to help shape Downtown Jacksonville's resurgence:

- Business **retention** is the process of supporting and retaining established businesses in order to achieve a reliable and diverse revenue stream that continually improves Downtown's fiscal health.
- Business **attraction** includes actively pursuing private investment and new business aimed at stimulating the Downtown local economy and generating employment opportunities.

- Business **expansion** capitalizes on both established and emerging companies that are prepared to grow and invest in their operations.
- Residential **increase** includes a focus on programs that incentivize multi-family rental and ownership programs for millennial to active adults.
- Lastly, improvements to public **infrastructure** strengthen the DIA's ability to create an environment that results in retaining, attracting, and expanding business.

## Goals

Goals are integral parts to any business investment strategy. Goals state the specific outcomes the Downtown Investment Authority (DIA) expects to accomplish in support of its mission. All strategies and action items comprising the output of the DIA are aimed at achieving the following seven goals. These goals provide the framework and direction for the DIA to connect with key stakeholders, assess and evaluate situations and circumstances related to local and regional economic development, address the needs of the community in caring for and expanding the physical environment for commerce, and putting it all together to ensure the vibrancy of Downtown Jacksonville's economy. In addition, each goal has strategic objectives and benchmarks. Strategic objectives support the goal and provide further action-oriented tasks by which the goal may be carried out. Then there are benchmarks that allow for each goal to be measured, evaluated, and reported. These are critical in the DIA's ability to implement a systematic and consistent plan and to communicate DIA successes to stakeholders, constituents, and elected officials. NOTE: There are external and internal benchmarking methods. The external benchmarking methods are to measure, evaluate, and report outcomes from the various projects, programs, and initiatives. The internal benchmarking methods are for the DIA to monitor its administrative efforts for effectiveness, accountability, and direction, as well as, to provide information and data to report to City Council and the State of Florida.



### Redevelopment Goal No. 1

**Reinforce Downtown as the City's unique epicenter for business, history, culture, education, and entertainment.**

## Strategic Objectives

- Increase the opportunities for Downtown employment.
- Protect and revitalize historic assets.
- Support expansion of entertainment and restaurant facilities.
- Increase venues, workspaces and residential opportunities with a focus on the Target Area.
- Create a consistent theme and image that conveys a sense of the excitement and activity Downtown.
- Focus efforts on drawing many diverse attractions, rather than a small number of large ones.
- Improve transit connections between the various districts and destinations of Downtown.
- Coordinate parking, pedestrian, and transit systems to encourage strategically-placed parking that can accommodate multiple downtown destinations ("park once").
- Encourage green building practices, where feasible, in order to maximize sustainability and minimize resource consumption/cost.
- Expand upon the ability for national conventions.

## Benchmarks

- Number of Residents
- Number of Jobs
- Number of Business Establishments
- Class A Office Space Vacancy Rate
- Class B Office Space Vacancy Rate
- Class C Office Space Vacancy Rate
- Percent of Retail Space Vacancy
- Tax Value and Impact to TIF and Future Projections
- Number of Outdoor Seating Establishments
- Number and Variety of Downtown Events
- Attendance at Downtown Events
- Number of Art in Public Places
- Number of Downtown Visitors
- Hotel Occupancy Rates
- Annual Private Capital Investments

## DIA Tasks

- Compare to Current Market Feasibility Study
- Review Current BID "Years Tables" and Revise per Priority and Funding
- Track for DIA Internal Target Reporting



### Redevelopment Goal No. 2

**Increase rental and owner-occupied housing downtown, targeting key demographic groups seeking a more urban lifestyle.**

## Strategic Objectives

- Actively pursue a minimum of 3,850 built and occupied multi-family dwelling units by 2025; and strive to induce construction of 350 multi-family dwelling units per year.
- Leverage land contributions, infrastructure investments, incentive grants, and low interest loans.
- Promote and attract neighborhood retail to support downtown residents.
- Coordinate marketing efforts for downtown housing opportunities to achieve blanket coverage on a local, regional, state and national level.
- Evaluate new multi-family residential development with Downtown design guidelines, overall compatibility, financial feasibility, and existing Downtown residential developments.
- Reconcile city plan policies and regulations to insure policy consistency and uniform application.
- Establish a clear, efficient and maximally predictable process for reviewing development permits, including development and use of model forms and agreements where appropriate.

## Benchmarks

- Number of Residents
- Number of Residential Units
- Number of Jobs
- Number of Business Establishments
- Retail Space Vacancy Rate
- Tax Value and Impact to TIF and Future Projections
- Private Capital Investments
- Number of Multi-Family Units Constructed
- Number of Building Permits Issued

## DIA Tasks

- Compare to Current Market Feasibility Study
- Review Current BID "Years Tables" and Revised per Priority and Funding
- Annually assess with public input the efficiency and effectiveness of the City process for reviewing development permits
- Housing Incentive Programs' Thresholds
- Track for Internal DIA Target Reporting



### Redevelopment Goal No. 3

**Simplify the approval process for downtown development and improve departmental and agency coordination.**

## Strategic Objectives

- Provide publicly-owned land and building space for public and private development which will support and strengthen Downtown's commercial and residential base and comply with the other Redevelopment Goals.
- Initiate public/private partnerships.
- Identify cooperative property owners/developers and develop key pilot initiatives.
- Promote clean-up and redevelopment of brownfields.
- Increase recreation, entertainment, cultural heritage, and other programming opportunities.
- Foster alliances and build relationships with legislators, other governmental officials and their staff through regular briefings, tours and events.
- Provide spaces for residents to conduct community business and spaces for social events and educational programs.
- Simplify application and permitting processes, including the assignment of a project facilitator.

## Benchmarks

- Tax Value and Impact to TIF and Future Projections
- Duration of Development Agreement Process
- Dollar Value of Tax Credits



- Annual Private Capital Investments
- Duration of Permitting Process

## DIA Tasks

- Regularly Coordinate with City Departments, Supporting Authorities, and Business Leaders (see DIA Organizational Chart, Section 4.1)
- Track Project Utilization of State and Federal Grant Applications, Including Tax Credits
- Compare to Current Market Feasibility Study
- Review Current BID "Years Tables" and Revise per Priority and Funding
- Track for DIA Internal Target Reporting
- Track Duration of Development Agreement Process
- Track Duration of Permitting Process



### **Redevelopment Goal No. 4**

**Improve walkability/bikeability and connectivity to adjacent neighborhoods and the St. Johns River while creating highly walkable nodes.**

## Strategic Objectives

- Improve access to and from the St. Johns River and enhance the Downtown experience for all Jacksonville citizens and visitors through variety of spaces, signage, lighting, and technology.
- Optimize the design and flow of downtown streets for pedestrian and other street level activity; return to two-way streets where appropriate.
- Improve existing public parks and plazas and create new open spaces with a mix of pedestrian-oriented amenities and activities.
- Protect, enhance, and increase public perpendicular access to the Riverwalk in line with street grid.
- Provide for proper management and maintenance of public spaces.
- Use signage and lighting to connect districts and banners signifying districts.
- Develop interconnected, attractive and safe pedestrian links between the Northbank and Southbank, among neighborhoods, activities, greenways and open spaces.
- Encourage development of the Hogan's Creek and McCoy's Creek Greenways and similar projects that restore natural beauty, clean up the environment, and re-establish neighborhood pride.
- Create a mixture of uses so that housing, activities, retail and other businesses are within useful walking distance.
- Require sidewalks of sufficient width and make sure a continuous pedestrian path is available.
- Plant street trees, using varieties that will provide shade.
- Shape the sidewalks and streets through the sense of enclosure provided by buildings.
- Identify potential neighborhood nodes where housing can be built in close proximity to residential amenities such as groceries and neighborhood services; focus on improvements that will foster walkability in these areas.
- Throughout Downtown and particularly in neighborhood nodes, require all buildings to have active facades at street level. Encourage active street life through a mixture of

restaurants (including cafes with outdoor seating), retail, services and connection to the street. Minimize blank walls and surface parking.

- Connect neighborhood nodes to the central business district, and to each other, with public transit.
- Enhance bikeable linkages, including the creation of wide, visible dedicated bike lanes on certain streets, creating a useful network of bike lanes.

## Benchmarks

- Number and Variety of Special Events
- Attendance at Special Events
- Number of Public River Access Points
- Walk Score greater than 90 in neighborhood nodes. Walk Score greater than 80 in all other parts of Downtown other than EverBank Field.
- Increased real estate value in neighborhood nodes
- Increased Private Capital Investments in neighborhood nodes
- Increase in observed number of pedestrians and bicyclists
- Increase in desirable street activity outside of business hours
- Decrease in pedestrian and bicyclist deaths and injuries

## DIA Tasks

- Coordinate with City Departments and Supporting Authorities (see DIA Management and Structure, Section 4.1)
- Coordinate with District 1, 3, and 5 CPACs
- Compare to Current Market Feasibility Study
- Review Current BID "Years Tables" and Revise per Priority and Funding
- Track for DIA internal target reporting
- Track walkability scores for Downtown Nodes (<http://www.walkscore.com/methodology.html>)



### **Redevelopment Goal No. 5**

**Establish a waterfront design framework to ensure a unique experience and sense of place.**

## Strategic Objectives

- Ensure that the riverfront is both physically and visually accessible for locals and tourists of all ages and income.
- Enforce the 50-foot (minimum) building setback from the St. Johns River's water edge.
- Work to obtain perpetual easements from private property owners along the St. Johns River.
- Formalize guidelines for the design and orientation of buildings and improvements that take into account surrounding buildings, structures, views, public access, and waterways; design and orientation shall actively engage with the River, the Riverwalk, and riverfront.

- Prioritize beautification and greening of the Riverwalk using Florida-Friendly landscaping practices and plant material that is indigenous to the region.
- Ensure that development and improvements along the riverfront avoid and minimize adverse impacts to the health of the St. Johns River.
- Maintain, enhance, expand, and encourage public river access for motorized and non-motorized watercraft points.
- Periodically, enhance, develop, and update design criteria and performance standards along the riverfront.
- Encourage active public use of the River.
- Comprehensively program, promote, and activate the Riverwalk with public festivals, events, and activities.
- Promote active and passive educational tools that provide information about the River and all that it offers historically, environmentally, and recreationally.
- Ensure that the riverfront includes a variety of immersive environments, ranging from passive enjoyment of the River to active entertainment areas with restaurants, shops, and attractions, all linked by the Riverwalk.
- Promote a landmark public park on the riverfront central to Downtown.
- Promote the creation of a greenway network linking the terminal ends of both the Northbank and Southbank CRA Districts' riverfronts.

## Benchmarks

- Number of Public River Access Points
- Number/Acreage of Riverfront Public Space/Parks
- Number/Length of floating docks and access thereof
- Increase in the number of bike racks at access points
- Number of symbiotic uses such as outdoor seating, kayak rentals, etc.
- Increase in observed number of pedestrians and bicyclists
- Increase in desirable street activity outside of business hours

## DIA Tasks

- DIA and City Department Pre-Application Meeting (see DIA Organizational Chart, Section 4.1)
- Downtown design guidelines
- Zoning Code
- Downtown Zoning Overlay
- Downtown Zoning Overlay
- Continuous DIA and City Department Project Coordination
- Track for DIA internal target reporting



## **Redevelopment Goal No. 6**

**Maintain a clean and safe 24-7 Downtown for residents, workers, and visitors.**

### **Strategic Objectives**

- Coordinate, support, and enforce continuous cleaning of Downtown.
- Coordinate with the City and JEA for new installation, maintenance and repair of lighting.
- Enhance the presence of Downtown security and coordinate with JSO for increased public safety officers within Downtown.
- Promote a larger residential presence through development opportunities of all types of price ranges, including mixed-income and mixed-use structures.
- Provide increased walkability through:
  - Support and attract additional commercial, service, residential, transportation, recreation, and open space uses.
  - Redevelop the major road corridors with pedestrian-scale neighborhood retail and services.
  - Enhance the connection with neighborhoods immediately adjacent to Downtown through attractive, walkable/bikeable linkages.

### **Benchmarks**

- Number of Residents
- Number of Residential Units
- Number of Jobs
- Tax Value and Impact to TIF and Future Projections
- Number of Multi-Family Units Constructed
- Number of Building Permits Issued

### **DIA Tasks**

- Public Safety Reporting
- Public Works and JEA Lighting Maintenance Schedules, Continuum of Care/Emergency Services & Homeless Coalition Reporting (CoC/ESCH)
- Review Current BID "Years Tables" and Revise per Priority and Funding
- Track for DIA Internal Target Reporting



## **Redevelopment Goal No. 7**

**Use planning and economic development policies to promote design for healthy living.**

### **Strategic Objectives**

- Put people first: Consider health upfront; integrate health into planning processes; and consider health impacts.
- Recognize the economic value: Encourage Downtown development to be compact and walkable as it provides economic benefits to developers through higher residential sale prices, enhanced marketability, and faster sales or leases creating an economic multiplier effect.
- Empower champions for health: Communicate the benefits; encourage grassroots action; broaden the base; build a brand; and forge unconventional partnerships.
- Energize shared spaces: Map community assets; take back the street; rethink public places; program early and often; explore fail-fast initiatives; and encourage public/private cooperation.
- Make healthy choices SAFE: safe, accessible, fun, and easy.
- Promote equitable access: Improve access to services, amenities, and opportunities by designing for all ages and abilities; integrate land use and transit; and focus on schools.
- Mix it up: Entice mixes of uses and densities; remove regulatory barriers; rethink parking; and optimize uses.
- Embrace unique character: unearth underutilized assets and integrate natural systems to promote physical activity.
- Promote access to healthy food: Utilize land use, development decisions, and economic policy to create access to healthy food.
- Make it all active: Co-locate activities; begin every trip with a walk; implement active-living guidelines; and design for flexibility.

### **Benchmarks**

- Number/Acreage of Parks
- Miles of Bike Paths/Lanes
- Number/Frequency of Farmers Markets
- Air Quality Index
- Walk Score

### **DIA Tasks**

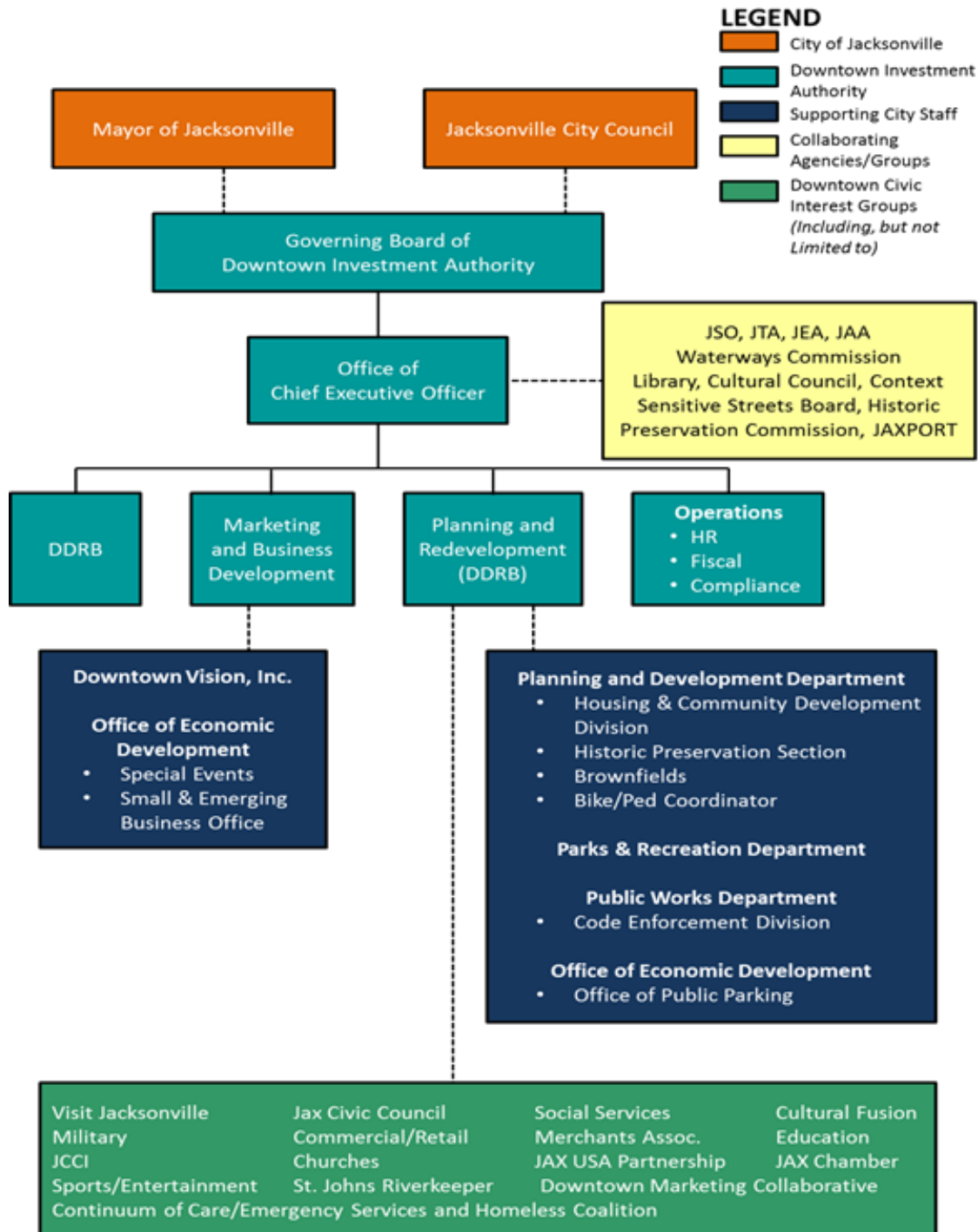
- Monitor, Apply, and Incorporate the above mentioned Strategic Objectives into the Downtown design guidelines, Zoning Code, and Downtown Zoning Overlay
- Monitor against professional organizations' continuing Policies and Methods of Healthy Project Implementation
- Coordinate with the Duval County Public Health Department, the Health Planning Council of Northeast Florida, the Jacksonville Regional Health Collaborative, and other supporting health organizations
- Coordinate with JTA for Improved Public Transit
- Perform Walkability Audits
- Review BID "Years Tables" and Revise per Priority and Funding
- Track for DIA Internal Target Reporting



# DIA Management and Structure

The following organization structure is a graphic illustration of the existing relationship with DIA and other organizations:

- Solid lines define a direct reporting relationship
- Dashed lines define a direct advisory relationship



# Downtown Snapshot Profile

The Downtown Snapshot Profile concisely identifies and highlights the fundamental character profile of the Downtown Northbank and Southbank CRAs.

- The Downtown Feasibility Study Summary consists of a market analysis of the Northbank and Southbank CRA Districts, focusing on residential, commercial/retail/office, hospitality, and entertainment markets and how they interconnect with the St. Johns River, open space, multi-mobility transportation. The Downtown Feasibility Study in its entirety is located in Appendix B of this BID Strategy.
- A SWOT Analysis, consisting of Strengths, Weaknesses, Opportunities, and Threats, is outlined for a quick insight into Downtown Jacksonville.
- A Demographic Profile is provided using the 2010 U.S. Census which includes all five (5) of the Census Tracts that make up the Downtown Northbank and Southbank CRAs. It is important to note that while Census Tracts 8, 10, 171, 172, and 174 contribute to the Downtown Northbank and Southbank CRAs, they are not entirely encapsulated within the two District boundaries. Therefore, some of the data may reside outside of the CRA boundary lines and does not contribute entirely to the Demographic Profile.
- The Downtown Overlay Zone was created to give special consideration to certain uses and design elements due to the unique characteristics of Downtown Jacksonville. This was necessary because certain types of development may not be permitted in or meet all of the requirements of a conventional zoning district.
- The Downtown Development of Regional Impact (DRI) was originally adopted in 1986, correlating with the three original Downtown Community Redevelopment Areas (Downtown East, Northside West, and Southside) being one in the same with the CRA boundaries. On June 9, 1992 (Ordinance 92-392-489), the City combined the three Downtown DRI Development Orders into one Consolidated Downtown DRI Development Order, while the three areas are still being tracked on their individual DRI uses.
- Downtown Neighborhood Identities provide a glimpse into the neighborhoods that make up the Northbank and Southside CRAs.

## Downtown Feasibility Study Summary

Downtown Jacksonville has a diverse array of existing strengths and assets that need to be promoted better, preserved, enhanced and developed to their full potential. This begins by focusing on features that cannot be replicated. Competitive advantages that only Downtown can offer with its majestic American Heritage St. Johns River, which binds the Northbank and Southbank together, beautiful historic architecture, entertainment and sport venues that represent all of Northeast Florida, the opportunity to create population density, and existing neighborhoods with great history and character.

There are an average of 288,500 vehicles per day that drive into, out of, and around Downtown every day, crossing over the Mathews, Hart, Main Street/John T. Alsop, Jr., Acosta, and Fuller T. Warren Bridges and along the bordering I-95 and I-10 Interstates. By better capturing the attention of the present population that frequents Downtown on a daily basis, immediate improvement can propel further activity in a timely and effective manner.

Jacksonville must have a world-class riverfront to extend beyond attracting the local and regional population in order to attract, promote, and welcome a larger national and international compilation of visitors. Downtown has roughly 4.8 miles along the St. Johns River. The Northbank Riverfront includes EverBank Field and sports complex, Metro Park, Times Union Center for the Performing Arts, and the Riverside Arts Market.

The Southbank has had relative success in securing Downtown's higher-end retail, hospitality, office and residential spaces. The Northbank has not had the same level of success. Riverfront activation is an essential component of spring boarding growth and activity Downtown. Riverfront development should be set back off the riverfront to allow for the continuation of the use and activation of the water's edge.

The Jacksonville Landing is the Gateway into the Civic Core District of the City. A key to improving the draw to the Landing will be securing a national retailer as an anchor for the development, and building a retail environment that is of a scale that can initiate service for the development. Additional retail space could be programed for the future, but initially occupancy may need to be other creative ground floor uses such as attractions, galleries, non-profits, etc. A focus on quick service restaurants, services related retailers and fast casual restaurants will yield the most immediate success. The larger anchor retailer needs to be of the caliber capable of drawing from the entire Study Area. This anchor will need to be heavily incentivized to enter the market at the Landing, receiving tenant improvement incentives as high as \$150 per square foot on 10,000 to 20,000 square feet.

Downtown Jacksonville's household population is approximately 0.26 percent of the metro area population. Downtown resident populations in a number of peer cities studied average nearly 1.1 percent of their metro populations. Goals recommended for Downtown Jacksonville are for 0.50 percent of the metro population living Downtown by 2025 and 0.75 percent by 2035. The Downtown household population would increase by 10,000 new residents over the next 20 years, requiring 7,000 new housing units by 2035, for an average of 350 new units per year. These goals are considered achievable, but are not supported by past experience. Only 1,500 new units were added Downtown from 2000 to 2013, averaging 115 per year. However, Downtown Jacksonville appears to have a good head start in achieving goals for 2025 and 2035, with four projects under construction or proposed totaling nearly 900 units.

Downtown households have a median household income under \$20,000, but the median income for the census block group in the Northbank is \$60,000. Southbank households are likely as high or higher. The average annual wages of Downtown workers are generally higher; however, the vast majority of Downtown workers do not live Downtown.

Private sector wages of workers employed in Zip Code 32202, which covers much of the Northbank, average over \$78,000. These wage levels make an estimated 48,000 Downtown workers a prime market for living Downtown. The three most recently announced in Brooklyn and LaVilla are all rental apartments. The rental market is considered the most viable opportunity for new Downtown housing at present because of steep drops in pricing of for-sale housing in recent years. Resale prices in recent years are as much as 50 percent or more below original prices paid, which limits near term investor and buyer interest in new for-sale housing Downtown.

Over the past 13 years, Downtown has seen nominal residential growth of less than 2,000 units. In the past 2 years, Downtown has seen almost 1,200 new or proposed residential units for construction. This is an extremely optimistic sign that trends well for retail feasibility. With the proposed development of Ambassador Lofts (50), Barnett Bank Building (80) and the Jacksonville Landing (300), an additional 430 units should be in the pipeline for Downtown core. Combine this new residential development with positive absorption in the Downtown office market and the development momentum coming from the viability of new retail on the Northbank is greatly improved.

While achievable, the addition of 7,000 new units over the next 20 years, averaging 350 per year, will require the City do the following:

- Attract and leverage private investments in rental and for-sale housing targeting a range of demographic and income groups with various incentive
- Make Downtown public safety and security a high and on-going priority in order to alleviate the perception that Downtown is unsafe.
- Promote and attract the types of retail and service establishments, attractions, and events that make Downtown an attractive and compelling place to live.
- Aggressively market Downtown living to key demographic groups, including young urban professionals, Downtown workers, and empty nesters and retirees seeking a more urban lifestyle and environment. An important segment is the 25-34 age-group, the millennial population, the most rapidly growing group of city dwellers in the U.S.

With regards to residential dwelling units programmed for the Landing, mid-rise and moderate-density development is a less risky scenario, with emphasis for the present on-market-rate rental product. The Downtown rental market has shown the ability to support rents in the range of \$1.25-\$1.50 per square foot and higher, which will be attractive to investors and developers. Apartment units also can be designed for later conversion to condominiums when market prices and buyer interest return to levels more favorable to the for-sale market. The integration of the Main Street Bridge and Laura, Hogan, and Julia Streets is also very important.

To the west of the Landing is the LaVilla District, which could be activated with water amenities, residential, and educational opportunities that provide the much needed "bridge" with the strong residential communities of Brooklyn, Riverside, and Five Points. The LaVilla District is home to the historical Ritz Theater, African-American Jazz heritage, LaVilla Elementary School for the Arts, the historical Clara White Mission and Economic Development Training Center, and many city-owned parcels of land.

To the east of the Landing, it is envisioned that a convention and entertainment center will be developed in the Riverfront District to further support the Stadium District, which is home to Everbank Field and the sports and entertainment complex. Development of a hotel and/or convention center, in any location, will almost certainly require heavy public support and subsidy. This ultimately culminates in attracting and retaining the interest of both regional and national visitors interested in partaking of best-in-class attractions and venues. The River Park, Riverfront, and Stadium Districts should one day be the home to some of the Country's most prestigious and exciting mixed-use developments.

## In Conclusion

The Northbank's focus has to be on lowering the overall 37% vacancy in the Downtown storefronts, while creating a special destination retail environment at the Jacksonville Landing. Downtown has several buildings that can accommodate an over 100,000 SF tenant. This is a big selling point. Our market is relatively small and so one deal can make a huge impact on vacancy rates in general.

The City will need to address the public perception that there is a deficiency of parking more effectively. Strategies to address this perception include the promotion of existing parking proximities to amenities, pedestrian connectivity, signage, expense, and options for parking one-time versus moving the vehicle with the user. With further exploration, these issues will be better understood and utilized by the public.

Reactivating trophy assets is critical to generating new residential presence and worker traffic. Improving Downtown's architectural and aesthetic vibrancy is necessary for promoting further investment into the Downtown core. Redeveloping Downtown trophy assets will improve the image of the City and create the opportunity to tie the City's core to the riverfront from the Jacksonville Landing to Metro Park. A successful Adams Street/Laura Street redevelopment would tie into a successful Landing redevelopment, which would perfectly complement the successful development activities that are already underway on the Brooklyn & Riverside District.

To the extent that a well-connected transportation system makes Downtown a more attractive option to suburban congestion you create a competitive advantage to other areas. Activating the riverfront and connecting it through creative and strategic transportation elements, one begins to create an opportunity that cannot be matched in suburban environments. Transportation strategies should be considered, including ride share programs, bicycle and pedestrian paths, and transit. Transit should take into account existing and future Downtown residents, as well as, surrounding neighborhoods, and be rerouted or expanded accordingly.

## Critical Recommendations

- Approach the task of redeveloping Downtown in steps.
- Prioritize redevelopment of the Jacksonville Landing and riverfront activation.
- Build off of Strengths. Promote your centerpiece, the St. Johns River. Cater to those within the region that seek an in-town style, historic architecture, want to attend major activities in the region's best attractions and venues.
- Embrace neighborhoods. Build the momentum of Downtown one neighborhood at a time. Do not spread your efforts too thin. Focus on what is working (Brooklyn & Riverside, Five Points, Southbank and San Marco). Use their success to carry over development and excitement into Downtown.
- Focus on the branding of Downtown, not just the neighborhoods, i.e. Downtown's Northbank, Downtown's Southbank, Brooklyn & Riverside. Embrace and support the newly developing Spark District and the Elbow.



- Focus on developing housing and activating existing retail. Keys to retail growth are better marketing and more residential development.
- Develop a transportation strategy for the future. A well planned transportation strategy is one of the key elements to keeping Downtown accessible.
- Attract and leverage private investments in rental and for-sale housing developments. Target a range of demographic and income groups. Utilize land infrastructure investments, grants, and low interest loans as incentives.

With limited capital resources to be applied to so many needy projects and opportunity areas, a level of prioritization and focus is critical for success.

**An attempt to do too many things, in too many places, will not yield the desired results. The Target Area further expanded upon in this Business Investment and Development Strategy realize this and concentrate these much needed efforts in the Civic Core District and Riverfront District for initial impact that will create a ripple effect to the other Downtown districts.**

## SWOT Analysis

### Strengths

Strong ties between the City and the military

Resourceful and passionate community who can get things done

Stakeholders, nonprofits and residents with a passion for the success of the City and Downtown

Great natural assets, including the St. Johns River, port access, good weather, tourism and outdoor recreation

Growth industries, including financial services, healthcare and logistics

City-owned land and properties with tremendous development potential

Rich film and music heritage, such as Southern rock and jazz

Large inventory of historic buildings

### Opportunities

Create momentum for change with a single, coherent, strategic BID

Large-scale development on Catalysts Sites to attract new residents and businesses

Strong support from community stakeholders for the integrated strategy and Plan Update

More events and programs to attract visitors to a focused area

Establishing university high-tech and medical campuses to increase economic activities

Create strategy for underutilized historic properties

### Weaknesses

Lack of a single, efficient strategy for Downtown

Inconsistent branding and messaging to residents, non-residents and global market

City organizations and departments with aligned interests but different approaches and decision makers

Inefficient public transportation

Lack of affordable housing attractive to young professionals, teachers, and community workers

Perceived lack of safety

Inconsistent code enforcement for building beautification

Lack of attractive urban parks in Downtown core

Near absence of public schools

Bus station, homeless facilities, and jail release center contributes to the transient populations, creating a barrier to attracting activity

High concentration of homeless and transient services

### Threats

Continued fear of the transient population

Competition for funds and authority among various organizations

Sluggish uncertainty of economy

Fierce competition from suburbs and surrounding counties

Disappointed business owners and loss of support for Downtown investment

New construction costs and redevelopment costs of old and/or historic buildings exceed resulting values based on present rents

## Demographic Profile

### Population

Census Tract <sup>(1)</sup>	Total Population	Male	Female	Median Age	Age 18 & under	Age 65 and Older
3	834	459	375	42	77	62
10	4,794 <sup>(2)</sup>	4,037	763	42	198	51
171	66	25	38	43	14	13
172	1,704	1,028	678	46	155	209
174	47	27	20	36	6	5

Source: Profile of General Population and Housing Characteristics, U.S. Census Bureau's 2010 Demographic Profile

(1) Census Tracts include only Block Groups that are located in the CRA

(2) Total Population for CT 10 includes the Duval County Jail Population

(3) Southside CRA located entirely within Census Tract 8

### Population by Race and Ethnicity

Census Tract <sup>(1)</sup>	Total Population	White	Black	American Indian	Asian	Pacific Islander	Hispanic
3	834	669	97	1	44	0	49
10	4,800	1,831	2,909	8	11	5	116
171	63	14	48	0	0	0	2
172	1,706	865	717	10	58	3	105
174	47	11	33	0	0	0	0

Source: Profile of General Population and Housing Characteristics, U.S. Census Bureau's 2010 Demographic Profile

(1) Census Tracts include only Block Groups that are located in the CRA

(2) Total Population for CT 10 includes the Duval County Jail Population

(3) Southside CRA resides entirely within Census Tract 8

### Household Composition

Census Tract <sup>(1)</sup>	Total Households	Family Households	Percentage of Total Households	Average Household Size	Average Family Size
3	501	197	39.3%	1.80	2.10
10	48	10	21%	3.33	3.18
171	34	12	35.3%	2.08	3.11
172	777	145	18.7	1.28	2.03
174	18	11	61.1%	1.05	3.05

Source: Profile of General Population and Housing Characteristics, U.S. Census Bureau's 2010 Demographic Profile

(1) Census Tracts include only Block Groups that are located in the CRA

(2) Total Population for CT 10 includes the Duval County Jail Population

(3) Southside CRA resides entirely within Census Tract 8

Census Tract	Median HH income	Median Income White HH	Median Income Black HH	Median Income Senior HH	Married Couple Families
8	39,518	42,533	22,022	26,314	78,203
10	11,449	14,154	9,728	13,718	28,281
171	36,137	41,080	21,361	25,121	97,813
172	27,574	50,313	12,589	11,864	110,238
174	20,462	11,979	21,615	16,500	34,821

Source: Median Income in the Past Twelve Months (In 2012 Inflation-Adjusted Dollars), U.S. Census, American Community Survey (ACS), 5 Year Estimates (NOTE: ACS Median Income Data not available by Block Group)

#### Housing Tenure

Census Tract <sup>(1)</sup>	Total Units	Total Occupied Units	Percentage of Total Units	Owner Occupied	Renter-Occupied Units	Total Vacant Units	Percentage of Total Units
8	701	501	71%	102	399	200	28.5%
10	84	48	57%	5	43	36	42.9%
171	47	34	72%	11	23	13	27.7%
172	1,043	777	75%	143	584	266	25.5%
174	23	18	78%	9	9	5	21.7%

Source: Profile of General Population and Housing Characteristics, U.S. Census Bureau's 2010 Demographic Profile

- (1) Census Tracts include only Block Groups that are located in the CRA
- (2) Total Population for CT 10 includes the Duval County Jail Population
- (3) Southside CRA resides entirely within Census Tract 8





## Consolidated Downtown Development of Regional Impact (DRI)

The Downtown DRI was originally adopted in 1986, correlating with the three Downtown community redevelopment areas (Downtown East, Northside West, and Southside). On June 9, 1992 (Ordinance 92-392-489) the City combined the three Downtown DRI Development Orders into one consolidated Downtown DRI Development Order; although, while the three areas are still being tracked on their individual DRI uses. The Downtown DRI is arranged into three phases:

- Phase I will expire December 31, 2017;
- Phase II will expire on December 31, 2022; and
- Phase III will expire on December 31, 2027.

Land Use	Approved (Prior to & Including DRI)	Net Total (Built/Permitted)	Remaining (Potential)
Office	37,452,798	6,146,001	31,044,247
Retail	7,204,134	685,047	6,519,087
Industrial	1,577,955	(145,137)	1,723,092
Government/Institutional	6,184,632	1,344,609	4,691,353
Comm. Utilities	97,470	0	97,470
Residential	15,564	3,430*	12,044
Attractions (seats)	120,000	0	120,000
Recreational	166	0	166
Streams and waterways	531	0	531
Hotel rooms	4,040	2,471	1,569
Marina slips	689	877	-603
Hospital beds	735	180	555

Source: Table A-1 Summary of Land Uses (1,2); 2010-2011 Annual Monitoring Report (3). "Remaining" column created from Current Approved Values less Net Total Values.

\*Residential: approximately 3,430 of total 6,400 total residential units established in Phase One have been built and/or entitled. There are 2,970 residential units that are programmed to be built and/or entitled as part of Phase One, 2017.

## Downtown Neighborhood Identities

The CRA Plan expands upon the location and description of the following neighborhoods:

### Central Civic Core

The Central Civic Core is where most of the DIA's new **Northbank Core Retail Enhancement Area ("Target Area" outlined in red)** is located. The Core is bound by Church Street to the north; Main Street to the east; Jefferson Street to the west; and the St. Johns River to the south. Located in the core are cultural and services such as: Hemming Plaza, the Museum of Contemporary Art, the Main Library, the Jacksonville Landing, the Florida Theatre, the Times-Union Performing Arts Center, and the Omni and Hyatt Hotel. The Elbow (E Town Zone), contains numerous restaurants, live music, bars shops, festivals, and the Northbank Riverwalk. This is the most concentrated area of focus for economic development on the Northbank.



## Riverfront

The St. Johns River is a spectacular front door to Downtown Jacksonville. The Northbank and Southbank CRAs, while independent of each other, have strong ties that support and enhance the viability of one another. While the River may divide them physically, it binds them together developmentally, culturally, socially, and environmentally. The Northbank Riverwalk provides the connection experience, allowing for a magnificent public open space to link the residential and commercial development. The Riverfront District is a collection of shipyards, existing and former government uses and properties, and new development and redevelopment. Most significantly, there is an infectious entrepreneurial scene developing on Bay, Ocean, Forsyth, and Adams Streets. The availability of publicly owned lands provides for significant future development opportunities in working with the private sector.

## The Elbow

The Elbow is where the new entrepreneurial start-up retail and entertainment scene has risen. The Elbow boundary takes into account more than E-Town; The Elbow consists of E-Town and the Forsyth and Adams Street Corridors. This area extends from Liberty Street west on Bay Street, north on Ocean Street, and then west encapsulating both Forsyth and Adams Street Corridors to Main Street. The Elbow is quickly becoming the nightly entertainment area with loft apartments and condominiums above the retail, being in close proximity to the Northbank Riverwalk and several Catalyst Sites.

## Brooklyn & Riverside

The exciting, new multi-family residential development, 220 Riverside Avenue, broke ground for construction in 2012. The Brooklyn & Riverside District is ideal for a newly designed mixed-use, walkable neighborhood with multi-family apartments, condominiums, and retail neighborhood services. Unity Plaza, a full service programmed park, is located across from the Riverside YMCA, and has access to the Northbank Riverwalk which is also across Riverside Avenue to the south of the developing new District.

## Cathedral District

The Cathedral District has the potential to become a revitalized residential neighborhood adjacent to the Central Civic Core, which serves as the main employment district of Downtown. The traditional street pattern with their mixture of churches and residences, such as Parks at the Cathedral provide a unique neighborhood that is walkable and bikeable to employment centers and neighborhood services.

## LaVilla

LaVilla bridges the gap between the Urban Core and Brooklyn. Restoration and reconstruction of a few historic structures such as the Ritz Theater has occurred; however, many of the historical structures were dilapidated and subsequently destroyed. While the Great Fire of 1901 destroyed most of Downtown Jacksonville, it largely spared the LaVilla neighborhood. Subsequently the neighborhood grew as an important center of African-American culture. LaVilla will continue to be designated and remembered for its historic African-American Heritage and historic place in Downtown. A vibrant music and entertainment scene emerged, with many nationally renowned artists coming to play at the local clubs on and off Ashley Street, catering to black audiences. In 1929, the Ritz Theatre opened, becoming an important stop on the Chitlin' Circuit and LaVilla's primary performance venue. At the time, the area on Ashley Street west of Broad Street, including Davis Street, was known as the "Harlem of the South." There was a large focus in the early 1990's to further develop LaVilla, but it failed to launch.

## Church

The Church District is dominated by the presence of the First Baptist Church. The church fills many blocks with its buildings, Main to Broad Streets, State to Church Streets, but to the west of the district, empty or underused blocks represent a different character. These blocks are often bordered by poorly maintained sidewalks and streets blighted by fast-moving through traffic. Educational and religious establishments bring life and vitality to urban neighborhoods, offering opportunities for retailers and improving public safety. The

Church District is transition between the mixture of urban uses that form that form the character of the LaVilla District, supported by the Performing School for the Arts, the predominantly residential character of the Cathedral and Hogan's Creek Districts, the FSCJ Downtown Campus, and the Central Civic Core District. The Church District is envisioned to support the student population and religious uses.

## **Institutional**

The Institutional District includes a correctional facility and former courthouse, the JSO headquarters, and the Maxwell House coffee processing plant. The uses in this district are necessities, longtime anchor business, and city owned riverfront property. It will be critical to be cognizant of the relationships between these use and properties and their surrounding neighborhoods and districts (Cathedral, Stadium, and Riverfront).

## **Stadium**

The Sports Complex is home to Everbank Field, where the NFL Jacksonville Jaguars play; Bragan Field at the Baseball Ground of Jacksonville, where the Jacksonville Suns, the Double-A affiliate of the Miami Marlins, play; Jacksonville Veterans Memorial Arena, where music, comedy, sports and family entertainment events are held year-round; and the Jacksonville Fair and Expo Center, which hosts the annual Greater Jacksonville Agricultural Fair, the Gate River Run, Whale of a Sale, Pet Adoption Fair and many more family-friendly, non-profit, and specialty retail events year-round.

## **River Park**

Metropolitan Park is the centerpiece of this district. At present, the Park represents the eastern extremity of Downtown Jacksonville, isolated from the Northbank Riverwalk and the civic core by other intervening development sites. Although it has wonderful views of the St. Johns River, the Park's sense of isolation is heightened by the sea of off-street parking for the stadium to the north. Improving connections between Metropolitan Park, the Northbank Riverwalk, and the Stadium District, will better integrate the Park into Downtown. The Park Marina provides direct access to the St. Johns River, allowing for the public to access the Park from privately owned water crafts and the River Taxi. The Northbank Riverwalk has potential to link the Park to Hogan's Creek, which in turn creates a connection to the potential Emerald Necklace, or pedestrian and cyclist "green loop,"

## **Southbank**

The Southbank District consists of a mixture of uses along the St. Johns River that range from high-rise condominium buildings, the Crowne Plaza and Wyndham Hotels, the magnificent Treaty Oak, local and regional headquarters for multiple industries, the award winning Baptist Medical Center, the Museum of Science and History, Duval County School Board, fine dining, a City marina and boat ramp, and Friendship Park. This District is on the southern end of the Main Street Bridge and is adjacent to the historic San Marco District located only a few blocks to the south. This district has potential to provide not only the connection to the Northbank, but also to bridge the gap between the St. Johns River and San Marco neighborhood.

# What is the BID Strategy and How Does It Work?

The Business Investment and Development (BID) Strategy is a tool that manages the application and implementation of projects, programs, and initiatives; identifies an array of local, state, and federal incentives and funding programs; and outlines decision-making criteria by which projects, programs, and initiatives are selected and measured. It is recommended that the DIA annually benchmark internal practices and BID programs. It is also recommended that the DIA have external audits performed; and that the DIA track the necessary reporting documents required for the Community Redevelopment Plan (the "Plan") and Tax Increment Finance (TIF) Districts.

The Plan is the governing document for the Downtown Northbank and Southside CRAs and their three (3) corresponding TIF Trust Funds, two on the north that were associated with the originally designated CRAs – now merged into one Northbank, and the other for the Southbank. The respective boundaries of the Downtown Northbank and Southside CRAs, along with the three TIF Districts contained therein are illustrated on page 25.

The Plan contains near, mid, and long term recommendations for the life of the Plan, which has expiration dates that far exceed the life of the BID. Florida Statutes allow for CRAs established prior to July 1, 2002, to have a total life of 60 years. The Southside CRA will expire in 2041 and the Northbank will expire in two parts: Northside West in 2041 and Downtown East in 2045.

While the Plan serves a longer timeframe based upon Florida Statutes, the BID seeks to drive economic growth by targeting projects which are defined by a much shorter strategic timeframe. Starting implementation in 2014, the BID timeframes have the following timelines: the near-term period of one, two, and three years (2014 – 2017); the mid-term period of four to eight years (2017 – 2021); and the long-term period from year eight to eleven (2021 – 2025). Further defined in this BID Strategy, located within the "Implementation of the BID Strategy" section, there are tables referred to as the "YEARS TABLES", which detail each project, program, and initiative recommended by the DIA Board and Staff for funding in part or in whole. These tables also point out where the expanded project description is located in the Plan, and the Goals that each of them meets. These tables are not only used as a manner by which to program funding and execution, but to use as the Tier 1 "ranking" method. This is further explained in that section. Moving forward, a combination of market forces and public policies will shape investment and development patterns in Downtown Jacksonville.







A major component to the BID is ensuring that businesses and developers operate in a healthy environment. Locally, a sustainable economic base will be measured by the ability of Downtown Jacksonville to retain and attract local-serving and export-oriented business sectors that support the Downtown cultural resources and civic uses resulting in a greater return on investment of DIA staff time and limited resources. Local-serving businesses provide Downtown residents the opportunity to conveniently experience civic and cultural activities and procure goods and services from eateries, bookstores, banks, dry cleaners, home furnishing stores, pet services, unique local retail stores, convenience stores, pharmacies, evening entertainment, etc. Export-oriented businesses sell goods and services to consumers anywhere outside of Downtown such as, to name just a few, marketing, advertising, technology, health, financial, fine art, and professional services. The difference between the local-serving and export-oriented sectors is critical because they depend on distinct revenue bases and infuse wealth into the local economy in different ways. Once again, it is expected that both sectors will grow and thrive, if Downtown Jacksonville's economic environment is competitive. Most importantly, the DIA and its management of the CRAs and the BID must be supported by private sector leaders Downtown and throughout the City of Jacksonville, as well as future governmental administrations and business leaders in order for the DIA to stay the course with the implementation of the BID. Having only limited control might not be as desirable as having complete control, but the absence of full control over an important goal is not a characteristic unique to economic development among local government programs (Adapted partially from the City of Menlo Park, Business Investment Plan, 2010).

To assess the BID's effectiveness on the economic health of Downtown Jacksonville, it is recommended that the DIA focus on tracking outcome measures. Successful outcomes concentrate on changes in the lives of clients. While it is difficult to directly connect the success of the BID Strategy to certain economic statistics at the local level (e.g., median household income), tracking such indicators does provide a general understanding of the relative economic vitality of Jacksonville. Implementation Tables per the timeframe (2014-2025) for which this BID is to be implemented and the Performance Measurements by which they are to be evaluated, will allow the DIA to measure the progress of Jacksonville's overall economic vitality.

The BID will be reviewed annually to monitor progress, ensuring alignment with other planning efforts within the City of Jacksonville. This approach enables efficient and effective local government services to be provided to Downtown Jacksonville's business, residential, cultural, social, and development communities. Efforts to improve local economic vitality will be measured by the quantitative and qualitative performance measures contained within this document.

# Incentives and Funding Programs

A great deal of interest has been generated regarding development and the Downtown Investment Authority (DIA). The topic of the judicious use of incentives by the DIA follows with a flexible path for competitive development of projects. **It is critical to note that in any given year any local, state, and federal program may be underfunded or discontinued. The BID Strategy has a timeframe for implementation of 2014-2025. It is the responsibility of the DIA Governing Board, DIA Staff, and Downtown developers and residential and retail applicants to be mindful of the health of any such program for which funds are being sought.**

## Administrative - Ease the Path to Development

The DIA will assign a Development Ombudsman to address developers' concerns and questions within a short time period. That staff person should have basic packets of information for developers. Information included should address marketing analytical information, ease of development in Downtown, etc. Specific incentives for all potential development should be negotiated on an individual basis. In this way, the DIA will enjoy a higher level of rapport with prospective developers; this enhances the reputation of Jacksonville being an effective and efficient city to conduct business with.

For projects seeking City incentives, DIA will require applicants to compile specific information related to each project in order to custom build a plan for each development. A Project Profile Assessment (included as **Appendix A**) is a sort of "pre-application" for funding consideration. It is recommended that the DIA Staff further develop their in-house applications, processes, and procedures by which each applicant will submit their project, program, and/or initiative.

The DIA will review the DDRB application and review process to ensure for simplification and efficiency. In addition, the DIA will review the Downtown design guidelines, in cooperation with the Planning and Development Department and design experts, to improve the expectations of how the Downtown aesthetic will progress.

## Incentives - Create the Tools That Allow Sustainable Growth

Development incentives are a set of policies that address circumstances that encourage economic development. These incentives take many forms such as: Tax Refunds, Tax Increment Financing, Enterprise Zones, Foreign Trade Zones, Historic Grants and Tax Credits, Interest write down, New Market Tax Credits, the use of Private/Public Partnerships, Predevelopment Loans, Grants, insurance programs, Non Ad-Valorem Loan Guarantees, enhanced public amenities, Brownfield funding and other Municipal Finance Strategies.

The following 27 existing incentives provide the City of Jacksonville the tools necessary to continue to attract quality development project. Following the 27 existing incentives are 8 new incentives created by the DIA to assist with the implementation of the BID Strategy:

1. Retail Enhancement Grant Program
2. Sale-Leaseback Incentive
3. Commercial Revitalization Program (CRP)
4. DIA Strategic Housing Area Designation
5. DIA – Downtown Residential Rental Incentive Program – "Live, Work, & Play Downtown"
6. DIA Multi-Family Housing REV Grant
7. DIA Market Rate Multi-Family Housing REV Grant
8. DIA Downtown Down-Payment Assistance Program (DPA)

## 1. Economic Development Transportation Fund (EDFT)

A State of Florida program designed to alleviate transportation problems that adversely impact a specific company's location or expansion decision. Up to \$3 million may be provided to a local government to implement the improvements. The actual amount funded is based on the cost of the necessary improvements and is limited to \$7,000 per job created and/or retained. A waiver of the per-job limit may be granted if the project is located in an area experiencing severe economic distress.

Eligible projects are those that facilitate economic development by eradicating location-specific transportation problems (e.g., access roads, signalization, road widening, etc.) on behalf of a specific eligible company (e.g. manufacturing, corporate/regional headquarters, and certain other multi-state business services.) An application must be made by the City of Jacksonville on behalf of the company. The elimination of the problem must serve as an inducement for a specific company's location, retention, or expansion project in FL and create to retain job opportunities for Floridians.

## 2. Capital Investment Tax Credit (CITC)

CITC Used to spur capital investment in Florida's High Impact Sectors. It is an annual credit, provided for up to 20 years, against the corporate income tax. The amount of the annual credit is based on the eligible capital costs associated with a qualifying project. Eligible capital costs include all expenses incurred in the acquisition, construction, installation, and equipping of a project from the beginning of construction to the commencement of operations.

Companies must apply prior to commencement of operations, operate within designated high impact portions of the following sectors: Life Sciences, Financial Services, Information Technology, Transportation Equipment Manufacturing, and Semiconductors; create at least 100 new jobs in FL in connection with the project; and make a cumulative capital investment of at least \$25 million in connection with the project during the period from the beginning of construction to the commencement of operations.

## 3. High Impact Performance Incentive Grant (HIPI)

Negotiated grant used to attract and grow major high impact facilities in Florida. Grants are provided to pre-approved applicants in certain high-impact sectors designated by the Florida Department of Economic Opportunity (DEO).

Project must operate within designated high-impact portions of the following sectors-- clean energy, corporate headquarters, financial services, life sciences, semiconductors, and transportation equipment manufacturing; create at least 50 new full-time equivalent jobs (if a R&D facility, create at least 25 new full-time equivalent jobs) in Florida in a 3-year period; and make a cumulative investment in the state of at least \$50 million (if a R&D facility, make a cumulative investment of at least \$25 million) in a 3-year period. Once recommended by Enterprise Florida, Inc. (EFI) and approved by DEO, the high impact business is awarded 50 percent of the eligible grant upon commencement of operations and the balance of the awarded grant once full employment and capital investment goals are met.

## 4. Qualified Target Industry Tax Refund (QTI)

Available for companies that create high wage jobs in targeted high value-added industries. \$3,000 tax refund per new job created and jobs must be more than 115% of the county's average annual wage. This includes refunds on corporate income, sales, ad valorem, intangible personal property, insurance premium, and certain other taxes. For businesses paying 150 percent of the average annual wage, add \$1,000 per job. For businesses paying 200 percent of the average annual salary, add \$2,000 per job.

### Wage Guidelines:

115% - \$47,581 (statewide); \$51,362 (City of Jacksonville)  
 150% - \$62,063 (statewide); \$66,995 (City of Jacksonville)  
 200% - \$82,750 (statewide); \$89,326 (City of Jacksonville)

New or expanding businesses in selected targeted industries or corporate headquarters are eligible. There is a cap of \$5 million per single qualified applicant in all years, and no more than 25 percent of the total refund approved may be taken in any single fiscal year. In order to participate, a company must apply to Enterprise Florida (EFI) prior to making a decision to locate or expand in FL. In order to qualify for consideration under the program, an applicant must among other items: be in a target industry; create at least 10 net new full-time equivalent FL jobs and, if an expansion project, increase employment by at least 10 percent (whichever is greater).

## 5. Local Government Distressed Area Matching Grant

Stimulate investment in Florida's economy by assisting Local Governments in attracting and retaining targeted businesses. The amount awarded by the State of Florida will equal \$50,000 or 50% of the local government's assistance amount, whichever is less, and be provided following the commitment and payment of that assistance.

Applications are accepted from local governments/municipalities that plan on offering financial assistance to a specific business in the area. These targeted businesses are required to create at least 15 full-time jobs and the project must either be new to Florida; expanding operations in Florida; or leaving Florida unless it receives local and state government assistance.

## 6. Innovation Incentive Program

Attract major innovation businesses to spur development of key clusters. This allows the state to compete effectively for high-value research and development, innovation business, and alternative and renewable energy projects. Long-term investments made by the state in industry clusters critical to Florida's future of economic diversification.

To be eligible for consideration for an innovation incentive award, an innovation business, a research and development entity, or an alternative and renewable energy company must submit a written application to the department before making a decision to locate new operations in this state or expand an existing operation in this state. The jobs created by the project must pay an estimated annual average wage equaling at least 130 percent of the average private sector wage. A research and development project must: Serve as a catalyst for an emerging or evolving technology cluster; demonstrate a plan for significant higher education collaboration; provide the state, at a minimum, a break-even return on investment within a 20-year period; be provided with a one-to-one match from the local community. The match requirement may be reduced or waived in rural areas of critical economic concern or reduced in rural areas, brownfield areas, and enterprise zones.

An innovation business project in this state, other than a research and development project, must: Result in the creation of at least 1,000 direct, new jobs at the business; or Result in the creation of at least 500 direct, new jobs if the project is located in a rural area, a brownfield area, or an enterprise zone; Have an activity or product that is within an industry that is designated as a target industry business under s. 288.106 or a designated sector under s. 288.108; Have a cumulative investment of at least \$500 million within a 5-year period; or Have a cumulative investment that exceeds \$250 million within a 10-year period if the project is located in a rural area, brownfield area, or an enterprise zone. Be provided with a one-to-one match from the local community. The match requirement may be reduced or waived in rural areas of critical economic concern or reduced in rural areas, brownfield areas, and enterprise zones.

For an alternative and renewable energy project in this state, the project must: Demonstrate a plan for significant collaboration with an institution of higher education; provide the state, at a minimum, a break-even return on investment within a 20-year period; include matching funds provided by the applicant or other available sources. The match requirement may be reduced or waived in rural areas of critical economic concern or reduced in rural areas, brownfield areas, and enterprise zones; Be located in this state; and Provide at least 35 direct, new jobs that pay an estimated annual average wage that equals at least 130 percent of the average private sector wage.

## 7. Qualified Defense & Space Contractor Tax Refund (QDSC)

Pre-approved QDSC projects receive tax refunds of up to \$5,000 per job created or saved in FL. There is a cap of \$7.5 million per single qualified applicant in all years and no more than \$2.5 million in tax refunds may be received in any given fiscal year.

Businesses must pay 115 percent of the state average wage and secure a resolution for City of Jacksonville 20 percent matching financial support.

## 8. Quick Action Closing Fund (QACF)

This is an up-front discretionary grant incentive that can be accessed by Florida's Governor, after consultation with the President of the Senate and the Speaker of the House of Representatives and review by the Joint Legislative Budget Commission, to respond to unique requirements of wealth-creating projects. When Florida is vying for intensely competitive projects, Closing Funds may be utilized to overcome a distinct, quantifiable disadvantage after other available resources have been exhausted.

Project shall be in an industry as reference in S. 288.106. Average wages must equal or exceed 125% of the state private sector average wage and the project must demonstrate a 5 to 1 return on state dollars Investment Ratio. QACF must be an inducement to the project's location or expansion in the state and must be supported by the local community in which the project is to be located.

## 9. Sales and Tax Use Exemptions on Machinery and Equipment

This exemption is for sales and use taxes paid on the purchase of new machinery and equipment used (directly related) to produce a product for sale. This program is administered through the Florida Department of Revenue. Program is for manufacturing and printing businesses or businesses which use a portion of a manufacturing process that are relocating to the area, opening a new facility or expanding.

New and relocating companies get total exemption to purchase machinery and equipment use in the manufacturing process (defined as material going through a process which changes it into a new or modified product). Expanding companies qualify for the exemption after they have paid an initial \$50,000 in sales tax and meet certain other criteria.

## 10. Sales Tax Exemption on Electricity Used in Manufacturing Process

There is an exemption on the 7% sales tax for electricity used in the manufacturing process (if 75% or more of electricity is used in manufacturing). The program is coordinated through JEA. Exemption is managed through the Florida Dept. of Revenue.

## 11. COJ Recapture Enhanced Value Grant (REV)

This REV Grant is designed to bring private capital investment and redevelopment into a nonresidential project site. Utilizing a "base year" assessed taxable property value (from the Property Appraiser's database) for the project, a certain percentage of the city's incremental increase in ad valorem taxes on real and/or tangible personal property paid by the project above the base year amount is available as a REV grant to the developer. If a project's proposed private capital investment exceeds \$100 Million, it need only meet the minimum eligibility criteria discussed in the previous section to qualify for the maximum investment outlined above. This is paid annually to the developer **AFTER** construction of the project that creates the "increment." There are typically no restrictions on the use of funds.

## 12. COJ Business Infrastructure Grant/Loan (BIG)

BIG is designed to attract economic development to targeted areas by providing access to capital for infrastructure improvements to commercial businesses that increase the tax base. The maximum amount of public investment is \$250,000 (grant and/or loan). This incentive could be utilized as part of the Due Diligence for a project, helping the developer to qualify for conventional or other financing.



If applicable, grants are limited to the lesser of \$100,000 or 40 percent of the total proposed private capital investment. Loan requests will not be considered for amounts less than \$25,000 and will not exceed \$250,000. OED approved loans are available to provide "gap" financing only after the project applicant has received conventional financing for the project. The loan shall not exceed 20 percent of the total private capital investment for the project or 50 percent of the primary lender's loan. May be used for infrastructure improvements including but not limited to road construction, water and sewer lines, fencing, sidewalks, entryways, lighting and handicap accessibility to the project site.

### 13. COJ Large Scale Economic Development Fund

Targets commercial projects that add to the tax base, project new employment in excess of 100 persons or makes a significant economic impact within a targeted area.

Project must create at least 100 new jobs. The maximum amount of investment (grant and/or loan) allowed under the Large Scale Economic Development program is the lesser of \$15,000 per new job created or 30 percent of the proposed private capital investment and must not exceed \$3,000,000. Grants are limited to the lesser of \$600,000 or 20 percent of the total proposed private capital investment. Loan requests will not be considered for amounts less than \$25,000 and will not exceed \$3,000,000. OED approved loans are available to provide "gap" financing only after the project applicant has received conventional financing for the project. This incentive could be utilized as part of the Due Diligence for a project, helping the developer to qualify for conventional or other financing. The loan shall not exceed 20 percent of the total private capital investment for the project or 50 percent of the primary lender's loan. May be used for acquisition of land or buildings, infrastructure related costs, new construction and renovation of commercial buildings ("hard" costs only).

### 14. COJ Small Business Development Initiative (SBDI)

Established to stimulate small business investment within targeted areas of the city, increase the tax base in those areas and create access to jobs for area residents.

The maximum amount of investment (grant and/or loan) allowed under the SBDI program is the lesser of \$250,000 or 30 percent of the total proposed private capital investment. Grants are limited to the lesser of \$50,000 or 20 percent of total proposed private capital investment and amount is determined by the number of jobs to be created. Loan requests will not exceed \$250,000. OED approved loans are available to provide "gap" financing only after the project applicant has received conventional financing this incentive could be utilized as part of the Due Diligence for a project, helping the developer to qualify for conventional or other financing for the project. The loan shall not exceed 20 percent of the total private capital investment for the project or 50 percent of the primary lender's loan. Funds provided through this program may be used for acquisition of land or buildings, infrastructure related costs, new construction, and renovation of commercial buildings. Funds may **NOT** be used for working capital, furniture and fixtures, office equipment and other non-capital related expenses.

### 15. Commercial Development Area Program

Designed to retain and attract business development in designated Commercial corridors located in Neighborhood Action Plan Areas, Downtown and Town Center ("Commercial Development Areas") areas by providing loans to finance the purchase of machinery and equipment and/or leasehold improvements.

Maximum amount of investment allowed under the Commercial Development Area program is the lesser of \$100,000 or 20 percent of the proposed private capital investment. All assistance will be in the form of low interest loans. Funds may be used for leasehold improvements (including professional fees associated with the design and permitting of the proposed construction activities), purchasing machinery and equipment, purchasing furniture and fixtures (for retail buildings located on the first floor of commercial buildings providing a needed product/service), and professional fees and soft costs associated with closings and documentation of small business loans.

## 16. COJ Tax Increment District Infrastructure Development (TID Infrastructure Development)

TID Infrastructure Development is designed to attract economic development to targeted areas of the city by providing access to capital for infrastructure improvements to commercial businesses that increase the tax base. This is available for projects that are located within the Tax Increment Districts of Duval County.

Project must create at least 100 new full-time jobs with wages at or above the county average wage or average wage for the census tract. Maximum amount of investment allowed under the TID Infrastructure Development program is \$250,000 (grant and/or loan). Grants are limited to the lesser of \$100,000 or 40 percent of the total proposed private capital investment. Loan requests will not be considered for amounts less than \$25,000 and will not exceed \$250,000. OED approved loans are available to provide "gap" financing only after the project applicant has received conventional financing for the project. This incentive could be utilized as part of the Due Diligence for a project, helping the developer to qualify for conventional or other financing. The loan shall not exceed 20 percent of the total private capital investment for the project or 50 percent of the primary lender's loan.

## 17. COJ Industrial Revenue Bonds

The OED is the sole industrial development authority for the City of Jacksonville. In this capacity, OED is authorized to issue tax-exempt bonds to finance the expansion or relocation of industrial development.

Industrial Revenue Bonds are conduit financing instruments and although the bonds are issued by the OED and the City, there is no recourse against the issuing body.

## 18. COJ Quick Response Training Grant (QRT)

The QRT application process is designed as a collaborative effort between the business requesting training, its chosen fiscal agent – a community college, area technical center or state university – and the local economic development organization. The QRT program is a state-funded grant program that provides funding to selected businesses to train their new, full-time employees. Funding is provided in the form of performance base reimbursable grant, 24-month maximum term. A business pays for pre-approved, direct training-related costs, and is reimbursed by the State of Florida upon submission and approval of required documentation.

The QRT program is designed to increase the competitiveness of FL businesses in the global economy. All applications for new and expanding businesses creating new high-quality jobs will be given equal consideration and are processed on a first-come, first-served basis. New, existing or expanding FL businesses applying for a QRT grant must: Produce an exportable good or service; create new, full-time, permanent, high quality jobs in qualified targeted industries; require customized entry-level skills training of 24 months or less that is not available at the local level; and meet ES202 wage requirements.

## 19. Work Opportunity Tax Credit (WOTC)

The WOTC is a federal income tax credit that provides incentives to private for-profit employers to encourage the hiring of individuals from certain targeted groups of jobseekers who traditionally have difficulty finding employment.

Employers can reduce their federal income tax liability up to \$9,600 during the first year of employment of a member of targeted group, depending on the target group. There is no limit to the number of qualified employers for which an employer receives this tax credit.

WOTC Targeted Groups:

- Qualified Temporary Assistance to Needy Families Recipients
- Qualified Veterans/Disabled Veterans
- Qualified Unemployed Veterans
- Qualified Ex-felons
- Qualified Designated Community Residents (residing in an Empowerment Zone)

- Qualified Vocational Rehabilitation Referrals
- Qualified Summer Youth (residing in an Empowerment Zone)
- Qualified Food Stamp Recipients
- Qualified Supplemental Security Income Recipients
- Qualified Long-term Family Assistance Recipients

For job applicants who appear eligible, employers must submit a physical (mail) or electronic (online) application, a Pre-Screening Notice and Certification Request for the Work Opportunity Credit within 28 days of the employee's employment start date.

## 20. The Downtown Historic Preservation and Revitalization Trust Fund

The intent of the DHPTF is to foster the preservation and reuse of unoccupied, underutilized, and deteriorating historic buildings located in Downtown Jacksonville. The DHPTF is a permanent trust fund containing all donations and contributions of money, including gifts and grants received by the City for use in furthering the goals of this fund, as well as all funds as may be appropriated from time to time by Council and all fees, fines, and civil penalties as may be designated for deposit into the fund from time to time by Council. The DIA and the Historic Preservation Section of the Jacksonville Planning and Development Department (the "Historic Preservation Section") review all applications for grants and loans to be paid out of the fund; provided, however, that all grants or loans over \$50,000 require City Council approval. Grant funds for exterior rehabilitation and restoration shall not exceed 50% of the total costs.

To receive assistance from the fund, the owner of a historic building, or his or her agent, shall submit a design application to the Historic Preservation Section for approval. The Historic Preservation Section shall review the application for eligibility. Only historic buildings located within the Downtown area as depicted in the Downtown Historic Preservation and Revitalization Trust Fund Guidelines and which meet one of the following criteria shall be eligible to make application for assistance from the fund:

1. The building is a local landmark, designated by the City pursuant to Chapter 307, *Ordinance Code*; or
2. The building is a contributing structure to a local historic district, designated by the City pursuant to Chapter 307, *Ordinance Code*; or
3. The building has been declared a potential local landmark, as defined in Chapter 307, *Ordinance Code*, however final local landmark designation must be obtained from the Council prior to final approval of the application.

## 21. New Markets Tax Credits

The New Markets Tax Credit (NMTC) Program was established to spur new or increased investments into operating businesses and real estate projects located in low-income communities. The NMTC Program attracts investment capital to low-income communities by permitting individual and corporate investors to receive a tax credit against their Federal income tax return in exchange for making equity investments in specialized financial institutions called Community Development Entities (CDEs). The credit totals 39% of the original investment amount and is claimed over a period of seven years (5% for each of the first three years, and 6% for each of the remaining four years). The investment in the CDE cannot be redeemed before the end of the seven-year period.

## 22. Historic Rehabilitation Tax Credit

The Federal government encourages the preservation of historic buildings through various means, one of which is the program of Federal tax incentives to support the rehabilitation of historic and older buildings. The National Park Service administers the program with the Internal Revenue Service in partnership with the Florida Division of Historic Preservation. The tax incentives promote the rehabilitation of historic structures of every period, size, style, and type. The tax incentives for preservation attract private investment to the historic cores of cities and towns. They also generate jobs, enhance property values, and augment revenues for state and local governments through increased property, business, and income taxes.

The Preservation Tax Incentives also help create moderate and low-income housing in historic buildings. Through this program, abandoned and underused schools, warehouses, factories, churches, retail stores, apartments, hotels, houses, and offices throughout the country have been restored to life in a manner that maintains their historic character.

## 23. Housing Credit (HC) Program

The Housing Credit (HC) Program is governed by the U.S. Department of the Treasury and Florida's allocation is administered by the Florida Housing Finance Corporation. Under the HC Program, successful applicants are provided with a dollar-for-dollar reduction in federal tax liability in exchange for the development or rehabilitation of units to be occupied by very low- and low-income households. Developers who cannot use the tax reduction may sell credits in exchange for equity to the development. On a project basis, the amount of credits available is approximately equal to 9% of the cost of building each very low-income unit, including a reasonable developer fee but excluding land cost. For certain federally assisted projects (Mortgage Revenue Bonds and Rural Housing) this translates into 4% of building costs. Syndication of the credits to investors can raise equity to pay for 40% or more of a project's costs.

**Eligible Activities/Beneficiaries:** The HC Program targets the new construction or acquisition and substantial rehabilitation of housing for families at or below 60% of area median income. Rent, including utilities, for all tax credit assisted-units may not exceed 30 percent of the applicable income limitation for the surrounding area. Set aside Requirements: 20% of units available to persons earning 50% of area median income OR 40% of units available to persons earning 60% or less of area median income. Set aside units must remain affordable for a minimum period of 15 years; but in practice, all tax credit units are set aside for 50 years to be competitive in scoring.

**Eligible Applicants/Application Process:** For-profit and nonprofit organizations and public agencies may apply for tax credits on a competitive basis through a cycle that includes MRBs and SAIL. Application cycles are held annually and are reviewed, scored and ranked according to such items as funding, ability to proceed, leveraging and experience of development team. ([www.floridhousing.org](http://www.floridhousing.org))

## 24. Pre-Development Loan Program (PLP)

The Pre-development Loan Program (PLP) provides below market interest rate financing and technical advisory services to nonprofit organizations and public entities for preliminary development activities necessary to obtain the requisite financing to construct home ownership or rental housing developments.

**Eligible Activities:** Funds are provided as a line of credit of up to \$500,000 for pre-development activities including but not limited to: market and feasibility analyses, credit underwriting fees, consulting fees, biological and environmental assessments, appraisals, professional fees, and site acquisition. Funding may not exceed the lesser of estimated pre-development costs or \$500,000.

**Eligible Beneficiaries and Set-Aside Requirements:** PLP gives priority to developments that include farmworkers as a target population. For rental developments, a minimum of 60% of the units must be rented to persons whose income is 60% or less of the area median income. For home ownership, units must be sold to persons whose income is 80% or less of the area median income. A minimum affordability period of 15 years is required for rental developments. Home buyers must be income eligible at time of purchase.

**Loan Terms:** The loan is set at 3% interest and is non-amortizing with repayment of principal and interest deferred until maturity. A loan may be forgiven if applicant is unable to obtain construction or permanent financing for the development. The loan matures on the earlier of (i) the date of closing of the permanent/construction loan for the development or (ii) 3 years from the date of execution of loan documents. Loan terms can be extended. With respect to home ownership developments, lots can be released from the mortgage lien with partial payment of the loan.

**Eligible Applicants/Application Process:** Applicants must submit Form PLP 2000, which is accepted on an ongoing basis as funds remain available. Application packages are available for \$30 from the Florida Housing Finance Corporation. The application fee is \$100. The application is open to nonprofit organizations, Community Development Corporations (CDCs), local governments, and public housing authorities. A loan committee reviews applications and successful applicants are then invited to create a development plan. A PLP loan is issued once the Florida Housing Finance Corporation approves a development plan. Technical Assistance is provided to each applicant. To remain informed of current and

upcoming notices of funding availability, contact the program administrator to place your name on the mailing list. ([www.floridahousing.org](http://www.floridahousing.org))

## 25. Mortgage Revenue Bonds for Rental Housing (MRB)

The Multifamily Bond Program utilizes funds generated from the sale of both taxable and tax-exempt bonds to make below-market interest rate loans to non-profit and for-profit developers of rental housing. Developments that receive tax exempt financing also receive automatic 4% Housing Credits directly from the federal government.

**Eligible Activities/Beneficiaries:** Low-interest rate loans, not to exceed 95% of the total development costs, are available for the new construction or acquisition and rehabilitation of rental housing units.

**Set aside Requirements:** For Tax Exempt bonds, developers must agree to minimally set aside 20% of the development's units for very low-income persons with incomes at or below 50% of the area median, or 40% of the development's units for persons with incomes at or below 60% of the area median. (If loan funds are combined with another rental program, i.e. HOME, HC, or SAIL, the more stringent requirements regarding income, set-asides and affordability periods apply). For taxable bonds, developers must agree to set aside 20% of the units for low income persons with incomes 80% of the area median. In practice, almost every development sets aside 100% of the units for income eligible families.

**Terms of the Loan:** Maximum Loan term is 45 years. Interest rate is determined at the time bonds are sold. Loans are limited to the lesser of 95% of total development cost or amount economically feasible and supported by project cash flow.

**Eligible Applicants/Application Process:** For-profit and nonprofit organizations and public agencies may apply for MRB's on a competitive basis through a cycle that includes HC and SAIL. Application cycles are held annually and are reviewed, scored and ranked according to such items as funding, ability to proceed, leveraging and experience of development team.

## 26. STATE HOUSING INITIATIVES PARTNERSHIP (SHIP)

Created in 1992 as part of the William E. Sadowski Affordable Housing Act, the State Housing Initiatives Partnership (SHIP) Program's mission is threefold: (1) provide funding to eligible local governments for the implementation of programs that create and preserve affordable housing; (2) foster public-private partnerships to create and preserve affordable housing; and, (3) encourage local governments to implement regulatory reforms and promote the development of affordable housing in their communities by using funds as an incentive for private development. Funds are allocated to every Florida County as well as municipalities which receive CDBG funds.

**Eligible Activities:** SHIP funds may be used for emergency repairs, new construction, rehabilitation, down payment and closing cost assistance, construction and gap financing, mortgage buy-downs, acquisition of property for affordable housing, special needs housing, home ownership counseling and match for federal housing loans and grants. A minimum of 65 percent of a local government's total annual distribution of SHIP funds must be used for home ownership. A minimum of 75 percent of a local government's total annual distribution of SHIP funds must be used for construction-related activities, including rehabilitation, new construction, emergency repairs, or financing for a newly constructed or rehabilitated unit.

**Eligible Beneficiaries:** At least 30 percent of a local government's total annual distribution of SHIP funds must be reserved for awards to very low income persons (50% AMI), and an additional 30 percent of funds must be awarded to low income persons (80% AMI). The remainder may serve any combination of very-low, low or moderate income persons (120% AMI).

**Eligible Applicants/Application Process:** Individuals, nonprofit organizations, and for-profit developers must apply to local government for funding. Each local government receives an annual allocation which is appropriated by the Florida Legislature. To participate, a local government must establish a Local Housing Assistance Program; submit and receive approval of a Local Housing Assistance Plan to the Florida Housing Finance Corporation; adopt and incorporate Local Housing Incentive Strategies; establish or amend local



land development regulations, policies, and procedures in order to implement incentive strategies; submit an annual report of the housing program's accomplishments; and encourage public and private sector involvement in the form of a partnership to further program goals and reduce housing costs. Each locally administered SHIP Program determines the process of awarding and distributing funds within its community and is required to establish selection criteria to identify eligible applicants and the application process in their local Housing Assistance Plan. ([www.floridahousing.org](http://www.floridahousing.org))

## 27. STATE APARTMENT INCENTIVE LOAN PROGRAM (SAIL)

**The State Apartment Incentive Loan (SAIL) Program** provides low -interest rate mortgage loans to developers who build or substantially rehabilitate rental developments, made affordable to very low (50% or less of area median) income households. The SAIL loan bridges the gap between a development's primary financing and total development costs.

**Eligible Activities/Beneficiaries:** The SAIL Program targets the new construction or rehabilitation of very-low income housing in the following categories: farm worker or commercial fishing worker, elderly housing, family housing, and homeless developments. The program targets very low income persons but allows a mixed income development in conjunction with private financing.

**Terms:** Loans are typically issued for a maximum of 15 years but can go longer. Loans generally are limited to 25% of the project costs but may go higher to certain non-profit developments. Interest rates are set each year, and are currently 3% interest only, cash flow loans (1% on farmworker developments).

**Set-aside Requirements:** 20% of the units must be available to persons earning 50% or less of the area or state median income. For developments using Housing Credits a minimum of 40% of the units must be available to persons earning 60% or less of the area or state median income. Both are adjusted for family size. The minimum affordability term is 15 years though almost every applicant commits to 50 years. Among the top scoring applications in 2000, the average development's proposed set aside for family housing was 6.5% of units at 35% of area median income and 83% of units at 60% or less of area median income.

**Eligible Applicants/Application Process:** For-profit and nonprofit organizations and public agencies may apply for SAIL on a competitive basis through a cycle that includes HC and MRBs. Application cycles are held annually and are reviewed, scored and ranked according to such items as funding, ability to proceed, leveraging and experience of development team. ([www.floridahousing.org](http://www.floridahousing.org))

### **New DIA Incentive Retail Enhancement Grant Program**

**The DIA will annually evaluate the Program to refine these guidelines.**

#### **I. Program Purpose and Benefit**

The Downtown Investment Authority (DIA) is a community redevelopment agency for the Downtown Community Redevelopment Areas established by the City of Jacksonville ("City"). The DIA was formed to revitalize and preserve downtown property values and prevent deterioration in the downtown business district. The DIA supports the City's downtown revitalization objectives and through community workshops and input from numerous stakeholders, has determined that retail and restaurant recruitment and creative office (such as business incubation, education/academia, information technology offices, art galleries and entertainment themed businesses) space is a priority within the area shown on the map attached hereto (the "Northbank Core Retail Enhancement Area"). The Northbank Core Retail Enhancement Area is located within the Northbank Special Taxing District of the DIA.

The Downtown Retail Enhancement Grant Program (the "Program") is designed to create momentum in the critical task of recruiting and retaining restaurant and retail businesses and creative office space in the Northbank Core Retail Enhancement Area. The project must be consistent with the Downtown Master Plan and the Downtown Overlay Zone. In the first phase of the Program, the DIA will allocate \$750,000.00 in recoverable grants to any property or business owner with qualified projects to assist with paying some of the costs associated with renovating or preparing commercial space for retail, salon, restaurant, gallery or

other similar use for occupancy as identified above. Funds may be used to retain existing businesses or to recruit new businesses to the Northbank Core Retail Enhancement Area. The following identifies specific goals for the Program:

- Expand the local property tax base by stimulating new investment in older, Downtown properties;
- Expand state and local sales tax base by increasing sales for new or existing shops; and
- Attract new and retain existing business to/in Downtown by decreasing renovation costs incurred for modernizing retail space in older, commercial properties in the Northbank Core Retail Enhancement Area.

To advance recruitment and marketability, the recoverable grant ("Grant") provides an incentive to improve the interior appearance and utility of street level storefronts, which will in theory attract retail and restaurant owners and draw more customers to the Downtown area.

## **II. Desired Retail Businesses**

The following is a list of desired retail and other businesses. The list below is not all inclusive but serves as a guide only:

- Business incubators
- Education/academia
- Information technology offices
- Apparel stores including accessories (purses, scarves, hats)
- Shoe stores
- Toy stores
- Hobby stores, craft store and supplies
- Art supplies, framing stores
- Pet stores and supplies
- Specialty food stores/delicatessens
- Restaurants
- Coffee/Tea shops
- Gift Stores
- Book stores
- Stationery stores
- Kitchen/home accessories
- Small appliances
- Electronics
- Sporting goods
- Entertainment venues
- Jewelry stores
- Florists
- Specialty retail apparel such as bridal, formal gown, tuxedo, costume. (does not include rental)
- Art Galleries
- Office supply stores
- Pharmacies

## **III. General Program Requirements**

The DIA has set aside \$750,000.00 for the Program. The DIA will award Grant funds on a first-come, first-served basis. All rehabilitation work and design features must comply with all applicable city codes, ordinances, the established Downtown Design Review Board Guidelines, the Downtown Master Plan and the Downtown Overlay Zone. Work must follow plans and specifications as approved by the DIA and must be completed within six (6) months from the date of permitting. All applicable licenses and permits must be obtained, including all permits required by the City of Jacksonville's Planning Department, Development Services Division.

Applicants will be required to execute a grant agreement and other security documents, including but not limited to, a forgivable promissory note and subordinate mortgage (as to a property owner applicant or property owner/tenant applicant) and a forgivable promissory note and personal guarantee (as to a

tenant applicant). If a property owner applicant does not have a prospective tenant at the time of the Grant award, at the discretion of the DIA, the property owner applicant may be required to execute a non-forgivable promissory note, subordinate mortgage and personal guaranty (the specific loan terms to be determined by the DIA). All loan closing costs (e.g., recording fees and documentary stamp taxes) shall be included in the Grant amount awarded.

The Grants shall be recoverable and amortized over a period of five (5) years. The principal amount of the Grant will diminish 20 percent each year for a period of five (5) years. If the grantee does not default on the Grant terms during the required five (5) year period, the Grant will be closed.

In addition to the requirements above, applicant projects will be subject to the following Program requirements:

- Projects must be located within the Northbank Core Retail Enhancement Area (the area designated in the attached map).
- Remodeling, renovation, rehabilitation, installation, and additions to the interior and exterior of the commercial building are eligible for Grant funds. Grant funds shall be used to modify and improve buildings and shall not be used for normal maintenance or repair.
- Mixed-use projects improving multiple floors can qualify for funds; provided the ground floor will be used for retail and renovations to the ground floor are part of the project renovation scope.
- Generally, renovation projects must exceed \$10,000 before DIA will consider the project for grant funding.
- Maximum Grant award shall be \$20 for every square foot leased or occupied by the proposed tenant or business. The amount of incentive dollars awarded shall not exceed 50% of the total construction costs.
- Grantee must remain in the location for five (5) years and must create or retain for five (5) years during the term of the agreement two (2) or more full time equivalent jobs.
- Existing retailers who need to modernize the location or business owners at the end of their lease term who are considering moving from Downtown can qualify for grant funds.
- Applicants proposing to use Grant funds to help relocate from one Downtown building to another are not eligible to receive Grant funds unless the proposed move is necessary for business expansion that includes job creation, involuntary displacement from current space that is unrelated to financial or operating disputes, or similar circumstances.
- Applicants proposing to construct new buildings are not eligible to receive Grant funds. Other non-eligible projects include adult entertainment venues, single-serving package stores, business-to-business companies, non-profit and government agencies.
- Eligible Grant expenditures include:
  - Interior demolition or site preparation costs as part of a comprehensive renovation project.
  - Permanent building improvements, which are likely to have universal functionality. Items including but not necessarily limited to demising walls, exterior lighting, code compliant restrooms, electrical wiring to the panel, HVAC systems.
  - Improvements to meet Fire and Life Safety codes and/or Americans with Disabilities Act requirements.

- Exterior improvements including signs, painting, or other improvements to the outside of a building.
  - Sanitary sewer improvements.
  - Grease traps.
  - Elevator Installation which services the retail.
- Ineligible Grant expenditures include:
    - Temporary or movable cubicles or partitions to subdivide space.
    - Office equipment including computers, telephones, copy machines, and other similar items.
    - Renovating space on a speculative basis to help attract new tenants. (Note: This provision can be waived pursuant to the recommendation of the Program review committee and approval by the DIA Governing Board).
    - Moving expenses.
    - Working capital.

#### **IV. Funding Requirements**

The Grant offers a maximum grant award of \$20 for every square foot leased or occupied by the proposed tenant or business (as recommended by DIA staff, the Retail Enhancement Review Committee (defined in Article VI below) and approved by the DIA Board). The amount of incentive dollars awarded shall not exceed 50% of the total project construction costs. The application may be made by the property owner, the tenant or jointly by the property owner and the tenant.

The applicant's verified expenditures for the improvements must at least match the amount of the Grant funding (a minimum of \$1 to \$1 ratio). The amount of the Grant shall not exceed the \$20 for every square foot leased or occupied by the proposed tenant or business.

The grant will be given on a reimbursement basis only. Prior to reimbursement, the applicant must hold a current occupational license to do business in the City. Acceptable proof of payments for materials, supplies, and labor shall be in the form of "paid" receipts and/or invoices. Reimbursement shall be disbursed per an established disbursement schedule approved by the DIA or via one-time lump sum payment at the time of completion and final inspection and acceptance by the DIA.

#### **V. Application Requirements**

A completed and signed application by the applicant will be presented to the Retail Enhancement Review Committee. With the application, each applicant must provide:

- A copy of the property tax bill or deed to confirm ownership of the property.
- A legally valid and binding new lease for a period of at least five years with use restricted to an allowable retail use. If the tenant is paying for the improvements, the lease must provide for a minimum of free rent, discounted rent, or equivalent thereof in lieu of the property owner having to share the cost of the improvements.
- A detailed written description and scaled elevation drawing depicting the size, dimension, and location of the improvements and modifications, with samples when applicable.
- A legally binding agreement with a licensed and qualified contractor.
- Unless the property owner is the applicant, a notarized statement from the property owner authorizing the construction and improvements.
- Evidence that the applicant is prepared to do business by including with the application the following required items:
  - Business Plan to include:

- Concept and target market
- Advertising/marketing plan
- Source of cash/capital and cash flow analysis
- Summary of management team's skills and experience
- Number of job positions created
- Three-year projected operating pro-forma
- Design for the storefront and interior
- Plan for merchandising (inventory levels, brands)
- Minimum one-year corporate (as to a property owner applicant) and three year's personal tax returns (as to a tenant applicant) (exceptions will be considered for start-ups to accept three year's personal tax returns).

## VI. Project Evaluation Criteria and Application Approval

All eligible applications, as presented by DIA staff, will be considered on a case-by-case basis by a review committee comprised of three members from the DIA Board ("Retail Enhancement Review Committee") appointed by the DIA Chairman. The Retail Enhancement Review Committee will make recommendations based on the DIA staff's evaluation of the project utilizing the Project Evaluation Criteria below. A minimum score of twenty-five (25) points must be obtained by the applicant in order to be eligible to receive a recommendation from the Retail Enhancement Review Committee. The DIA Chief Executive Officer (CEO) will present recommendations of the Retail Enhancement Review Committee to the DIA Board at a regularly scheduled monthly meeting for approval or denial of the application. Notification of Grant funding approval or denial will be sent to the applicant by the DIA staff promptly.

Applicants will be encouraged during the Grant review process to reuse, rehabilitate or restore historic architectural elements to retain the charm and character of older buildings and incorporate design principles sensitive to neighboring building structures.

The primary criteria for approval will be the feasibility of the business plan. A successful business plan will be the one that conveys the most promising combination of financial feasibility, product and market research, growth potential and job creation. Financial need or gap financing analysis must be included in the business plan.

The Project Evaluation Criteria and allocated points are listed below:

1. **Business Plan** (see point breakdown below) – (up to 30 points)
  - Plan shows good short-term profit potential and contains realistic financial projections (up to 5 points)
  - Plan shows how the business will target a clearly defined market and its competitive edge (up to 10 points)
  - Plan shows that the management team has the skills and experience to make the business successful (up to 5 points)
  - Plan shows that the entrepreneur has made or will make a personal (equity) investment in the business venture (up to 5 points)
  - Number of job positions created in excess of the required two (2) positions (up to 5 points)
2. **Expansion of the local property tax base by stimulating new investment in older, Downtown properties** (up to 5 points and an additional 5 points if the property is a historic property – maximum of 10 points)
3. **Expansion of the state and local sales tax base by increasing sales for new or existing shops** (up to 5 points)

Maximum of 45 points; Minimum score of 25 points needed to have the proposed project referred to the Retail Enhancement Review Committee for funding consideration.



## **VII. Review and Award Procedure**

1. Applicant complete and submit application form with all required supporting documents to the DIA CEO. Processing of the application will not commence until the application is deemed complete.
2. Applicant schedules a meeting with DIA staff to review the project.
3. DIA staff will review the project and provide comments to the applicant relating to any application requirement deficiencies.
4. If the application requirements have been met, the DIA staff, including the DIA CEO, will evaluate the project utilizing the Project Evaluation Criteria and present the application, project budget, and recommended Grant amount to the Retail Enhancement Review Committee for review and approval.
5. If the application and Grant amount is approved by the Retail Enhancement Review Committee, the committee will recommend that the application move forward for consideration by the DIA Board at the next regularly scheduled Board meeting.
6. DIA Board approves, modifies, or rejects Retail Enhancement Review Committee's recommendation. If approved or modified, DIA staff is directed to work with the Office of General Counsel to prepare a grant agreement, utilizing the form approved by the DIA, and other applicable security documents for signature by the applicant. The agreement shall identify the approved scope of work and amount of the Grant.
7. Applicant or contractor(s) must secure a building permit and approval from the Downtown Design Review Board for the complete scope of work, and contractors must be registered with the City.
8. Upon completion of the project and final approvals of all required inspections, the applicant may request reimbursement of eligible expenses. Reimbursement for improvements will require proof of payment (lien waivers, contractor affidavit).
9. A request for reimbursement payment in accordance with the approved disbursement schedule or upon completion of the project and final inspection and acceptance by the DIA a one-time lump sum payment will be submitted to the DIA staff for approval. The payment request will be processed within thirty (30) business days from receipt.

## **New DIA Incentive Sale-Leaseback Incentive**

The sale-leaseback incentive provides an alternative to a traditional arrangement whereby the DIA and its partners could pay for the development of a new build-to-suit facility or renovation of an existing building for a specific employer and charges a rental rate substantially below market rents. Under a sale-leaseback arrangement, the DIA would sell a build-to-suit facility to an investor-developer for an amount above construction cost. The DIA would receive a bonus cash payment from the investor who will own the building. In turn, the DIA would sign a long-term fixed lease (15-20 years) on the facility at a rate that would provide the investor-developer a market rate of return, which would then sub-lease to an employer for the same period at Downtown Jacksonville's rental rate.

The sale-leaseback investor will pay the community more than the brick and mortar cost of the building as the investor is paying for the building on the basis of the long-term lease commitment of the DIA. The DIA then has one of three options:

1. It takes the cash bonus from the investor-developer for itself;
2. It passes the bonus on to the company as a cash grant or forgivable loan; or
3. It reduces the rent to the company by the amount of the cash bonus.

By investing the cash bonus into an interest-bearing account, the DIA may further reduce rents by the amount of the interest generated. Because the DIA has master-leased the entire building, it may not be obligated to pay real estate taxes. This benefit can be passed on to the DIA's tenant as an additional incentive.

### **New DIA Incentive Commercial Revitalization Program (CRP)**

The Commercial Revitalization Program provides for real estate tax recovery grant for the incremental improvements made for new, renewal, or expansion leases involving office or retail space in Downtown Jacksonville.

For leases of 3 or 4 years a 3-year real estate tax recovery grant equal in the first year to the lesser of:

- 75% of the actual tax liability, and
- \$2.50 PSF with a 2-year phase-out thereafter

For leases of 5 years or more, a 5-year real estate tax recovery grant equal in the first three years to the lesser of:

- 75% of the actual tax liability, and
- \$2.50 PSF with a 2-year phase-out thereafter

Leasehold expenditures for improvements must be at least (a) \$5 PSF for new and renewal leases of less than 10 years; (b) \$10 PSF for renewal leases of 10 years or more involving only previously occupied space; and (c) \$35 PSF for new leases of 10 years or more and renewal leases of 10 years or more involving expansion space. Lease must not be a sublet or license agreement. Lease must provide that (a) any recoveries of real estate taxes will be passed through to tenant and (b) required leasehold improvement expenditures will be made. Tenant must not have accessed CRP previously for any space, except that, if tenant expands into new space and continues to occupy space for which CRP was accessed, tenant can receive benefits on expansion space. Not available to businesses that relocate from one part of Downtown Jacksonville to another. This Program cannot be used for a space that has an outstanding Retail Enhancement Program recoverable grant.

Applications must be filed before lease is signed. For a new lease, evidence of leasehold improvement expenditures and number of new employees must be submitted to the DIA within 60 days of rent commencement. For a renewal lease, evidence must be submitted to DIA within 14 months of lease commencement and evidence of number of employees must be submitted to DIA within 60 days of rent commencement.

**Example:** A financial services firm with 300 employees signs a 10-year lease for 100,000 SF in Downtown Jacksonville at \$30 PSF. Without benefits, its annual real estate tax liability would be \$10 PSF, or \$1,000,000.

Year	CRP Recovery Percent*	CRP Property Tax recovery
1	75%	\$ 250,000
2	75%	\$ 250,000
3	75%	\$ 250,000
4	50%	\$ 166,667
5	25%	\$ 83,333
<b>Total (Nominal) Tax Recovery</b>		<b>\$ 1,000,000</b>

As shown above, CRP would result in an aggregate recovery of \$1,000,000 in real estate taxes over 5 years.

\* CRP Recovery Percent is the percentage of the initial year's benefit that is available each year.

## **New DIA Incentive**

### **DIA Strategic Housing Area Designation**

From time to time in an effort to maximize the effectiveness and efficiency with which the DIA incentive programs work, the Authority may designate select geographic areas as Strategic Housing Areas or SHAs.

#### **Policy supporting the SHA designation process:**

The ability to designate a limited area as an SHA, will allow the DIA to better manage and direct the development of housing within the two Downtown Community Redevelopment Areas (the Downtown Northbank CRA and the Southside CRA). The ability to direct and manage the development of housing in Downtown Jacksonville allows the DIA to best coordinate housing supply with the demand for housing in an area. The ability to designate an area as an SHA will also help the DIA foster housing development in areas where support from housing is essential for the continued improvement of the Downtown economic climate, such as retail focused on serving households (grocers, drug stores, restaurants, etc.).

#### **Process for the designation of an SHA:**

The DIA staff will determine the appropriate boundaries for the area to receive the designation. Staff will provide a street level and legal description for the area (along with a map depicting the area graphically). Staff will also prepare a memorandum to the Board detailing the reasoning behind each particular geographic designation of an SHA, and the expected benefits and costs to DIA of making the proposed SHA designation. The Board may approve, deny, or modify the proposed SHA.

Once the Board has approved the designation of a SHA, such an area may qualify for bonus or additional incentives when specified in applicable DIA incentive programs (such as the Down-payment Assistance Program, MF Rev Grant, and Rental Assistance Program, etc.).

The designation of a specific SHA shall continue until the need for additional housing incentives is no longer needed, and the DIA Staff requests or the DIA Board determines that an SHA area be cease to be designated.

## **New DIA Incentive**

### **DIA – Downtown Residential Rental Incentive Program - “Live, Work, & Play Downtown”**

#### **Program Subsidy:**

- The Program will provide a monthly subsidy of \$200.00 per month.
- Towards the rental of a unit located in the Jacksonville Downtown area (Downtown Northbank or Southside CRA).
- The subsidy can be renewed annually for 2 additional years if the recipient remains qualified, for a maximum term of 3 years of subsidy.

#### **Program operation:**

- The program will act as a rental voucher.
- The tenant will provide the voucher to the rental owner/property manager.
- The Property Manager will request the payment on the voucher for the incentivized unit.
  - The payments will be made quarterly in arrears.
  - The Property Manager will receive 105% of the rental voucher amount reflecting the lost time value of the payment and as an incentive to accept the voucher program.

### Program Eligibility:

Prospective tenants will need to apply to receive a “pre-approval” letter which they can take to Downtown rental properties demonstrating the subsidy commitment from the DIA and the time remaining on their subsidy clock. To qualify the recipient must document that they meet the following criteria:

- Have not have lived in the Jacksonville Downtown area in the past 2 years;
- Have a household income  $\leq$  150% of the Jacksonville AMI (currently \$66,450 for a household size of 1 person in the Jacksonville MSA);
- Are employed in the Downtown Jacksonville area (Downtown Northbank or Southside CRA) if seeking the \$50.00 workforce housing bonus amount.
- **An additional \$50.00 bonus per month can be received if the rental unit is located in a DIA designated Strategic Housing Area (an “SHA”).**

The recipient will also need to meet the following requirements between “pre-approval” and the actual payment on the voucher incentive:

- Provide proof of an executed residential lease located in Downtown Jacksonville.
- Execute a funding agreement with the DIA, recognizing among other item: noncompliance with the program may result in the DIA taking action to recapture and recover any unqualified subsidy provided (including collections and attorney's fees); and that termination of the recipients subsidy will not affect the requirements under the lease for the unit with the landlord that full market rent on the unit must be paid.

Funds will be provided on a first come first served basis until exhausted.

DIA will market the program to the development and apartment management community in an effort to create programmatic buy in, and to better estimate the appropriate size of the program.

The DIA will seek out employer matching funds from companies with a substantial workforce located in Downtown Jacksonville to help reduce the outlay of DIA funds.

### **New DIA Incentive** **DIA Multi-Family Housing REV Grant**

The following has been modeled after the Office of Economic Development REV Grant Incentive Program:

- The program provides for a recovery of a portion of the incremental increase in ad-valorem taxes, on real and tangible personal property, which is produced as a result of the multi-family housing development.
- The amount of the grant is determined by the number of units developed, plus
  - the number of those units set aside for workforce housing specific to Downtown Jacksonville (the “Downtown Northbank and Southside CRA”), the amount of green- space and cultural amenities the development provides, and the amount of retail/commercial space included in a mixed use development.
- Program eligibility: To be eligible for the program the development must either (1) provide units for work force housing specific to Downtown Jacksonville, or (2) provide mixed income affordable housing.
  - To qualify a unit as workforce housing the unit must meet the following criteria:
    - Set aside for a resident earning  $<$  150% AMI (currently \$66,450 for a household size of 1 person); and
    - The resident must work in Downtown Jacksonville; and

- The project must set aside a minimum of 5% of the units for workforce housing to qualify under the workforce housing option.
- To qualify as an affordable mixed income project the project must meet the following criteria:
  - Provide a minimum of 20% of the units as set aside for households with an income  $\leq$  80% AMI; and
  - The project cannot have more than 40% of the units as set aside for households with an income  $<$  80% AMI.
  - The project must also leverage at least one (1) additional affordable housing financing method, e.g., LIHTCs, Tax Exempt Bonds, SHIP Funds, HOME funds, etc.
- The DIA will confirm compliance with the eligibility requirements and additional commitments made by the Developer with quarterly reviews of rent rolls and annual audits and additional monitoring as needed.

REV Grant Parameters: The grant will be for an amount no greater than 75% of the City/County portion of the incremental increase in taxes for a fifteen (15) year period. The precise REV Grant size will be determined by the following factors:

- 5% for every 20 units produced in Downtown Jacksonville (not to exceed a factor of 30%); plus
- The % of total units set aside for Downtown workforce housing times 2 (not to exceed a factor of 20%); plus
- The % of the total number of units set aside as affordable housing units (see definition above) times 0.5 (not to exceed a factor of 20%); plus
- 10% for a mixed use development with a minimum of 2,500 square feet of retail/office/commercial space; plus
- 10% for the development of green space and amenities for residents; plus
- 10% if the Developer documents they are working with an employer of Non-profit organization to provide other housing incentives for Downtown; plus
- 10% for a project located in a DIA designated Strategic Housing Area (an "SHA").

#### Grant Process:

For Grant amounts at or below the 75% and for 15 years or less

1. The DIA staff would take the application from the prospective grantee, and make a recommendation based upon the MF REV Grant Factors;
2. The DIA Board would evaluate the staff recommendation and pass a resolution approving a grant amount and time frame to be agreed to by the Applicant and the DIA as part of a Redevelopment and REV Grant Funding Agreement.

Or For Grant amounts above the 75% or for a time period longer than 15 years

1. The DIA staff would take the application from the prospective grantee, and make a recommendation based upon the MF REV Grant Factors;
2. The DIA Board would evaluate the staff recommendation and pass a resolution proposing the grant legislation be presented to the City Council;
3. City Council would hear the DIA Board proposed legislation and after debate pass an ordinance with a grant amount and time frame to be agreed to by the Applicant and the DIA as part of a Redevelopment and REV Grant Funding Agreement.



## **New DIA Incentive** **DIA Market Rate Multi-Family Housing REV Grant**

The following has been modeled after the Office of Economic Development REV Grant Incentive Program:

- The program provides for a recovery of a portion of the incremental increase in ad-valorem taxes, on real and tangible personal property, which is produced as a result of the multi-family housing development.
- The amount of the grant is determined by the number of units developed, plus
  - The amount of green- space and cultural amenities the development provides, and the amount of retail/commercial space included in a mixed use development.
- Program eligibility: To be eligible for the program the development must develop at least 25 new multi-family rental housing units in Downtown.
  - The DIA will confirm compliance with the eligibility requirements and additional commitments made by the Developer with quarterly reviews of rent rolls and annual audits and additional monitoring as needed.

REV Grant Parameters: The grant will be for an amount no greater than 75% of the City/County portion of the incremental increase in taxes for a fifteen (15) year period. The precise REV Grant size will be determined by the following factors:

- 5% for every 25 units produced in Downtown Jacksonville (not to exceed a factor of 30%); plus
- 15% for the development of City-owned lazy / underutilized assets; plus
- 10% for a mixed use development for each 2,500 square feet of retail/office/commercial space (not to exceed 20%); plus
- 10% if the Developer documents they are working with an employer or Non-profit organization to provide other housing incentives for Downtown; plus
- 15% for the development of green space and amenities for residents; plus
- 15% for a project located in a DIA designated Strategic Housing Area (an "SHA").

Grant Process:

For Grant amounts at or below the 75% and for 15 years or less

1. The DIA staff would take the application from the prospective grantee, and make a recommendation based upon the MF REV Grant Factors;
2. The DIA Board would evaluate the staff recommendation and pass a resolution approving a grant amount and time frame to be agreed to by the Applicant and the DIA as part of a Redevelopment and REV Grant Funding Agreement.

Or For Grant amounts above the 75% or for a time period longer than 15 years

1. The DIA staff would take the application from the prospective grantee, and make a recommendation based upon the MF REV Grant Factors;
2. The DIA Board would evaluate the staff recommendation and pass a resolution proposing the grant legislation be presented to the City Council;

3. City Council would hear the DIA Board proposed legislation and after debate pass an ordinance with a grant amount and time frame to be agreed to by the Applicant and the DIA as part of a Redevelopment and REV Grant Funding Agreement.

### **New DIA Incentive**

#### **DIA Downtown Down-Payment Assistance Program (DPA)**

- Provides Down Payment Assistance to potential home owners for purchasing a primary residence in Downtown Jacksonville (Within the Downtown Northbank or Southside CRA).
- To qualify for the DPA incentive program buyers would need to have household incomes  $\leq 150\%$  AMI (currently \$66,450 for a household size of 1 for the Jacksonville MSA).
- Buyers would be eligible for up to \$20,000 in DPA.
  - The DPA will be in the form of a 0% interest rate, no payment, junior (2<sup>nd</sup>) lien mortgage.
  - The program will fund up to 10% of the purchase price
    - Borrower would be required to contribute a minimum of 2.5% of the purchase price.
    - Combined the owner would have 12.5% equity in the home.
  - The loan would be due on sale, transfer, refinance, or if additional debt is secured with the equity in the property.
  -
- Loan Repayment & Shared Equity DPA Component
  - Loan repayment on the DPA loan will begin after the affordability period ends.
  - The affordability period will match the term of the 1<sup>st</sup> Mortgage Loan, and be secured by a Junior (2<sup>nd</sup>) Mortgage.
  - At the end of the affordability period, the payments begin on the Junior Mortgage, as determined by a previously executed Promissory Note.
  - The Junior Mortgage can be forgiven when payments are scheduled to begin at the discretion of the DIA Board.
  - If the property is sold, refinanced, title to the property is transferred, or additional debt is secured by the equity in the property the Borrower would have to repay the principal amount of the Note (the DPA assistance) plus a percentage of any equity the homeowner has in the property.
    - The percentage of equity sharing is directly related to the percentage of 1<sup>st</sup> lien security (LTV) the DPA loan provided.
  - Any repayments of principal on a DPA loan, recoveries of DPA loan funds, and all Shared Equity payments shall be returned to the DPA Loan Fund for the purpose of making new DPA Loans.

- For example:
  - Household seeks to Purchase a \$150,000 owner occupied condo/townhome/single family detached unit in Downtown Jacksonville.
  - The Borrower contribution requirement of \$3,750 (2.5% of the purchase price).
  - The DIA provides \$15,000 of assistance through a Shared Equity DPA loan (**10% of the purchase price**)
  - The Mortgage (1<sup>st</sup> Lien) Lender Provides \$131,250 in Financing.
  - If homeowner sells the property in year 10 for \$75,000 gain, the Homeowner would owe the DIA \$21,000 from the sale proceeds as follows:
    - The original \$15,000 DPA Loan
    - **Plus 10% of the gain** of \$60,000 ( $\$75,000 - \$15,000 = \$60,000$ ) on the sale = \$6,000

The DIA recommends funding an initial pool of DPA loans with a commitment of \$1,500,000 to assist an average loan size of \$15,000 on 100 units of owner occupied housing.

## Development Strategies

Loans to private developers can become grants upon completion of a successful project. Loans should be based upon the type of improvements that would run with the land (infrastructure, lighting, signage, absorption of lazy assets, etc). What are some practical examples of DIA redevelopment strategies?

1. Providing Ombudsman Services for developers approaching the DIA, City Council and Mayor. This would include assistance with all permits and approvals of all Agencies.
2. Planning and implementing better lighting Downtown.
3. Providing improved safety and security features.
4. Completing or facilitating the purchases and assembly for future development.
5. Providing flexible terms for developers purchasing or leasing "Lazy" assets (non-income producing) from the City.
6. Encouraging the use of State and Federal funds in projects (e.g., provide matching funds).
7. Participating in development costs including "soft costs" (e.g. engineering).
8. Providing adequate services and amenities to the site itself and surrounding areas (e.g. storm water retention, access to public transportation, green space/parks, road improvements, etc.).
9. The sale or lease of "Air Rights" above properties.
10. Providing surface leases or structured parking for development.
11. Assistance in project financing.
12. Demolishing blighted areas.
13. Using Brownfields grants or loans for cleanup.
14. Helping developers "stack benefits" to take advantage of several programs.

## Structuring the Deal - Timely Delivery of Incentives is a Key to Success

As a part of any public assistance, the developer will be required to provide a public benefit analysis. This analysis should discuss benefits to the City through DIA including such factors as TIF increases, jobs, placing public lands on the property tax roll, benefits to other businesses in the immediate area, improving the visual atmosphere and sense of place of Downtown through furthering the implementation of the Community Redevelopment Plan, etc. Benefits to other taxing bodies should be demonstrated. Property tax generated by the newly developed/revitalized property goes to the underlying taxing bodies providing a revenue increase for schools, parks, libraries and so forth without raising taxes.

### Summary of Stackable Potential Incentives:

1. Land-lease terms, purchase terms, subordination on public properties;
2. Infrastructure-water, storm water, sewer, electrical, gas availability, etc.;
3. Brownfields assessment and proposed treatment;
4. Interest subsidy-writing down loans, especially in the first three (3) years;
5. Assist with Downtown Development Review Board regarding land use/ zoning changes and approvals;
6. Facilitate with approvals from St. Johns Water Management District, DEP and other agencies;
7. Facilitate with introductions and support from District Councilperson and City Council;
8. Facilitate with introductions and support of the Office of the Mayor, Office of Economic Development, etc.;
9. Facilitate with General Counsel's office;
10. Facilitate with development/construction calendar with timetable and assigned responsibilities;
11. Assistance with other pre-development costs such as : Architectural and site planning costs, Engineering costs, Phase 1, Phase 2 Environmental Audits, Variances, exceptions, street closures, surveys, market studies, appraisals, parking requirements, air rights, landscaping requirements, signage, lighting, roads, utilities;
12. Negotiate agreements subject to review of the Office of General Counsel;
13. Based forgivable loan/grants (previously discussed);
14. Recapture Enhanced Value (REV) Grants;
15. Loans/Loan Guarantee/credit enhancements;
16. Other grants;
17. Assist with Enterprise Zone rebates;
18. Equity partnerships/Public Private Partnerships;
19. Assist as intermediary with all City Agencies and State Agencies such as Historic Preservation Commission, JEA, JTA, OED, DCPS, Environmental Services Division, Public Works, DCA, etc.; and
20. Where possible, exchange Fixed Costs for Variable costs.



## Best Practices for Program Effectiveness

The BID recommends several "best practices" for the DIA to maximize the potential effectiveness of incentives:

### **Align incentive use with a clearly articulated economic development strategy that defines specific goals and objectives.**

Economic development strategies identify priorities and goals for the community's future, and they can offer important guidance for the implementation of incentive programs. If the strategy calls for high-wage job creation, reducing unemployment and increasing environmental sustainability, the corresponding incentive program should prioritize businesses that pay relatively high wages for the occupation or background of the workers, businesses that will hire the local unemployed, and businesses that can generate environmental benefits.

### **Align incentive design with business needs.**

Considering business needs and objectives in the design of incentives can help to ensure that incentive programs influence business decisions as intended. For example, businesses often make decisions based on short-term profit objectives, and as a result, up-front incentives may be more effective than back-loaded incentives. However, recovering these costs in case that a business fails to meet standards or comply with rules may not be possible, even if incentive agreements include provisions that require non-compliant businesses to refund the incentives ("claw backs"). Providing incentives in the form of infrastructure or employee training allows businesses to receive benefits up-front, while minimizing the extent to which the community suffers if the businesses leave, since the infrastructure will remain in place and the workers will still be trained.

### **Include clear performance standards, mechanisms for monitoring performance, and penalties for breach of contract in all agreements with incentive recipients.**

Contract design can have a major impact on the extent to which an incentive program benefits the community. The BID Strategy recommends liquidated damages, in addition to "claw backs", be incorporated in certain incentive contracts. These would require businesses to refund incentives to the DIA if they do not meet performance standards. However, strong incentive agreements also include clear performance standards, mechanisms for monitoring performance, and penalties for breach of contract.

The most typical performance data reported for incentive programs are job creation, investment, and cost data. At the same time, several types of incentive performance data that are not consistently reported, such as average salaries of jobs created or retained; whether past incentive recipients are still in the jurisdiction; whether the incentive was an attraction or retention project; and actions taken against incentive recipients that have not complied with program requirements or met performance targets.

### **Evaluate incentive programs regularly.**

Concurrent and retrospective evaluations provide information regarding whether incentives are working in practice. In order for evaluations to be useful, there must be an ongoing schedule to review all incentive programs, evaluations must examine incentive programs in the context of the stated goals of the programs. Evaluations must be discussed during policy and budget deliberations.

# Implementation of the BID

While the planning process has come to a close, the next phase – implementation – has just begun. The BID Strategy is intended to be a living document that details the next eleven years of economic growth Downtown.

This requires a high level of trust and cooperation between citizens, elected officials, DIA Staff, the Governing Board, businesses, community organizations, and other governmental agencies - all of whom need to move forward together. This section identifies phasing, priorities, and responsible parties. The following points represent some of the overarching elements of the implementation plan:

- **Start with Policy** – Establishing policy first also creates the necessary framework for future implementation activities.
- **Identify Plan Champions** – For overall plan implementation and each project to maximize the chance of success.
- **Think About the “In Common” Benefits** – Use a common vision to get the necessary work completed.
- **Align City Hall** – The vision of the BID Strategy is kept by everyone who contributed to the work, but they will need the support of City departments to coordinate efforts and be effective. It is critical that new projects from every department happen in conjunction with the BID.
- **Be Bold (but Prudent)** – Pursue bold evolutions of policy and new projects.
- **Keep Stakeholders Involved** – No one knows the issues as well as the collective group of stakeholders participating in formation of this BID Strategy. Those connections must be maintained and stakeholders must remain engaged. The stakeholders should be proactive about BID implementation and be empowered to champion the vision and projects.
- **Focus and Finish What We Have Started** – Stick to the game plan and complete projects in order. When undertaking a project or policy, finish before moving on to the next area.

DIA will provide the strategic guidance and oversight of the implementation process, while partners through various City departments, the private sector, and working groups will implement many of the recommendations. Businesses throughout the City will need to engage in the pieces of the BID Strategy that are most important to them.

The essential steps for successful implementation are:

- Clear ownership structure and chain of command;
- Concrete action steps;
- Articulation of funding needed and potential resources;
- Cooperation;
- A coordinated message about the necessity of the BID for economic growth; and
- Evaluation and benchmarking.

The Chief Executive Officer and DIA Staff will manage the day-to-day oversight of the implementation including:

## Promotion

- Develop messaging on the BID's objectives, strategies, and actions share messaging with all implementation partners.
- Celebrate and publicize quick wins, accomplishments, and successes.

## Coordination

- With Governing Board leadership, align goals and actions with City priorities.
- Work with implementation partners to implement goals and actions.

## Secure Resources

- Secure funds for staffing, marketing, and other program funding to ensure implementation.

Implementation will be measured on a consistent basis through annual report cards to accurately measure the outcomes. The BID Strategy is a living plan that will grow and adapt to market conditions, so there will be changes and adaptations as implementation moves forward.

## Ownership

The BID Strategy requires champions. To be successful and realize the vision, it is imperative for the community to be a proactive partner and to remain engaged in implementation activities. Success also hinges on coordination of City activities. With cooperation and responsibility of all City agencies the DIA and the community must strive to move forward in unison toward common goals. Key elements of an implementation program include building strong, consistent leadership in support of the BID. Amendments and exceptions to the BID Strategy are anticipated because it is designed to be flexible and provide guidance should unforeseen conditions arise. However, as amendments and exceptions are made, care should be taken not to incrementally erode the overall vision. All proposed amendments and exceptions should be evaluated and weighed against the seven Goals prior to being considered by the Governing Board.

## Decision-Making Criteria

A major role of the BID Strategy is to provide a basis for decision-making based upon the vision identified in the Community Redevelopment Plan. The decision-making criteria are intended to be used as a reference guide for the DIA Governing Board when reviewing development applications or other proposals within Downtown Jacksonville beyond retail and housing incentive programs. **Decision making tools, such as the Tiers, Years Tables, and Performance Measures, are for projects seeking funding outside of or beyond the scope of our standing incentive Programs (such as the Down-payment assistance program, MF REV Grant, Sale – Lease Back, etc.). Each DIA Standing Incentive Program has its own scoring criteria for projects seeking those funds.** Instead of a conventional scoring matrix, the DIA Governing Board will utilize four qualitative tiers for evaluating whether or not a project should potentially receive support and financial assistance by the Authority. Proposals that meet all four Tier criteria shall receive the highest priority from DIA.

**Due to the unique nature of each individual project that comes before the DIA Staff and Board of Directors, the Tier System has been deliberately designed to be simplified for each project to have the potential to reach its final development agreement outcome based upon its own merits once it has scored through Tiers 1 through 3.**

### Tier 1

The project meets no fewer than two (2) of the seven (7) BID Goals.

### Tier 2

The Applicant will submit to the DIA a complete Pro Forma and Project Profile Assessment Form (SEE ATTACHED IN APPENDIX A) for staff review and recommendation.

### Tier 3

The project will positively affect no fewer than four (4) of the BID Performance Measures (SEE LIST OF MEASURES FOLLOWING THE YEARS TABLES).

## “Years Tables” (Projects and Programs by Year)

The general phasing of implementing proposed projects is outlined in the following pages referred to as the “Years Tables.” In addition, there are catalytic sites and structures that are identified in the Active Catalytic Sites and Structures with Undetermined Timeframes List whose timeframes for development will be market-driven. The grouping of projects has been organized by their recommended timeframes to establish order and prioritization. The funding for each project is listed as funds become available and/or are projected in order to activate the project. Each project also has its responsible parties identified; the page for which you can find the reference of it in the CRA Plan; and the goals that it is anticipated to support.

**The Years Tables are not a static tool.** They are to be closely monitored in conjunction with assessments of development activity, the development market, and the City of Jacksonville’s Capital Improvement Plan (CIP). The DIA has the ability to update the tables as needed, whether that means moving projects from one timeframe to another, eliminating them, or adding new projects. The Years Tables are active project tracking tools to manage the allocation of the DIA resources. The list and tables are as follows:

- Active Catalytic Sites and Structures with Undetermined Timeframes
- Near Term: First Year (2014/2015), Second Year (2015/2016), Third Year (2016/2017)
- Mid Term: Fourth Year - Seventh Year (2017/2021)
- Long Term: Eighth Year – Eleventh Year (2021/2025)

The Years Tables take into account that, while some projects will be concluded in their programmed year, other projects will require more than a single year to complete. There have been repeated line items to anticipate this.

In addition to projects, there are also programs identified that, given their success and outcomes, may continue for the life of the BID Strategy. There are some initiatives that are fundamentally important to the success of the Downtown CRAs: Retail Enhancement Program, Creative Placemaking and Art in Public Places (AIPP), Cleaning Initiative, Continuum of Care/Emergency Services and Homeless Coalition (CoC/ESHC), and Cultural Fusion Arts, Education, and Economic Impact Programming.

The Years Tables detail each project, program, and initiative recommended by the DIA Governing Board and DIA Staff for funding in part or in whole. The tables identify the entities primarily responsible for implementation (not necessarily the project champion, just the entity most likely to carry out the project). These tables also point out which page number(s) in the Plan expand upon the project description.

IT IS IMPORTANT TO NOTE: The Years Tables also reflect the goals each project, program, or initiative supports. As mentioned above in Tier 1, these tables are not only used as a manner by which to program funding and organize execution, but to use as the Tier 1 “ranking” method. If a project, program or initiative does not meet a minimum of two (2) goals, then the consideration process discontinues. If the recommendation meets a minimum of two (2) goals, it continues on as outlined on the previous page in Tiers 2 and 3.

**NOTE: At inception of the BID Strategy, up to \$1.9 million of the \$4.1 million placed in the Downtown Economic Development Fund, with the exception of Tax Increment Finance (TIF) funding, will be allocated towards the facilitation of one or more of the following Active Catalytic Sites or Active Projects, both with undetermined timeframes.**



**This is a representative list, not meant to be exclusionary.**

### **Active Catalytic Sites with Undetermined Timeframes**

JEA Southside Generating Station

River City Brewing Company

Friendship Park (integration with MOSH Vision Plan)

Shipyards

Old Duval County Courthouse

Old City Hall Annex

LaVilla Catalyst Site

### **Active Projects with Undetermined Timeframes**

Berkman Plaza II

Bostwick Building

Jacksonville Landing

Laura Street Trio

Southbank Riverwalk Western Link Extension

Florida Theatre Office Space

Ambassador Hotel

Landmark Public Park on the St. Johns River

Artists Live/Work Conversion Strategy

Sax Seafood Site

## Near-Term 1st Year (2014/2015)

Project	Responsible Parties				Downtown Jacksonville Community Redevelopment Plan Reference	Goals Supported						GOAL SEVEN: Advocate healthy design thru economic policies
	Governmental Agency	Business Community	Stakeholder Group	Property Owner/Developer		GOAL ONE: History, culture, entertainment, and retail district	GOAL TWO: Increase rental and owner-occupied housing	GOAL THREE: Simplify permitting and coordination	GOAL FOUR: Improve Downtown walkability, bikeability, & connectivity	GOAL FIVE: Establish riverfront design framework to ensure unique sense of place	GOAL SIX: Maintain clean/safe 24/7 for residents, workers, visitors	
Urban Art Façade, bike racks, & Streetscape Program (\$406,000)	✓	✓	✓	✓	VI-36, 37	✓		✓	✓			✓
Riverplace Boulevard Road Diet Engineering and Costs (\$1,700,000 - Southbank TIF)	✓				VII-27	✓			✓	✓	✓	✓
Implement Retail Enhancement Program (\$750,000 may roll over)	✓	✓		✓	VI-35	✓	✓	✓			✓	✓
National Historic District Designation (\$50,000)	✓			✓	VI-47	✓	✓	✓		✓		✓
Hemming Plaza Redesign & Programming (\$800,000)	✓		✓		VI-38	✓	✓	✓	✓		✓	✓
Downtown Banners for Target Area (e.g. Elbow, Spark District, holidays, festivals) (\$44,000)	✓	✓			VI-44	✓		✓	✓			
N/S Riverwalk Project Interactive APP w/info, history, wildlife (\$98,350 Econ. Dev. Fund) (\$74,350 Southbank TIF)	✓	✓			VI-56	✓		✓	✓		✓	✓
Downtown Free Wi-Fi System (\$150,000)	✓				VI-55	✓	✓	✓	✓		✓	
Improved Wayfarer Signage	✓				VI-40	✓	✓	✓	✓	✓	✓	✓
Downtown Cleaning Strategy	✓				VI-30/VII-22	✓	✓	✓	✓	✓	✓	✓
Downtown/Riverfront Design Standards	✓				VI-30/VII-22	✓		✓	✓	✓	✓	✓
Reintroduce Two-Way Streets	✓				VI-45,46	✓			✓		✓	✓
Social Services Strategy	✓	✓	✓		VI-30/VII-22	✓	✓	✓			✓	✓
Hogan Street Plaza	✓			✓	VI-39			✓	✓	✓		✓
Lighting Improvements	✓				VI-62	✓			✓		✓	✓

## Near-Term 2nd Year (2015/2016)

Project	Responsible Parties				Downtown Jacksonville Community Redevelopment Plan Reference	Goals Supported							
	Governmental Agency	Business Community	Stakeholder Group	Property Owner/Developer		<b>GOAL ONE:</b> History, culture, entertainment, and retail district	<b>GOAL TWO :</b> Increase rental and owner-occupied housing	<b>GOAL THREE:</b> Simplify permitting and coordination	<b>GOAL FOUR:</b> Improve Downtown walkability, bikeability, & connectivity	<b>GOAL FIVE:</b> Establish riverfront design framework to ensure unique sense of place	<b>GOAL SIX:</b> Maintain clean/safe 24/7 for residents, workers, visitors	<b>GOAL SEVEN:</b> Advocate healthy design thru economic policies	
Benchmark All Incentive Programs	✓				N/A								
Approach to Downtown DRI Expiration of Phase I (2017)	✓			✓	N/A								
Snyder Memorial Church Reuse	✓		✓		VI-60	✓		✓	✓				✓
Hemming Plaza Programming	✓		✓		VI-38	✓	✓	✓	✓		✓		✓
Social Services Initiative	✓	✓	✓		VI-30/VII-22	✓	✓	✓			✓		✓
Retail Enhancement Program (possible roll over 2014)	✓	✓		✓	VI-35	✓	✓	✓			✓		✓
Creative Placemaking and Public Art	✓	✓	✓	✓	VI-30/VII-22	✓	✓	✓	✓	✓	✓		✓
Riverplace Boulevard Road Diet Construction	✓			✓	VII-27	✓			✓	✓	✓		✓
Implement Housing Incentive and Financing Programs	✓				VI-49/VII-30	✓	✓	✓	✓				✓
Park Once (parking) Promotion	✓	✓			VI-51	✓		✓	✓	✓	✓		✓
Culture, Arts, Education and Economic Impact Programming	✓		✓		VI-30/VII-22	✓	✓	✓		✓	✓		✓
Downtown Cleaning Initiative	✓				VI-30/VII-22	✓	✓	✓		✓	✓		✓
Downtown Free Wi-Fi	✓				VI-55	✓	✓	✓	✓		✓		
Reintroduce Two-Way Streets	✓				VI-45,46	✓			✓		✓		✓

## Near-Term 3rd Year (2016/2017)

Project	Responsible Parties				Downtown Jacksonville Community Redevelopment Plan Reference	Goals Supported						
	Governmental Agency	Business Community	Stakeholder Group	Property Owner/Developer		<b>GOAL ONE:</b> History, culture, entertainment, and retail district	<b>GOAL TWO :</b> Increase rental and owner-occupied housing	<b>GOAL THREE:</b> Simplify permitting and coordination	<b>GOAL FOUR:</b> Improve Downtown walkability, bikability, & connectivity	<b>GOAL FIVE:</b> Establish riverfront design framework to ensure unique sense of place	<b>GOAL SIX:</b> Maintain clean/safe 24/7 for residents, workers, visitors	<b>GOAL SEVEN:</b> Advocate healthy design thru economic policies
Benchmark All Incentive Programs	✓				N/A							
Northbank East-West Circulator	✓	✓			VI-52	✓	✓	✓	✓	✓	✓	✓
Coordinate with MOSH to integrate their Vision Plan Improvements & Friendship Park into the BID	✓			✓	VII-29	✓		✓	✓	✓	✓	✓
Social Services Initiative	✓	✓	✓		VI-30/VII-22	✓	✓	✓			✓	✓
Creative Placemaking and Public Art	✓	✓	✓	✓	VI-30/VII-22	✓	✓	✓	✓	✓	✓	✓
Retail Enhancement Program	✓	✓		✓	VI-35	✓	✓	✓			✓	✓
Housing Incentive and Financing Programs	✓				VI-49/VII-30	✓	✓	✓	✓			✓
Culture, Arts, Education and Economic Impact Programming	✓		✓		VI-30/VII-22	✓	✓	✓	✓	✓	✓	✓
K-12 in the Northbank CRAs	✓	✓	✓	✓	VI-30	✓	✓	✓				✓
Downtown Cleaning Initiative	✓				VI-30/VII-22	✓	✓	✓	✓	✓	✓	✓
Downtown Free Wi-Fi	✓				VI-55	✓	✓	✓	✓		✓	
Reintroduce Two-Way Streets	✓				VI-45,46	✓			✓		✓	✓

## Mid-Term 4-7 Years (2017-2021)

Project	Responsible Parties				Downtown Jacksonville Community Redevelopment Plan Reference	Goals Supported							
	Governmental Agency	Business Community	Stakeholder Group	Property Owner/Developer		GOAL ONE: History, culture, entertainment, and retail district	GOAL TWO : Increase rental and owner-occupied housing	GOAL THREE: Simplify permitting and coordination	GOAL FOUR: Improve Downtown walkability, bikeability, & connectivity	GOAL FIVE: Establish riverfront design framework to ensure unique sense of place	GOAL SIX: Maintain clean/safe 24/7 for residents, workers, visitors	GOAL SEVEN: Advocate healthy design thru economic policies	
Benchmark All Incentive Programs	✓				N/A								
Northbank East-West Circulator	✓				VI-52	✓	✓	✓	✓		✓	✓	
Friendship Park Marina and Ramp	✓			✓	VII-29	✓	✓	✓	✓	✓		✓	
MOSH Vision Plan	✓			✓	VII-29	✓		✓	✓	✓	✓	✓	
Culture, Arts, Education and Economic Impact Programming	✓		✓		VI-30/VII-22	✓	✓	✓	✓	✓	✓	✓	
Social Services Initiative	✓	✓	✓		VI-30/VII-22	✓	✓				✓	✓	
Retail Enhancement Program	✓	✓		✓	VI-35	✓	✓	✓			✓	✓	
Creative Placemaking and Public Art	✓	✓	✓	✓	VI-30/VII-22	✓	✓	✓	✓	✓	✓	✓	
St. Johns River & Tributary Access	✓				VI-50/VII-28	✓		✓	✓	✓	✓	✓	
Higher Education and Technology	✓	✓	✓	✓	VI-30/VII-22	✓	✓	✓	✓			✓	
Downtown Cleaning Initiative	✓				VI-30/VII-22	✓	✓	✓	✓	✓	✓	✓	
Downtown Free Wi-Fi	✓				VI-55	✓	✓	✓	✓		✓		
Housing Incentive and Financing Program	✓				VI-49/VII-30	✓	✓	✓	✓			✓	
Pearl Street Improvements	✓				VI-43	✓		✓	✓		✓	✓	
Bay Street Improvements	✓				VI-42	✓		✓	✓		✓	✓	
Liberty Street Improvements	✓				VI-41	✓		✓	✓		✓	✓	



## Long-Term 8-11 Years (2021-2025)

Project	Responsible Parties				Downtown Jacksonville Community Redevelopment Plan Reference	Goals Supported							
	Governmental Agency	Business Community	Stakeholder Group	Property Owner/Developer		GOAL ONE: History, culture, entertainment, and retail district	GOAL TWO : Increase rental and owner-occupied housing	GOAL THREE: Simplify permitting and coordination	GOAL FOUR: Improve Downtown walkability, bikeability, & connectivity	GOAL FIVE: Establish riverfront design framework to ensure unique sense of place	GOAL SIX: Maintain clean/safe 24/7 for residents, workers, visitors	GOAL SEVEN: Advocate healthy design thru economic policies	
Benchmark All Incentive Programs	✓				N/A								
Geographical Connectivity of the Emerald Necklace with the River	✓		✓		VI-54	✓	✓	✓	✓	✓	✓	✓	✓
Culture, Arts, Education and Economic Impact Programming	✓		✓		VI-30/VII-22	✓	✓	✓	✓	✓	✓	✓	✓
Creative Placemaking and Public Art	✓	✓	✓	✓	VI-30/VII-22	✓	✓	✓	✓	✓	✓	✓	✓
Retail Enhancement Program	✓	✓		✓	VI-35	✓	✓	✓			✓		✓
Social Services Initiative	✓	✓	✓		VI-30/VII-22	✓	✓				✓		✓
Higher Education and Technology	✓	✓	✓	✓	VI-30/VII-22	✓	✓	✓	✓				✓
Downtown Cleaning Initiative	✓				VI-30/VII-22	✓	✓	✓	✓	✓	✓		✓
Downtown Free Wi-Fi	✓				VI-55	✓	✓	✓	✓		✓		
Housing Incentive and Financing Programs	✓				VI-49/VII-30	✓	✓	✓	✓				✓
Assemble Parcels/Land Acquisition for Emerald Necklace	✓		✓		VI-54	✓	✓	✓	✓	✓	✓		✓

# Performance Measures

An important piece of any economic development strategy is developing the metrics by which the success of the strategy's implementation will be measured and tracked. To assess the economic health of Downtown Jacksonville, it is recommended that DIA focus on tracking outcome measures, benefits or changes for participants occurring during or after the involvement with the BID Strategy. While it is difficult to directly connect the success of the BID Strategy to certain economic statistics at the local level, tracking such indicators does provide a general understanding of the relative economic vitality of Downtown Jacksonville. The following Performance Measures will enable the DIA to assess the economic development conditions and improvement in Downtown, along with suggested "targets" for improvement by 2025.

Downtown Economic Indicator	Current Performance	2025 Target	Difference
Employment	48,607	58,328	+9,721
Residents	3,730	13,730	+10,000
Residential Units	1,898	3,850	+1,952
Business Establishments	1,100	1,320	+220
Class A Office Space Vacancy	22%	15%	-7%
Class B Office Space Vacancy	19%	16%	-3%
Class C Office Space Vacancy	42%	30%	-12%
Retail Space Vacancy	37%	29%	-8%
Tax Value	\$1,277,542,543	\$1,800,000,000	+522,457,457
Outdoor Seating Establishments	17	27	+10
Special Events	611	800	+189
Attendance at Special Events	1,254,550	1,800,000	+545,450
Annual Visitors	9,186,487	10,000,000	+813,513
Hotel Occupancy	61%	70%	+9%
Inactive COJ Assets by Acreage (as of 2014)	153	91.8 converted	61.2 remaining

# DIA Internal and Program Benchmarking

New investments and jobs are likely to occur in Jacksonville without the City's assistance. These successes should still be counted toward the targets as they contribute to Jacksonville's overall economic vitality. Finally, the DIA's ability to track, record, store, count and report this data will depend on its staffing and internal systems capacity.

**Recommendation No. 1:** To assess the scope, efficacy, and outcomes of the incentives, the DIA will develop and consistently calculate the realized results, and incorporate that analysis into its performance measures.

**Recommendation No. 2:** To assess the needs of Jacksonville companies and seek feedback on DIA and City services, the DIA will conduct a periodic survey of Jacksonville businesses.

**Recommendation No. 3:** To ensure that its performance measures remain meaningful, useful, and sustainable, the DIA will document the methodology for calculating each of its performance measures.

**Recommendation No. 4:** The DIA will assess—by core service—how performance data can be used by management and staff on an ongoing and frequent basis to help analyze past performance, to establish next performance objectives and targets, and to examine overall performance strategies.

## Benchmarking DIA

Benchmarking is the process of measuring an organization's internal processes then identifying, understanding, and adapting outstanding practices from other organizations considered to be best-in-class. Most business processes are common throughout industries. For example; NASA has the same basic Human Resources requirements for hiring and developing employees as does American Express. British Telecom has the same Customer Satisfaction Survey process as Brooklyn Union Gas. These processes, albeit from different industries, are all common and can be benchmarked very effectively. It's called "getting out of the box". One of the biggest mistakes organizations make when first benchmarking is that they limit their benchmarking activity to their own industry. Benchmarking within your industry is essential. However, you already have a pretty good idea how your industry performs so it's imperative that you reach outside and above your own industry into other industries that perform a similar process but may have to perform this process extremely well in order to succeed ([www.benchnet.com](http://www.benchnet.com), 2013)

It is recommended that the DIA Staff annually benchmark internal practices and BID programs; recommends that the DIA have external audits performed; and that the DIA track the necessary reporting documents required for the Community Redevelopment Plan and Tax Increment Finance (TIF) Districts. NOTE: The first line item in the Years Tables from the 2<sup>nd</sup> Year on is to benchmark the locally managed DIA incentive programs for outcomes that will provide a track record as to the efficiency, effectiveness, and appropriateness of each program.

# Appendix A

## Project Profile Assessment

## Project Profile/Assessment (page 1 of 4)

### I. Overview

Please provide the following information to assist in the initial analysis. All requested data may be applicable or may not be applicable at this time. This information will be used to recommend a public/private deal structure and to project public benefit of the project.

### II. General Project Information

Name of Business

Business Physical Address

Business Mailing Address

Business Telephone

Business Facsimile

Business Email

NAICS/SIC Code

Industry Group

Functional Classification (Service, Finance, Manufacturing, Distribution, etc.)

Street Address

Real Estate Parcel Number from Property Appraiser's Office

Current Property Appraisal Tax Valuation

Location in County

Site area (acres)

Please provide a list of other sites under consideration within Duval County, in Florida, and in other states by City.

Will the Project be developed in Phases? If so, describe each phase and estimated time frame.

Please provide information on corporate community activities/ involvement.

Does the company have any representation on any Enterprise Florida Boards?

### III. Goals Met and Justification

\_\_\_\_\_ Reinforce Downtown as the City's unique epicenter showcasing its history, culture, and entertainment, with opportunities for retail, commercial, and educational industries to ensure a thriving business environment.

\_\_\_\_\_ Attract and leverage capital to develop rental and owner-occupied housing Downtown, targeting key demographic groups seeking a more urban lifestyle.

\_\_\_\_\_ Orchestrate necessary funding, community support and cross-administrative agency coordination to prioritize and implement initiatives.



- \_\_\_\_\_ improve, maintain, and program connectivity with the St. Johns River through interconnected network of streets, walk/bike-ability, public open spaces, adjacent neighborhoods, and promoted events.
- \_\_\_\_\_ Safeguard against development impacts to the St. Johns River and its tributaries through structural design, orientation, and use.
- \_\_\_\_\_ Maintain a clean and safe 24-7 Downtown for residents, workers, and visitors.
- \_\_\_\_\_ Facilitate and advocate for healthy design-oriented development through planning and economic development policies.

#### IV. Type of Facility

Will you *acquire an existing facility*?

Will you *expand/renovate an existing facility*? Or

Will you *construct a new facility*?

Will the facility *be leased or owner-occupied*?

What will be the *size (square feet) of new facility*? Please provide this information by Phases.

**If facility will be leased**

Term of lease

Average annual lease payments

Annual lease payment growth (%)

## Project Profile/Assessment (page 2 of 4)

### Project Costs Breakdown and Sources of Funds

#### **USES**

Acquire Land & Building \$ \_\_\_\_\_  
 Construction of New Building \$ \_\_\_\_\_  
 Renovations of Existing Building \$ \_\_\_\_\_  
 Site Development Costs \$ \_\_\_\_\_

Architects, permits, other soft costs \$ \_\_\_\_\_  
 Machinery/ Equipment Costs \$ \_\_\_\_\_  
 Furniture, Fixtures & Equipment \$ \_\_\_\_\_  
 Other Costs (Describe) \$ \_\_\_\_\_

**TOTAL EST. PROJECT COSTS** \$ \_\_\_\_\_

#### **SOURCES OF FUNDS**

Conventional Financing \$ \_\_\_\_\_  
 Owner's Equity Injection \$ \_\_\_\_\_

**TOTAL PRIVATE CAPITAL** \$ \_\_\_\_\_

Request for Public Capital \$ \_\_\_\_\_

**TOTAL SOURCES** \$ \_\_\_\_\_

#### **RESIDENTIAL**

Number of Units	Sale or Lease	Square Footage of Units	Cost per Unit

#### **Market Value of Real Estate**

Market value at completion

Market value of future expansions (including the year project expansion will be completed)

## *Project Profile/Assessment* (page 3 of 4)

### **Market Value of Personal Property (FF&E)**

#### **Furniture and Fixtures**

Please provide value of newly purchased furniture and fixtures each year including construction period and through a 10- and 20-year operating period.

Percent purchased within the county

Percent purchased within the State

Replacement value of purchased equipment each year through a 10- and 20-year operating period, if applicable.

Value of furniture and fixtures relocated to county each year

Describe type of furniture and fixtures to be purchased

#### **Other Equipment**

Value of newly purchased equipment each year including construction period and through a 10-and 20-year operating period.

Percent purchased within county

Replacement value of purchased equipment each year through a 10- and 20-year operating period, if applicable.

Describe type of equipment to be purchased.

#### **Public Infrastructure Requirements**

Provide a list of public infrastructure requirements (road improvements, utility services) for the project by phase.

Provide timing requirement by phase and estimated cost for public infrastructure requirements.

#### **Other Site Improvements**

Provide a list of other site improvement requirements.

## **V. Construction Information**

Ground-breaking date

Date of construction completion

## Project Profile/Assessment (page 4 of 4)

### VI. Employee Information

Number of Current Full-Time Employees in Jacksonville: \_\_\_\_\_

Average Wage: \_\_\_\_\_ Benefit Package: Medical Dental 401K

Number of Current Part-Time Employees in Jacksonville: \_\_\_\_\_

Average Wage: \_\_\_\_\_ Benefit Package: Medical Dental 401K

Number of Full-Time Employees to be Retained: \_\_\_\_\_ Part-time (in FTE's): \_\_\_\_\_

New Full-Time Employment to be Created: \_\_\_\_\_ Part-time (in FTE's): \_\_\_\_\_

Estimated time period to Create Jobs: \_\_\_\_\_

List the major job categories and wages of jobs to be created (i.e. 5 management, 10 sales, 15 manufacturing):

Position	Number	Average Annual Wage	Benefit Package (circle)
			Medical Dental 401K
			Medical Dental 401K
			Medical Dental 401K
			Medical Dental 401K
			Medical Dental 401K

List other employee benefits (i.e. tuition reimbursement): \_\_\_\_\_

### VII. Materials for Operation

Value of materials purchased for operation of facility for year 1 operation

Percent increase in materials purchased for years 2 – 10 operations

Percent of materials bought within the county

#### **Purchase of utilities (average annual cost or annual consumption rate)**

Electricity

Water

Sewer

Natural Gas

County Solid Waste Disposal

Other

### VIII. Visitor Information

Estimated annual number visitors to facility

Average length of stay (nights)

Estimated percent of overnight visitors

Overnight visitors in the county

# Appendix B

## Downtown Feasibility Study



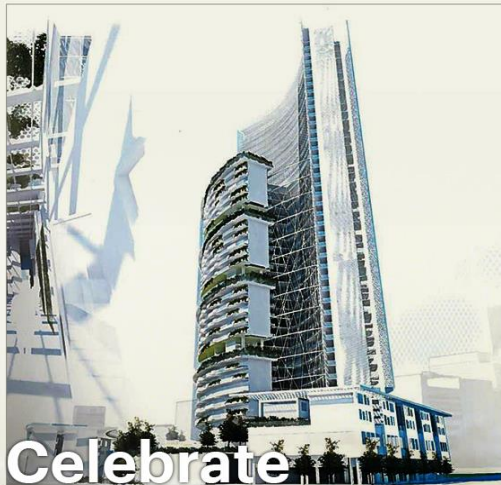
# Downtown Feasibility Study



Prepared for:

**Downtown Investment Authority**

**April 18, 2014**





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### **Section 1:      Research Methodology**

Urbanomics, Inc. and Red Rock Global, LLC, collectively the Consultants, utilized several methodologies for their research. The research focus was on determining the feasibility of new or redeveloped residential, retail, hospitality and office at the four development sites of the Jacksonville Landing, the Courthouse/Annex, the Shipyards and Metro Park. The research of these four major real estate asset classes utilized readily available market information such as publications, key stakeholder interviews, market tours and the analysis of existing market data. Below is a list of some of the market information and sources utilized:

- Publications
  - Jacksonville and the St. Johns River First Impressions & Initial Recommendations - 2004
  - Comparative Downtown Analysis: Jacksonville and Selected Other Cities – 2013
  - Downtown Vision, Inc. Annual Report – 2013
  - Feasibility Study for Convention Center – 2007
  - Northbank Redevelopment Task Force – 2011
  - State of Downtown – 2012
  - The Economic Impact of Tourism in Jacksonville Florida – 2014
- Interviews
  - Alex Coley – *Hallmark Partners*
  - Brad Thoburn – *Jacksonville Transportation Authority*
  - Burnell Goldman – *Omni Hotel*
  - Calvin Burney – *City of Jacksonville*
  - Dan King – *Hyatt Regency Hotel*
  - Elaine Spencer – *City of Jacksonville*
  - Ivan Mitchell - *Jacksonville Transportation Authority*
  - Jason Ryals – *Colliers International*
  - Jeanne Miller – *Jacksonville Civic Council*
  - Jerry Mallot – *Jacksonville Chamber*
  - Jim Zsebok - *Stache Investment Corporation*
  - Keith Brown – *Jacksonville Transportation Authority*
  - Michael Balanky – *Chase Properties*
  - Nathaniel Ford Sr. – *Jacksonville Transportation Authority*
  - Paul Astleford – *Visit Jacksonville*
  - Paul Crawford – *City of Jacksonville*
  - Peter Rummell – *Rummell Company*
  - Robert Selton – *Colliers International*
  - Robert White – *Sleiman Enterprises*
  - Roger Postlewaite – *GreenPointe Communities, LLC*
  - Steve Atkins – *SouthEast Group*
  - Ted Carter – *City of Jacksonville*
  - Tera Meeks – *Department of Parks and Recreation*
  - Terry Lorince – *Downtown Vision*
  - Toney Sleiman – *Sleiman Enterprises*
  - Interviews with downtown onsite residential leasing and sales agents



- Market Data
  - CoStar
  - LoopNet
  - U.S. Census data
  - Nielsen Claritas
  - Reis Reports
  - US Bureau of Labor Statistics (employment)
  - Florida Agency for Workforce Innovation (employment)
  - North Florida Association of Realtors, Multiple Listing Data

Additionally, the Consultants utilized several customized sources of data. As a testament to the community's interest in this report, and their willingness to aid in its accuracy, several of these sources were contributed by local business and community leaders:

- Retail
  - Esri Retail MarketPlace
  - Esri Retail Gap Analysis
  - PlainVanillaShell Site Selection Criteria Database
  - Red Rock Global Q2Q Scoring Analysis
  - Colliers International market guidance from Jason Ryals
  - Retailer feedback
- Hospitality
  - STR Market Summary
  - HVS Hotel Feasibility Report shared by Steve Atkins, SouthEast Group
  - Marriott Corporations Franchise Site Selection Database
  - Hospitality company executive's feedback
- Office
  - Colliers International market guidance from Robert Selton

The **2013 Esri Database** includes the latest market statistics for Retail Trade and Food Services and Drinking Places (the retail market). The dollar estimates, which represent total retail supply and demand conditions for the past year, are presented in the North American Industry Classification System (NAICS). These datasets comprise an update of supply and demand for the 27 industry groups in the Retail Trade sector, NAICS 44–45, as well as the four industry groups within the Food Services and Drinking Places subsector, NAICS 722.

The estimation of retail sales also incorporates new business data input from Dun & Bradstreet. This database differs from Esri's former source with regard to data collection methodology and maintenance, industry classification, employment and sales estimation.

Lastly, the estimation of retail potential by industry incorporates the latest product line tables from the 2007 Census of Retail Trade (CRT), as well as the latest Consumer Expenditure surveys (2010 and 2011) from the Bureau of Labor Statistics.



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**Market Supply (Retail Sales)**

Estimates of retail sales begin with the benchmark, the 2002 and 2007 CRT from the U.S. Census Bureau. All estimates of market supply are in nominal terms and are derived from receipts (net of sales taxes, refunds, and returns) of businesses that are primarily engaged in the retailing of merchandise. Excise taxes paid by the retailer or the remuneration of services are also included, for example, installation and delivery charges that are incidental to the transaction.

**Market Demand (Retail Potential)**

To complete the profile of a retail market, Esri estimates consumer demand, or retail potential. That is the amount expected to be spent by consumers on products in the retail market. Esri's 2013 consumer spending data provides expenditure estimates for more than 700 products and services consumed by US households. Esri draws estimates of consumer spending from the Bureau of Labor Statistics' annual Consumer Expenditure Surveys, which provide consumer spending information for hundreds of goods and services by households but not by source.

**The Leakage/Surplus Factor (Supply and Demand)**

Esri enables the comparison of supply and demand simply in one measure, the Leakage/Surplus Factor. Leakage/Surplus conveniently measures the balance between the volume of supply (retail sales) generated by retail industry and the demand (spending by households [i.e., retail potential]) within the same industry. Supply (retail sales) estimates sales to consumers by establishments. Sales to businesses are excluded. Demand (retail potential) estimates the expected amount spent by consumers at retail establishments. Supply and demand estimates are in current dollars. The Leakage/Surplus Factor presents a snapshot of retail opportunity. This is a measure of the relationship between supply and demand that ranges from +100 (total leakage) to -100 (total surplus).

A positive value represents 'leakage' of retail opportunity outside the trade area. Leakage in an area represents a condition where a market's supply is less than the demand. That is, retailers outside the market area are fulfilling the demand for retail products; therefore, demand is leaking out of the trade area.

A negative value represents a surplus of retail sales, a market where customers are drawn in from outside the trade area. Surplus in an area represents a condition where supply exceeds the area's demand. Retailers are attracting shoppers that reside outside the trade area, so the surplus is in market supply.

**Red Rock Global's Q2Q (Qualitative to Quantitative) Scoring** is an analysis that takes 11 qualitative factors and translates them numerically on a ranked, adjusted and weighted scale that provides a numeric relative comparison to other similar projects. Those scores are then used to project the feasibility for future success based upon past performance. The Q2Q factors are broken into Consumer Factors and Site Factors and range from factors such as Population Density to the Stability of Ownership. Adjustments are made based upon the factors' value of influence and then weighted based upon the specific market conditions.

**Residential Research Methodology**

Housing methodology involves analysis of supply and market performance characteristics, including building permit trends (a surrogate for new construction activity), residential sales and price trends





marketwide and for downtown projects, existing rental and occupancy/vacancy rates marketwide and for downtown projects, and availability (listings) of downtown rental and for sale housing. Demand analysis is based on areawide population and household characteristics, analysis of relationships between job creation and housing permits, and characteristics and trends of the existing marketwide supply and downtown inventory.



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**Section 2: Executive Summary**

Jacksonville has the location and physical assets to be a world-class city with a socially and economically vibrant downtown. The key to realizing the potential of downtown Jacksonville as a place to live, to work, and to visit is the attraction and development of a strong and growing base of residents, students, workers, and visitors, both from the surrounding area and from outside the region. Objectives of this feasibility analysis are to stimulate and focus discussions of needs and opportunities in the downtown area, and to guide actions and investments by the public and private sectors in meeting those needs and to create opportunities to make downtown Jacksonville an attractive and viable place to live, work, and play.

Our initial task was to assess the feasibility of the (re)development of housing, retail, office and hospital at the Jacksonville Landing, Metro Park, Shipyards and the Courthouse/Annex sites. In order to properly research these very specific uses and very specific sites Downtown, the Consultants had to look more broadly at the entire region and address other key considerations such as economic trends, transportation in the City and Downtown's competition with the surrounding municipalities. Our research included the review of several past studies and research efforts, as well as numerous public reports. After an additional two dozen interviews, we are able to fully appreciate the City's ongoing planning and redevelopment efforts for Downtown, and the very visible and catalytic success some of these activities were having.

In this report, you will find a detailed summation of general information regarding the Downtown real estate market, relevant market statistics and a thorough discussion around past, current and planned development activities. Some of our findings are presented with only our analysis, and others findings are presented with our analysis and our recommendations. Additionally, we have attempted to address solutions for some of the redevelopment challenges wherever possible. These solutions are often very specific in their delivery, but when beneficial, have been left very broad and conceptual to spur open discussion and debate.



## Riverfront Activation

One of the most important steps in building a feasible strategy for redeveloping or repositioning an area or a specific real estate asset, is to first understand those characteristics of the area or asset set it apart from the competition. How do you build off of your strengths, and are your strengths naturally competitive advantages that cannot be replicated? **There are a number of naturally competitive advantages that only Downtown can offer, such as beautiful historic architecture, the region's most prized attractions and entertainment venues, and the opportunity for population density and neighborhood character that only intown style of living can offer. Still, the most obvious strength of Downtown Jacksonville is the presence of the St. Johns River bisecting the core of the City and creating not one, but two opportunities for riverfront development.**

A world-class city like Jacksonville must create a world-class riverfront to attract the region's residents and national/international visitors. To address this challenge, our research identified a gateway to the city off the Main Street Bridge at the Jacksonville Landing. To the left of the Landing, we have identified the Westside Riverfront, and proposed activating it with water amenities and activities supportive of the strong residential communities of Five Points and Brooklyn Riverside. To the east of the Landing, we have envisioned a Sports Entertainment Convention District capable of attracting and retaining the interest of both regional and national visitors interested in partaking of best-in-class attraction and venues. This concept of a SEC District should one day be the home to some of the Country's most prestigious and exciting mixed-use developments. International architectural firm, HKS Architects, has shared some conceptual ideas about what an activated Riverfront could offer.





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### Shipyards/Metro Park/Courthouse/Annex

The Shipyards/Metro Park/Courthouse/Annex area, *aka* what we are referring to as the Sports Entertainment Convention “SEC” District, represents almost 80 acres of moderately activated riverfront property. Spanning the entire riverfront from the Main Street Bridge to the Hart Bridge, this area represents one of Downtown’s greatest development opportunities of scale. The proximity to EverBank Field, the baseball grounds and Veterans Memorial Arena, as well as the availability of the Northbank’s only existing shipyard, make the SEC District the perfect location for large scale, mixed-use developments that center around sports, entertainment and tourism. With the Jacksonville Landing serving as the center gateway to Downtown’s Northbank, the eastern riverfront has a markedly different character than the western riverfront. The SEC District’s riverfront should be activated as a well-designed, world class, higher end riverfront, suitable of receiving major national events and perhaps, conventions.

The area offers positive attributes of developable land, scale, accessibility, the region’s most prized public venues and the natural geographic characteristics that make it suitable for a grand vision of development. These same positive attributes are the drivers behind the need for the City of Jacksonville to prioritize this SEC District’s development lower in comparison to the Jacksonville Landing, the Northbank’s western riverfront, the development of the CBD’s historic trophy assets and the CBD’s retail activation strategy. The development of this SEC District demands world class design, developers and international capital. The planning and execution require a level of attention and public capital that would most likely be more challenging than many of the other opportunities in front of the City today.

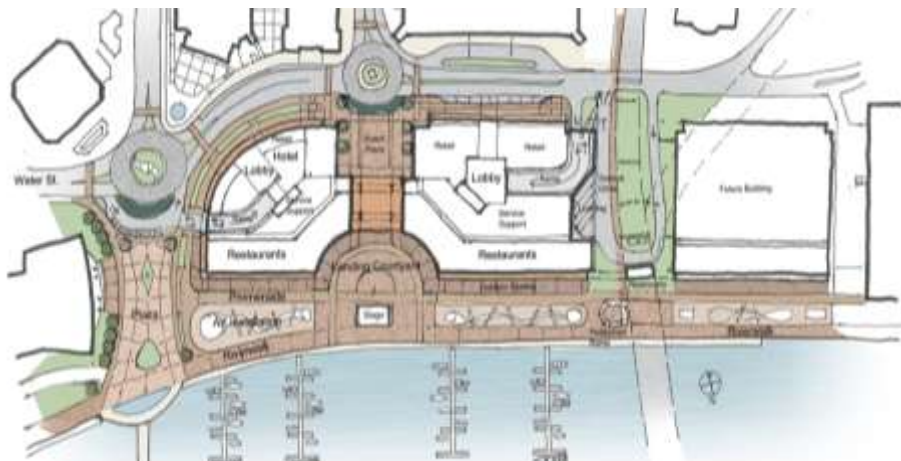
The Shipyards and Metro Park sites are, however, distinct development opportunities that tie to each other in their adjacency and highest and best use. The Courthouse/Annex site could be programmed to be developed with the Shipyards/Metro Park, or separately in conjunction with the Jacksonville Landing. The Consultants believe the vision for potentially redeveloping the Courthouse/Annex site as part of the Jacksonville Landing is a feasible strategy, although the proposed use of a new Convention Center and the potential relocation of the existing Public Safety Campus, will require further study and a detailed site planning to maximize the site’s riverfront potential. Additionally, other regional attractions such as Aqualax discussion of a newly developed aquarium Downtown, offer great promise and should be considered and studied further.

### Jacksonville Landing

The gateway to Downtown’s Northbank has to be the Main Street Bridge and the (re)development of the Jacksonville Landing and adjacent undeveloped land parcels. While the activation of the riverfront as a signature feature to Downtown is critical, **the redevelopment of the Landing is the most critical component of any plan to redevelop Downtown.** With limited capital resources to be applied to so many needy projects and opportunity areas, **a level of prioritization and focus is critical for Downtown’s success.** An attempt to do too many things, in too many places, will not yield the desired results. The Shipyards/Metro Park/Courthouse/Annex site will require a major international redevelopment effort and should be lower focus of the City’s resources. The Westside Riverfront Activation should also be a priority, but is greatly helped by the major projects the private development community have already begun to undertake. **These private development efforts should continue to be supported and heavily marketed to ensure their success and the natural development from the west into Downtown.** **This leaves the Jacksonville Landing as the most immediate focus of the City.**



Sleiman Enterprises has presented a number of intriguing concepts for the redevelopment of their Jacksonville Landing project. A recent concept presented jointly by Sleiman and Haskell Construction referenced twin towers atop a mixture of uses. A more recent vision was shared by the SouthEast Group and presents a broader vision for both the Landing and the eastern side of the Main Street Bridge. Our research also supports a vision for the redevelopment of both sides of the bridge. We agree **that a retail-focused environment with the possibility of hospitality and residential is feasible.** While we agree on the feasibility of the uses, we believe the most beneficial programming for the site, similar to the recent proposal by the SouthEast Group, is lower scale retail, mid-scale residential and lots of greenspace. The development should be set back off the riverfront to allow for the continuation of the use and activation of the water's edge. A development overlooking a riverfront active with new amenities, would be preferred. The integration of the Main Street Bridge, Hogan Street and Laura Street is also very important. One interesting point to note was the fact that several people interviewed commented on a historic commitment from the City to not see the riverfront obstructed by development at the Landing.



**Twin Towers on Mixed-Use**  
proposed, but not formally adopted renderings





**Mixed-Use Concept Spanning  
East and West Sides of the Main Street Bridge**  
proposed, but not formally adopted renderings

## Retail

The discussion of a complete redevelopment of the Landing, the inevitable positive absorption in Downtown's office market, and the idea of increased residential at the Landing and the nearby historic trophy assets, was compelling to several fast food and fast casual restaurants. Most of the new retail found in the Study Area has been associated with larger scale mixed-use development. This does not immediately help reduce the 37% vacancy rates seen Downtown. The Northbank's focus has to be on lowering the overall 37% vacancy in the Downtown storefronts, while creating a special destination retail environment at the Jacksonville Landing. A key to improving the draw to the Landing will be securing a national retailer as an anchor (a destination draw such as Dave and Buster or a Yard House) for the development, and building a retail environment that is of a scale that can initial service the development. Additional retail space could be programed for the future, but initially occupancy may need to come from other creative ground floor uses such as attractions, museums, non-profits, etc... A focus on quick service restaurants, services related retailers and fast casual restaurants, will yield the most immediate success. The larger anchor retailer needs to be of the caliber capable of drawing from the entire Study Area. This anchor will need to be heavily incentivized to enter the market at the Landing, receiving tenant improvement incentives as high as \$150 per square foot on 10,000 to 20,000 square feet.



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## Hospitality

All research and conversations point to a Downtown market with adequate room coverage for the level of hospitality demand and lower than needed ADRs. Marriott and Starwood's Westin hotel, however, have indicated their interest in entering the market. They do state that the market is oversupplied, and they do not believe Downtown can support new full size hotels (similar to the Omni and Hyatt). They do, however, have great confidence in their brands and their customer's loyalty, and feel they could be successful despite current market conditions.

One important note is that a Flag's interest does not equal an investor's willingness to finance a development. It is often much easier to find a Flag willing to come into a market and confident in their brand's ability to succeed; however, their true commitment will be subject to deal terms and a demonstration that a project has been funded. For that reason, it is recommended that true feasibility be assessed through a commitment by investors to fund a development. Development of a hotel, in any location, will almost certainly require heavy public support and subsidy.

## Office

With moderate retail feasibility for lower end retail and conditioned approval for a hotel, residential and office uses become important data points for improving the feasibility of redeveloping the Landing. As the Class A office market in the region tightens - vacancy levels are approaching single digits; rumors begin to circulate of the slow return of speculative office construction. Large users looking for space or to consolidate are having to look at short term leases while they evaluate build to suit opportunities. The availability of quality space has become such an issue that some tenants' only option to be in Jacksonville is to build.

The downtown office market will continue to see more interest as viable options in the suburbs continue to decrease. Downtown has several buildings that can accommodate an over 100,000 SF tenant. This is a big selling point. Downtown's market is relatively small and so one deal can make a huge impact on vacancy rates in general. The City will need to address parking expenses and options for parking need to be really explored and understood to put these concerns at ease.

Our research generally confirms that the Jacksonville Landing should initially be redeveloped with a moderate amount of retail (to support the actual development plus some of the immediately adjacent office towers), mid-rise 5 to 6 story apartment buildings yielding no more than 300 units, flexible public space (capable of becoming more retail), and riverfront green and public space. The consideration for hotel at the Landing will be difficult given Marriott's strong preference to locate at the Trio. A Marriott Courtyard at the Trio will allow for the possibility of the highest residential rents possible in Downtown's Northbank to occur at the Landing, due to the developments proximately to new retail amenities, greenspace and the riverfront.



### Retail Activation

A geographical element that limits retail's success in Downtown's Northbank is the fact that most new development has followed the river and, with the exception of Laura Street, has not added density inland.



To address this challenge, the Consultants assessed the feasibility of new and/or improved retail activation along a major east-west corridor through Downtown's Northbank. More specifically, Adams Street to Laura Street to the Landing and east on Bay Street. The goal was to take advantage of the high quality, high character architecture along Adams Street, converging on the catalytic historic trophy developments at Adams and Laura, bolstering the existing retail down Laura and converging again at the Landing heading east to the SEC District. While this represents a lot of new retail activation, the converging points all exist as anchors to this strategy and over time, the moderate feasibility of this activation will become more feasible with the reduction of the office vacancy downtown and the increase of residential. Improved lighting, area cleanliness and a storefront vacancy program would all be very low cost actions that could be undertaken in the interim.

1. Support the redevelopment of the Trio, Barnett Bank Building, Ambassador Lofts, the Jacksonville Landing
2. Improve the area's cleanliness and lighting
3. Work with existing owners to improve the appearance of vacant spaces with art displays, adhesive graphics, etc.

### **Housing Feasibility**

#### **Downtown Housing Goals and Directions**

Study of downtown development characteristics and successes by the Consultants in eight other U.S. cities indicated that the share (percentage) of the metropolitan area population living downtown averaged 0.91 percent, compared to only 0.26 percent in downtown Jacksonville. These comparisons led to recommended goals for downtown Jacksonville of 0.50 percent of the metro area population living downtown by 2025 and 0.75 percent by 2035. Achievement of these goals would add about 4,600



new residents by 2025 and another 5,400 residents by 2035, for a total of approximately 10,000 new downtown residents in 2035.

This resident population growth would require approximately 7,000 new housing units by 2035, averaging around 350 new units per year. The addition of 7,000 housing units over the next 20 years provide ample opportunities for residential development in all areas of downtown, including the Northbank riverfront and Jacksonville Landing, Shipyards, and other properties.

### Requirements for Downtown Project Feasibility

Housing goals are achievable with focused ongoing efforts, but 7,000 new units in 20 years, or 350 units annually, is three times the average annual pace of growth from 2000 through 2014, when 1,500 housing units were added, averaging only 115 per year. The addition of nearly 10,000 new residents and 7,000 new housing units over the next 20 years will require the City to do the following:

- Attract and leverage private investments in rental and for-sale housing developments targeting a range of demographic and income groups with various land contributions, infrastructure investments, incentive grants, and low interest loans as it has done with several downtown housing projects in the past. **Note:** Incentives provided to six downtown housing projects since 2000 averaged nearly \$60,000 per unit for 1,168 units.
- Make downtown public safety and security a high and ongoing priority in order to allay fears and perceptions among potential downtown residents that the area is an unsafe place to live, particularly after dark.
- Promote and attract the types of retail and service establishments, attractions, and events that make downtown an attractive and compelling place to live with distinctive neighborhoods and residential environments.
- Aggressively market downtown living to key demographic groups, including young urban professionals, downtown workers, and empty nesters and retirees seeking a more urban lifestyle and environment. An important segment in this mix of buyers and renters is the 25-34 age group – the “millennials,” the most rapidly growing age group of city dwellers in the U.S., and who will particularly impact the downtown rental housing market.

Existing households in Downtown Jacksonville have a median household income of only \$18,863, whereas average wages of downtown workers are substantially higher. For example, in Zip Code 32002, which covers much of the Northbank area, average wages of private sector workers in 2011 were \$78,203. The low median household income reported for the entire downtown area, however, is not representative of parts of downtown. A median of \$60,253 was reported in 2011 for the Northbank core, which includes a number of newer housing projects. The Southbank area is likely to have similar and higher median incomes based on the type and cost of newer housing projects in this area. The comparatively high income levels make the downtown workforce a prime market for downtown housing. They also illustrate a major point that although Downtown is home to 48,000 well paid workers, it is not where they actual reside.

The three new and recently announced projects in Brooklyn and LaVilla all are rental apartment developments. The Consultants considers the rental market the most viable opportunity for new downtown housing at present because of steep drops in pricing of for-sale product in recent years. Resale prices in the last 2-3 years often are 50 percent or less of prices paid originally for new units



several years ago. Such severe price declines severely limit near-term opportunities in the downtown for-sale market.

### Critically Important Priorities

Our recommendations to the Downtown Investment Authority are targeted to one of three categories. The categories are Critical Importance, Impactful, and Builds Awareness for the Future. Recommendations of Critical Importance are presented below.

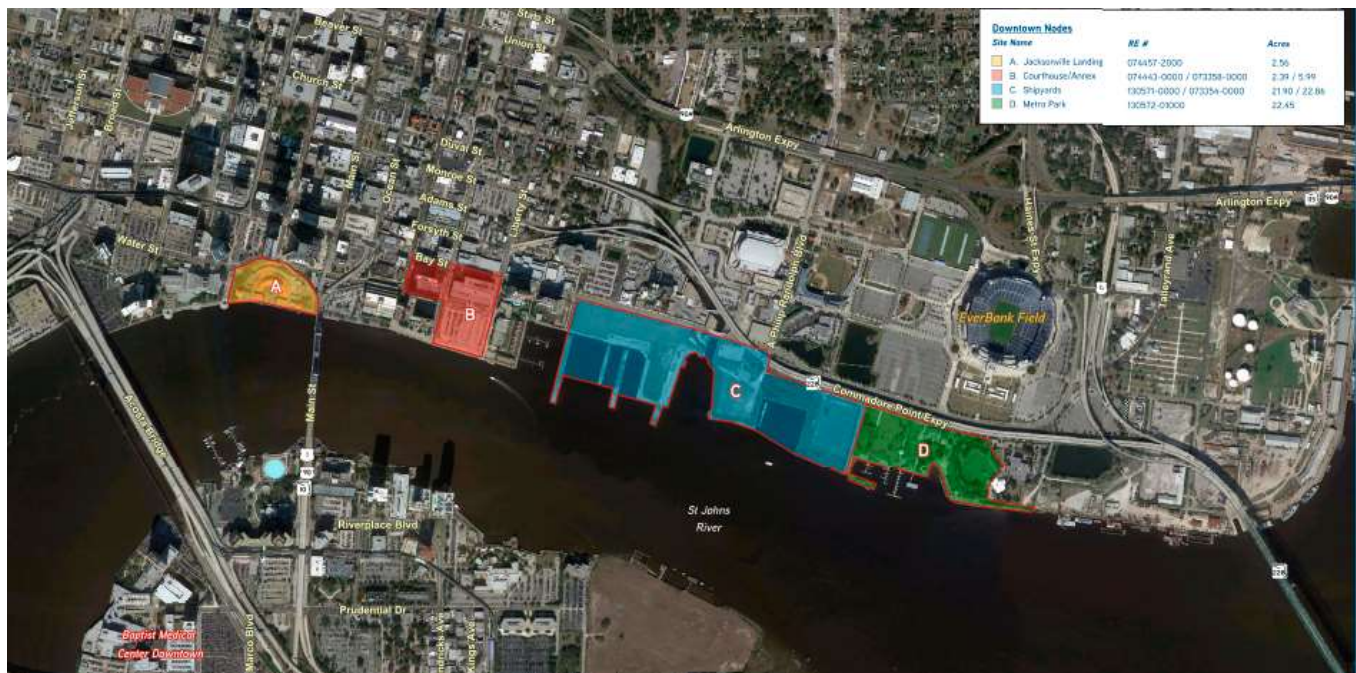
1. Critical Importance
  - a. Approach the task of redeveloping Downtown in steps
  - b. Prioritize the redevelopment of the Jacksonville Landing, Riverfront Activation, ensure the Westend developments succeed, and the manageable steps of the Retail Activation
  - c. Build off of Strengths. Promote your centerpiece, the St. Johns River. Cater to those within the region that seek an intown lifestyle, historic architecture, want to attend major activities in the region's best attraction and venues.
  - d. Focus on developing housing and activating existing retail. The key to your retail growth is a better marketing strategy and increased residential.
  - e. Embrace neighborhoods. Build the momentum of Downtown one neighborhood at a time. Do not spread your efforts too thin. Focus on what is working (San Marco, Southbank, Five Points and Brooklyn). Use their success to carry over development and excitement into Downtown.
  - f. Focus on the branding of Downtown, not just the neighborhoods, i.e. Downtown's Northbank, Downtown's Southbank, Riverside Downtown, Brooklyn Downtown, The Trio Downtown, et
  - g. Develop a Transportation Strategy for the Future. Think about how transportation in Downtown can be used as a marketing and competitive advantage. A connected Downtown, links several individual neighborhoods, each with their own distinct character. As the region experiences the inevitable traffic congestion and sprawl, use transportation to make Downtown smaller. Think broadly. Bikes. Ride Share. Walking paths. A high quality Trolley that goes everywhere. A well planned transportation strategy is one of the key elements to helping keep the whole Downtown area assessable to everyone.
  - h. Attract and leverage private investments in rental and for-sale housing developments targeting a range of demographic and income groups with various land contributions, infrastructure investments, incentive grants, and low interest loans as it has done with several downtown housing projects in the past. **Note:** Incentives provided to six downtown housing projects since 2000 averaged nearly \$60,000 per unit for 1,168 units



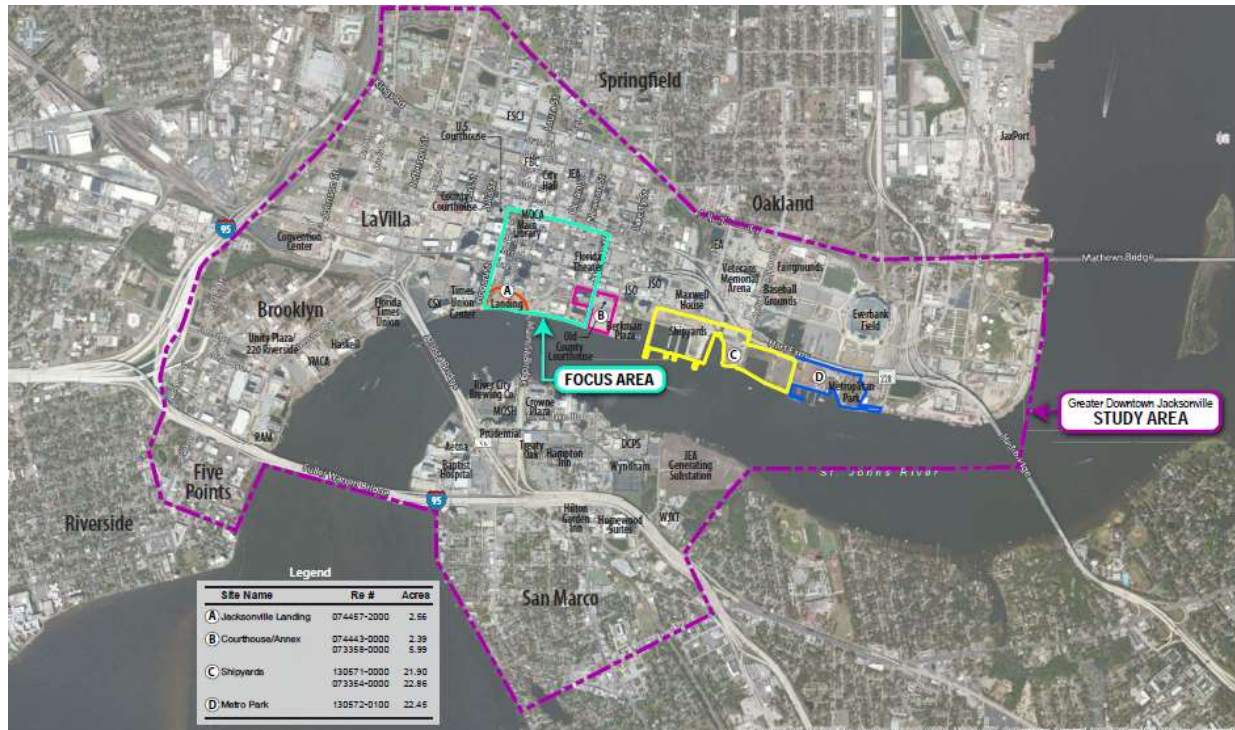


### Section 3: City of Jacksonville Market Overview

The assignment to research the feasibility of new or redeveloped residential, hospitality, office and retail in the Northbank of Downtown Jacksonville was focused on four opportunity sites on the downtown riverfront. These sites were the current Jacksonville Landing site, the Courthouse/Annex site, the Shipyards site and the Metro Park site. All of these sites are clustered in close proximity (less than 1.5 miles) to each other, with the Courthouse/Annex, the Shipyards and the Metro Park sites all being immediately adjacent to one another.



In analyzing these four opportunity sites, the relationship between the Northbank, Southbank, and the adjacent neighborhoods of Five Points, Riverside, Avondale and San Marco, is critical to understanding how residential preferences, retailer preferences and the establishment of preferred Downtown office submarkets are evolving. To that end, our research team defined a Study Area that spanned from the Five Points neighborhood up through Brooklyn and LaVilla, across Kings Road to the eastern edge of the Riverfront by the Mathews and Hart Bridges, through the Southbank and San Marco neighborhoods. This Study Area encompassed areas that are seeing great momentum and private development, as well as opportunity areas in need of redevelopment or refocusing. Understanding the limitation on public resources, and the need to concentrate those resources on areas that allow for the most impact, we have “studied” the Downtown area broadly, but “focused our recommendations” and ideas in a Focus Area that is centered on the heart of the central business district. Our Main & Main is a Focus Area that is bordered by Hogan Street to the west, Duval Street to the north, Market Street to the east and the riverfront to the south.



While our defined Study Area and Focus Area represent our recommended key areas of research and focus in Downtown Jacksonville for current and future development, it is impossible to properly research those areas without understanding and considering the demographic and real estate dynamics of the entire City of Jacksonville. The City of Jacksonville's consolidated form of government, essentially makes Downtown Jacksonville the region's shared downtown. This regional relationship offers Downtown Jacksonville many positive and negative considerations.

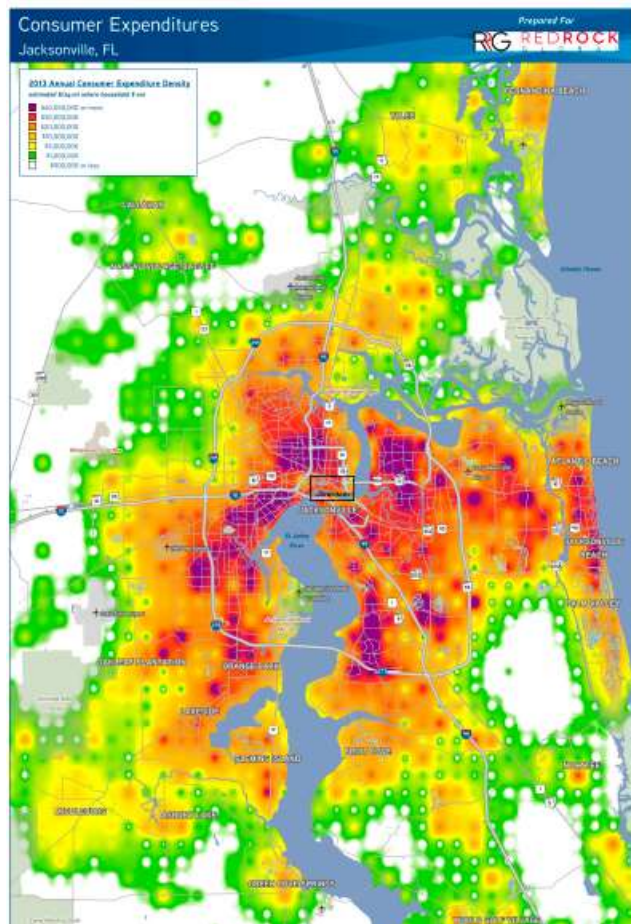
#### 1. Positives

- A larger region increases the population count overall, opening the door for attractions in need of a larger population pool to draw from
- A larger region allows for the creation of several diverse communities and neighborhoods, capable of catering to very specific preferences
- Downtown's unique geographic features, historic assets and central accessibility, position it as a one-of-a-kind draw to the entire region, offering many attributes not present, and not capable of being offered, anywhere else in the City of Jacksonville

#### 2. Negatives

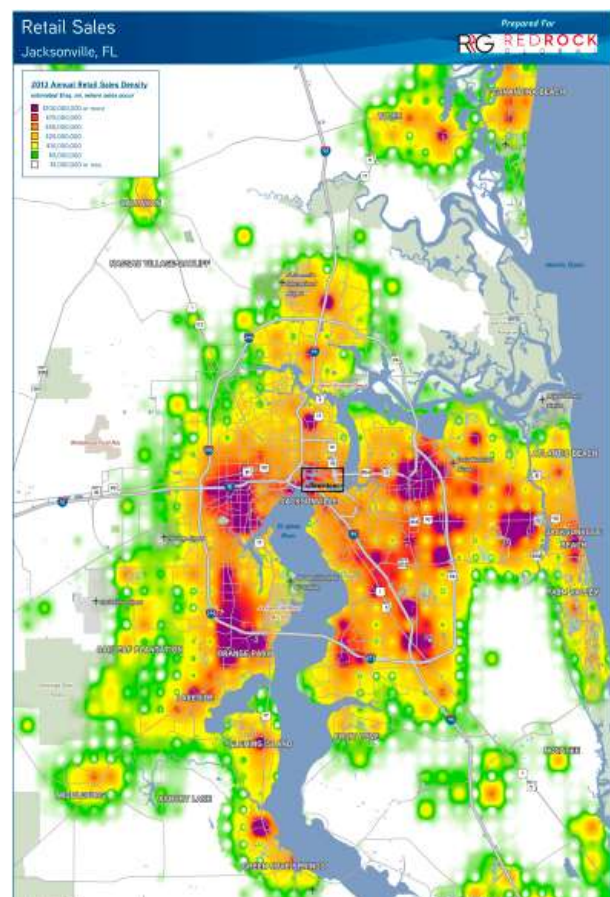
- Larger areas often produce developments that sprawl all over the region, damaging the opportunity to produce density
- Competition vs cooperation often occurs between municipalities and smaller towns as everyone attempts to create their own self-contained, all inclusive communities
- The region often loses much of its efficiency as redundancy is developed in many municipalities and smaller towns





Many of these considerations can be easily understood when you study the region's retail sales and demand projections. The projected Retail Demand in the region is greatest in several areas around the City of Jacksonville. Retail Demand projections are heavily tied to residential population and income levels. Where population and income are the highest, the demand is projected to be the highest. Developers and retailers use these demographic indicators and associated projections to guide them in their development or site selection decisions. In the City of Jacksonville, the Retail Sales can be seen in areas with predictable immediate proximity to the Retail Demand. If development areas exist between two demands, those areas are even better. These heat maps demonstrate the dynamic between Demand and Sales and how the development has occurred in the region. The dark purple Retail Sales areas represent the areas where retail sales occur. Naturally, these areas are all major retail centers. When you look at these

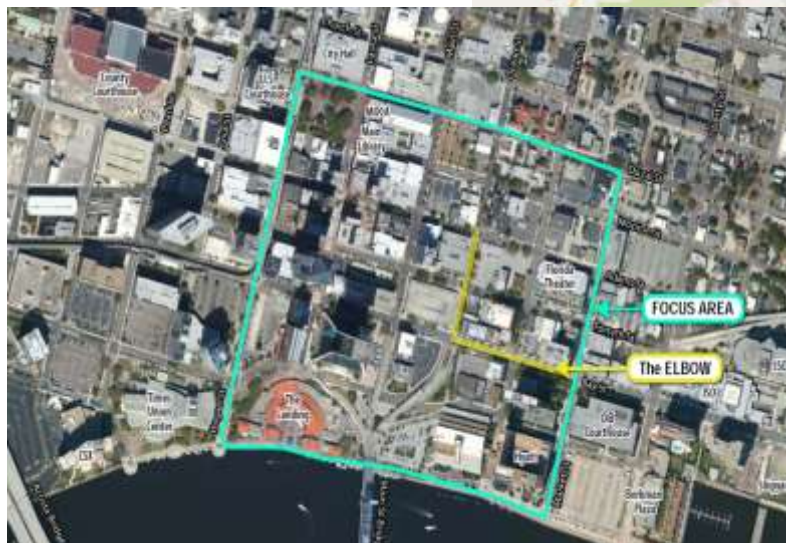
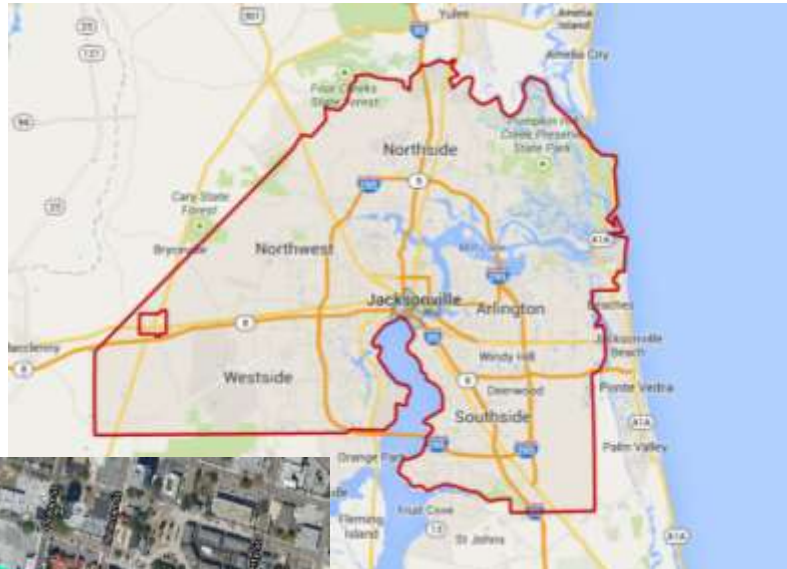
retail areas and the road/traffic patterns of Jacksonville, you can begin to understand the reasons these retail centers were developed, and how they were located, and why their existence today makes the idea of new retail development Downtown more difficult. The question is often asked, "Does residential or retail drive the presence of the other?" **The answer is more often, retail cannot/will not exist until adequate residential density is present.** In dense urban setting, this fact can often be influenced by the presence of large employment centers or education centers, but ultimately, residential must be present. Downtown does not offer a strong residential environment today, and this significantly impacts the Study and Focus Areas' ability to attract quality retail. Combined with the fact that the Downtown office market has an office inventory size almost equal to the Southside market, site selection decisions for development requires a regional consideration.





There are 7,300,00 rsf of commercial office space in Downtown Jacksonville at a 23% vacancy rate as compared to 32,307,036 rsf of office space in Arlington, Baymeadows, Riverside, San Marco and Southside.

Riverside and San Marco submarkets offer a combined 4,878,474 rsf, with Southside offering 15,953,377 rsf



According Downtown Vision, Inc., Downtown's Northbank and Southbank offer 724,000 rsf of total retail with a vacancy rate that exceeds 37%.

The Baymeadows, Riverside, San Marco and Southside submarkets in comparison offer a total 33,983,936 rsf of retail space at 7.5% vacancy.



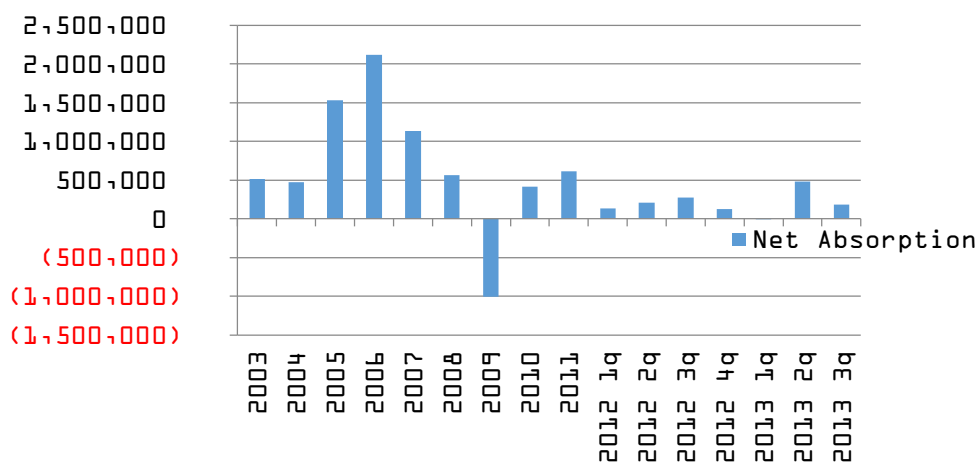




### Office Overview, Robert Selton, Colliers International

Ownership of large blocks of space changed hands in 2013 and is continuing into 2014 at a level never experienced before in the North Florida market. This activity has been brought on by a change in existing long term ownership strategies by national, regional and local developers. Several transactions of note include Parkway Properties purchase of eight (8) Class A, 94% occupied buildings in the most active and desirable submarket in Jacksonville – the Southside/Butler Baymeadows Submarket, which contains 40% of all suburban Class A, B and C product. The eight buildings totaling 969,673 square feet sold for \$130,000,000 or \$134/square foot at a 9% cap rate. In addition, Rosemont Realty, headquartered in Santé Fe, New Mexico, added to their Jacksonville inventory with the purchase of the three (3) Concourse Buildings, previously owned by Northwestern Mutual. These three (3) Class A buildings containing 288,147 square feet transacted for \$31,800,000 or \$110/square foot at an 8% CAP rate. Crocker Partners, headquartered in Boca Raton, also re-entered the Jacksonville market with the purchase of seven (7) buildings in Freedom Commerce Center totaling 752,000 square feet for \$27,800,000 or \$36.99/square foot. The buildings were 40% occupied and traded in auction, alleviating a troubled situation for the owner. Freedom Commerce Center provides for large blocks of Class B space in a tightening market that has seen available blocks of large space become scarce as the economic recovery continues. Of recent interest is the decision by Liberty Property Trust, a stalwart developer owner of office and industrial space in Jacksonville, to exit several non-core markets, including Jacksonville, and sell off the 2.1 million square feet of product and 140 acres of developable land. The 6.6 million square feet Liberty is selling off in several markets is under contract to a single buyer.

As is reflective of the economic recovery, in 2012 a majority of the renewals completed for Tenants that entered into leases in 2007 and 2008 resulted in decisions to downsize. This year, 2013, renewal Tenants are expanding and preparing for growth in most service sectors. Through the 3rd quarter of 2013, absorption has approached 700,000 square feet with most of this coming from Class A and Class B product in the CBD and Southside/Butler Submarkets. Jacksonville has had two consecutive quarters of positive absorption – the largest being in the second quarter of 2013 with almost 500,000 square feet. Jacksonville's overall office market contains 61.8 million square feet of Class A (16 million square feet), Class B (30.6 million square feet), and Class C (15 million square feet) product so a few consecutive quarters of six-figure positive absorption has an immediate impact on the health of the market.







There have been several large blocks of space absorbed including over 120,000 square feet, including leases by C2C of 30,381 square feet (Healthcare), expansion by EverBank of 62,798 square feet (Financial Services), and Executive Suite Professionals with 18,308 square feet in the EverBank Center in the Central Business District and 76,000 square feet by Deutsche Bank in Butler Plaza. In addition, velocity of the Jacksonville Healthcare market continues the upward trend as does the financial sector, as reflected by the expansions by Deutsche Bank in the suburbs and EverBank growth in the Central Business District.

### **Retail Overview, Jason Ryals, Colliers International**

Like many cities, downtown Jacksonville was once the retail hub with department stores, clothing shops and restaurants lining Laura Street, Monroe Street and Forsyth Street. In the 1970's retailers left downtown, moved out to the suburbs into the malls and power centers, leaving a retail void in the urban core. Over the years, the vacant retail spaces have been converted into city offices, the Museum of Contemporary Art Jacksonville and traditional office space. The only retail that remained were a few locally owned retail stores; a book store, jewelry store and a handful of small restaurants.

Since the 1970's the main retail focus has been at the Jacksonville Landing. At one time the Landing was home to national clothing chains, a sunglasses store, and national brand restaurants. In the last 15 years, those retailers have left. The Landing is still home to several restaurants and a country nightclub, but is currently a far cry from the retail destination that it once was.

Over the last 5 years the urban core has seen some new national retailers slowly reenter the market. 7-Eleven has opened two stores in the Central Business District. One is a convenience store at the bottom of a parking garage; the other a 6 pump gas station located on State Street. McDonald's, Family Dollar and Goodyear Tire have also opened stores on State Street in the last 5 years. Their sales volumes are above average compared to the average store in the Jacksonville market. These retailers are strategically located on State Street to hit the blue collar customer, making use of the heavy traffic that goes through downtown rather than trying to attract the consumers that live or work in downtown.

Jacksonville's urban core is broken down into three submarkets. As the name describes, the Southbank/San Marco area is on the south side of the St. Johns River. This submarket has a nice blend of office space, roughly 3 million SF, several residential high rises on the river, the largest hospital in North Florida (Baptist Downtown) and an upper income neighborhood of San Marco just to the south of it. The combination of day time population, residential population and 24 hour traffic at the hospital has helped support a vibrant retail market. The area is home to several high end restaurants with Chart House, Ruth's Chris, Bistro Aix and BB's. Panera Bread, Hurricane Wings, and Jimmy Johns have all opened new locations in the last three years. Several other restaurants are currently under construction including Veloce Pizza and The Kitchen on St George. There isn't any large scale retail planned on the Southbank, but Publix is projected to open a new store in San Marco in the next 2 years.

The second submarket is the Brooklyn/Riverside area. This area is delineated by the Convention Center to the north and King Street to the south. This area is currently the most active retail market in downtown with Fresh Market under construction on Riverside Avenue. 220 Riverside is a mixed-use project that will open in the 3rd quarter of 2014 and will have 16,500 SF of retail. Corner Bakery is joining Fresh Market in their center. Riverside also has a Publix anchored retail center that has an additional 25,000 SF of retail with Subway, Einstein's Bagels, Great Clips, Tijuana Flats and other national



brands. This area does well because, similar to the Southbank area, the retailers are supported by the upper income residents in Riverside.

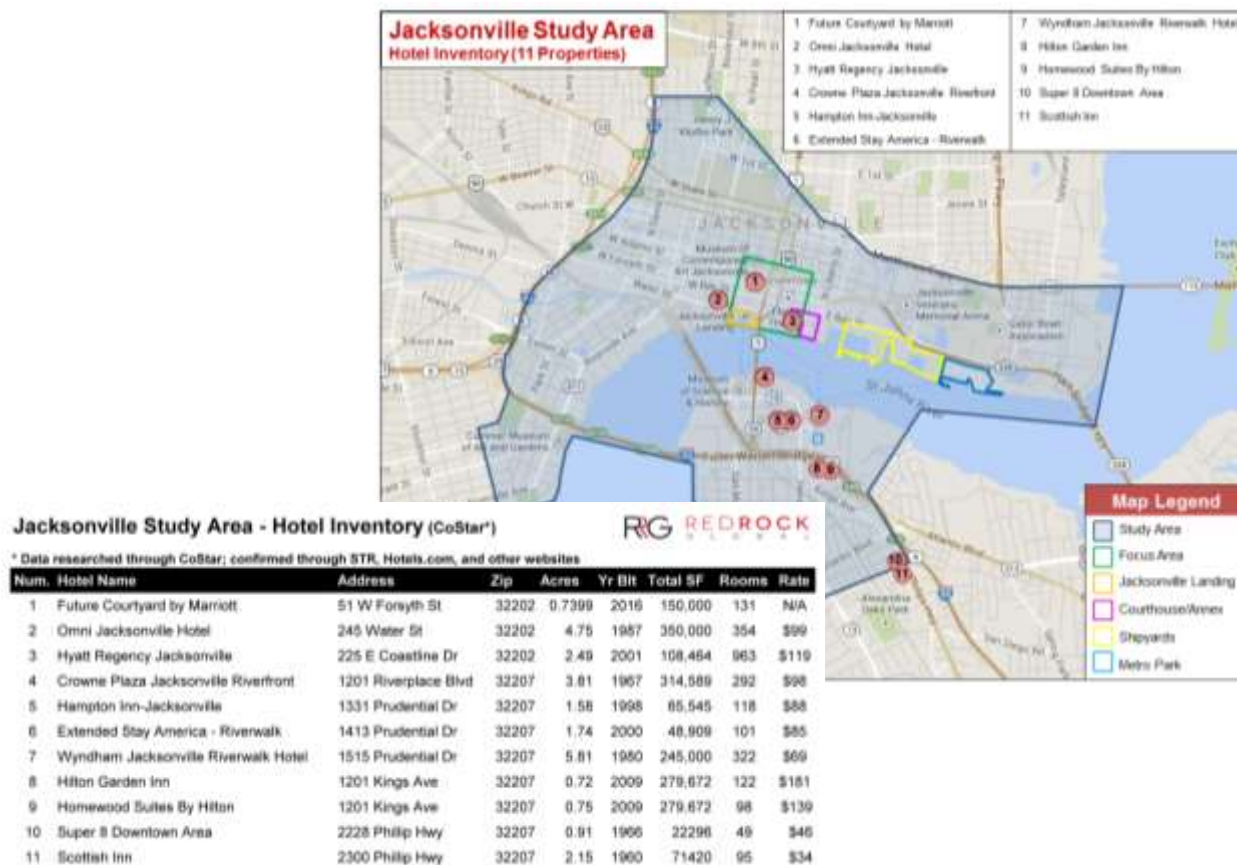
The third and final submarket for downtown is the Northbank. The Northbank is the business center of Jacksonville with the highest concentration of office towers, having over 6 million SF of office space spread over just a few blocks radius. However, the Northbank's retail market is extremely limited due to the lack of residential population. The neighborhood just north of Northbank is Springfield. Springfield started to gentrify in the last economic boom, but it did not recover enough to support retailers. Every third or fourth house in Springfield has been fixed up and remodeled, but overall remains a work in progress. The Northbank has a few café and sandwich shops supporting the daytime population, but there is very little national retail presence on the Northbank. With this lack of residential support, the Northbank's retail will struggle to gain any consistent momentum because people are only in the area during business hours.



## Commercial Inventories

### Study Area

2,825 acres encompassing the two Downtown CRAs, which contain both the LaVilla and Brooklyn neighborhoods; Five Points and San Marco.



### Jacksonville Study Area - Office Inventory (CoStar)

Num.	Building Name	Address	Zip	Class	Acres	Yr Blt	RSA	Typ Flr SF	Avail SF	Avg Rent
1	EverBank Center	301 W Bay St	322025184	A	3.01	1963	1,000,000	34,000	359,093	\$18.65
2	BB&T Tower	200 W Forsyth St	322024349	A	1.14	1975	269,176	17,423	22,721	\$18.96
3	Wells Fargo Center	1 Independent Dr	322025039	A	3.80	1975	647,251	18,100	52,885	\$23.00
4	Bank of America Tower	50 N Laura St	322023664	A	1.36	1990	724,852	21,000	255,221	\$20.27
5	SunTrust Tower	76 S Laura St	322023433	A	0.62	1989	383,239	17,000	205,460	\$15.46
6	Law Exchange Bldg	24 N Market St	322022852	A	0.14	1985	30,444	4,832	-	-
7	Aetna	841 Prudential Dr	322078329	A	11.56	1955	494,437	15,181	9,855	\$18.40
8	DuPont Center One	1650 Prudential Dr	322078147	A	11.73	1988	80,000	20,000	8,587	\$21.00
9	DuPont Center Two	1660 Prudential Dr	322078197	A	11.73	1989	80,000	20,000	13,838	\$20.00
10	Stein Mart Building	1200 Riverplace Blvd	322079046	A	1.63	1985	237,841	19,700	14,376	\$21.50
11	Riverplace Tower	1301 Riverplace Blvd	322079047	A	6.54	1968	420,000	18,000	112,251	\$21.50
12	St Joe Building	245 Riverside Ave	322024924	A	3.00	2003	135,286	27,057	6,600	\$22.00
13	EverBank Plaza	501 Riverside Ave	32202	A	2.45	2007	221,962	25,444	39,806	\$23.18
14	Blue Cross & Blue Shield of Florida	532 Riverside Ave	322024914	A	7.69	1968	542,061	27,104	-	-
15	Fidelity Bldg #1	601 Riverside Ave	322042946	A	11.33	1994	288,693	22,207	-	-
16	Fidelity National Financial Bldg 5	601 Riverside Ave	322042946	A	11.33	2008	294,600	36,825	-	-
17		701 San Marco Blvd	322078175	A	2.77	1985	658,822	31,000	112,174	\$19.50
18	One Enterprise Center	225 Water St	322025185	A	0.90	1985	317,577	14,435	218,865	\$20.47

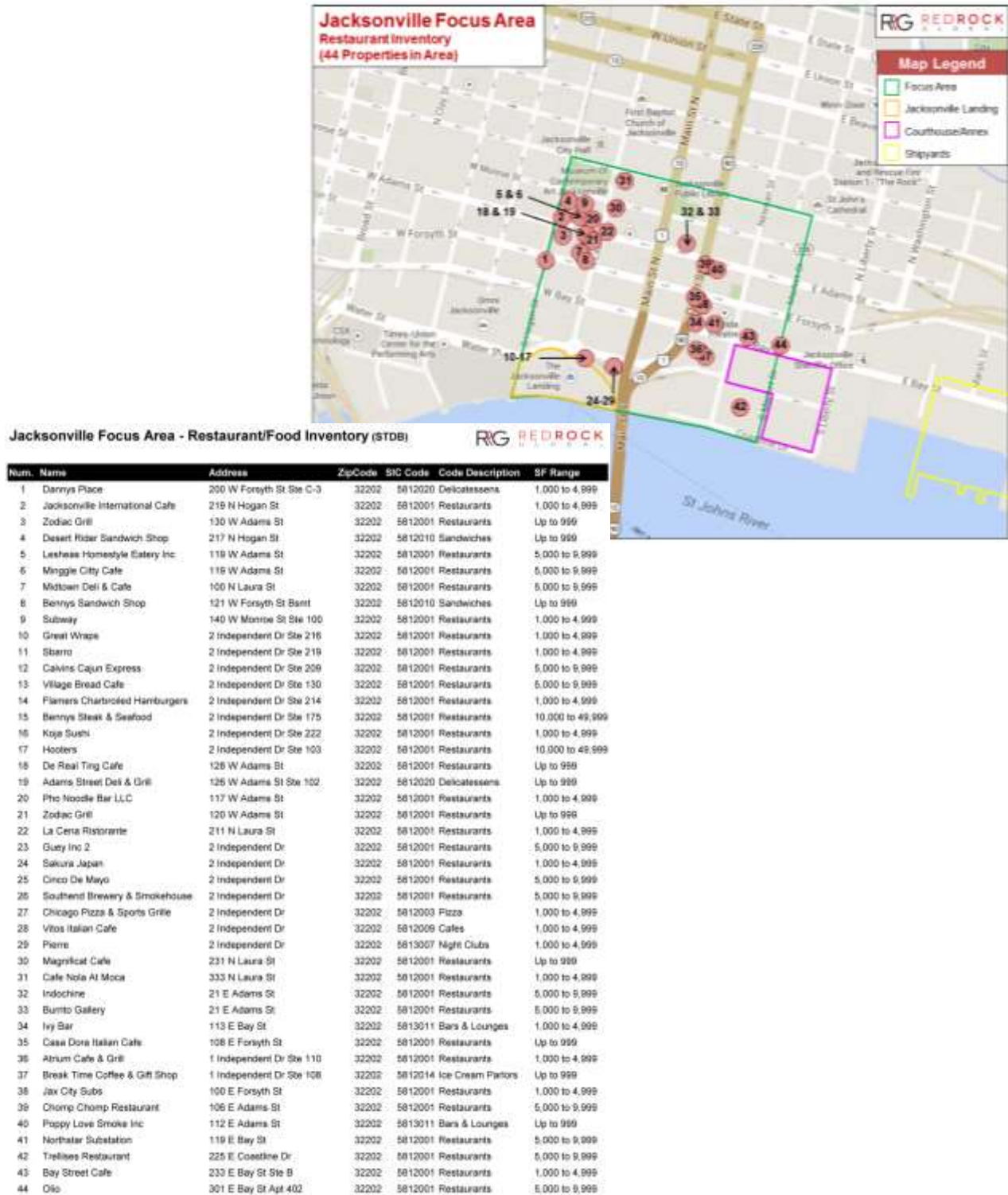
The 90 acre Focus Area represents the heart of the Downtown's Northbank and is centered on the Jacksonville Landing. The Focus Area is bounded by Hogan, Market and Duval Streets.







One of the key areas of attention for the Focus Area is the lack of quality dining available downtown. Although STDB's research list 44 dining establishments in the Focus Area, noticeably missing are the basic national restaurants and trendy restaurateurs.







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## **Housing Market**

This housing market analysis presents data, analyses, and recommended goals and strategies designed to provide guidance and support for actions by the Downtown Investment Authority (DIA) and City of Jacksonville to encourage, market, and facilitate growth and development of a wide range of housing products and environments in downtown Jacksonville. Analyses and recommendations presented herein are intended to support housing initiatives, programs, and specific projects included in the DIA Business Investment and Development Strategy (BID).

Presented in this section are analyses of economic and socioeconomic conditions and factors in the five-county Jacksonville Metropolitan Area that drive or otherwise influence future economic conditions and housing opportunities in downtown Jacksonville. In addition, an assessment of the Jacksonville area housing market is presented based on analyses of building permit and sales activity and relationships between job growth and housing demand. Finally, the existing downtown housing market is evaluated, including an inventory and assessment of the characteristics and performance of existing and proposed for-rent and for-sale housing projects.

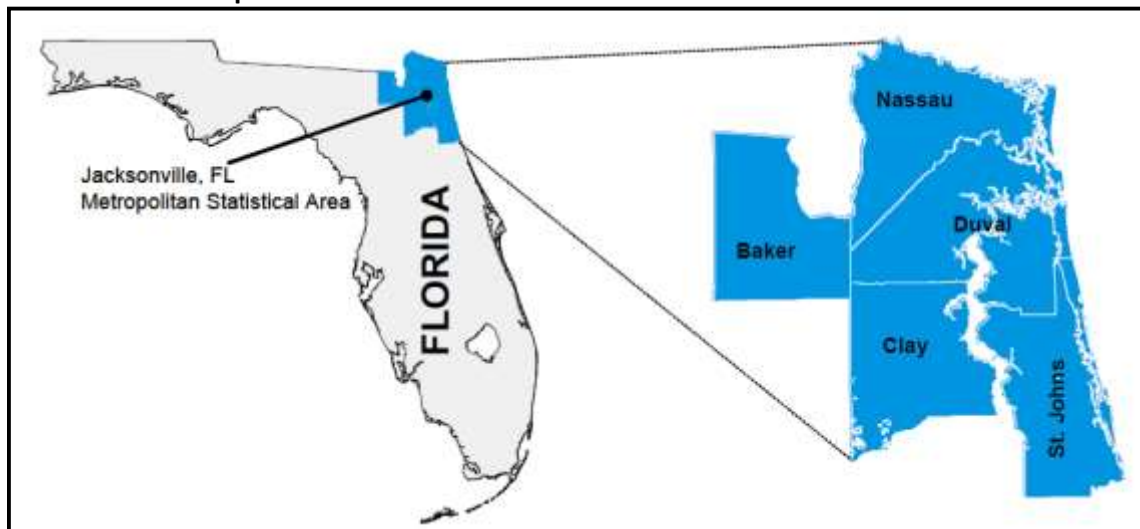
This section provides background and a basis for assessments and recommendations presented in Section 5, including recommended downtown housing goals and projections, actions needed to achieve these goals, and opportunities and strategies for specific areas of downtown, including the Brooklyn, LaVilla, and Cathedral neighborhoods, Northbank and Southbank riverfront areas, and housing infill opportunities in older commercial and civic buildings in and around the downtown core.

### **Housing Market Drivers**

The Jacksonville Metropolitan Statistical Area (MSA) consists of a five county region of Northeast Florida. The five counties include Duval (in which the City of Jacksonville is located), Baker, Clay, Nassau and St. Johns. The City of Jacksonville is co-extensive with Duval County, except for the three beach municipalities of Atlantic Beach, Neptune Beach and Jacksonville Beach, and the Town of Baldwin in western Duval County, making it geographically the largest City in the U.S.



### Jacksonville Metropolitan Statistical Area



**Economic Base.** Jacksonville has a diverse and generally stable economic base, anchored by the U.S. military and growing transportation and distribution, financial services, and health care industries. The city is a transportation hub, with a major deepwater port, three Class I railroads – CSX, Norfolk Southern, and Florida East Coast – and Interstate highway links north and south (I-95) and to the west (I-10). “Jacksonville: America’s Logistics Center” is the brand by which the area is being marketed to industries seeking a strategic South Atlantic location to distribute goods to the national and global markets.

The distribution and logistics industries are attracted by these transportation resources, with many millions of square feet of industrial space and thousands of employees. Largest concentrations of activity are located north and west of the urban core in and near the I-95 and I-10 corridors. The Port of Jacksonville is a leading foreign auto import and processing center. Auto makers and distributors with a presence in the area include Southeast Toyota, the largest distributor in the United States, Mercedes Benz, BMW, Volvo North America, and Volkswagen. Numerous other consumer and industrial products companies have large distribution centers in the Jacksonville area, including Bridgestone Firestone, Coach Leather Goods, Sears, Unilever, Publix Supermarkets, Wal-Mart, and Samsonite. The area is also home to a growing number of nationally-known transportation and third party logistics firms, including Crowley Maritime, CEVA Logistics, and Landstar Systems.

There are two significant U.S Navy installations in Jacksonville: Jacksonville Naval Air Station, which employs more than 25,000, and Naval Station Mayport, with a workforce of 9,000. Jacksonville NAS is home to the Fleet Readiness Center Southeast, a facility with 5,000 civilian,

Military, and contractor personnel involved in the maintenance, repair, and refitting of naval aircraft. NS Mayport, only one of two US Navy ports on the East Coast, is being improved to host one or more of the latest generation nuclear-powered aircraft carriers. These two military installations, plus Naval Submarine Base Kings Bay in nearby Camden County, Georgia, places greater Jacksonville among the leading military areas, topped only by Norfolk, Virginia, and San Diego, California.

Aviation is a targeted growth industry and a natural fit to Jacksonville. 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. The city has been experiencing a boom in the aviation industry since the early 2000s. The BRAC closure of NAS Cecil Field master jet base in the 1990s, gave rise to the conversion of this former 17,000-acre military property on the west side Jacksonville to Cecil Airport, operated by the Jacksonville Aviation Authority as a center for the manufacture, repair, and servicing of civilian and military aircraft, and Cecil Commerce Center, as a large-scale City-owned business park. Cecil Airport tenants include private aircraft and aviation companies including Boeing, Flightstar Aircraft Services, LSI, and KCI Aviation, plus several U.S. government and military tenants. Cecil Airport, with its 12,500-foot main runway, is also the first FAA-licensed horizontal launch commercial spaceport on the East Coast.

The Jacksonville area is not only home to a diverse array of industrial and military facilities, it is also a leading center in the Southeast for the financial services industry, with major headquarters or regional offices and/or operations facilities and employment concentrations downtown and in suburban locations for Bank of America, Wells Fargo, Florida Blue, Citibank, Aetna Insurance, Prudential, Fidelity National Financial, Fidelity National Information Services, J.P. Morgan Chase, Merrill Lynch, Allstate Insurance, State Farm, and EverBank.

Another leading economic sector is health and medical services. Jacksonville is one of only three locations in the U.S. of the world famous Mayo Clinic, which continues to expand its medical care and research presence in the area at an impressive rate, attracting patients and professionals from areas well beyond the region. The area has a growing number of large medical centers with state-of-the-art capabilities and diagnostic facilities, a wide range of specialty hospitals and clinics, and various distributors and manufacturers of medical equipment and supplies, including Vistakon, Medtronic, PSS World Medical, and Xomed.

**Population Growth Trends.** The Jacksonville MSA surpassed the 1 million population threshold in 2000 and increased to almost 1.4 million persons by 2010. Duval County once dominated the five-county area in numerical growth, accounting for 54 percent of 1990-2000 population growth in the MSA, but only 38 percent of MSA growth from 2000 to 2010. This trend is expected to continue in the future, as the four suburban counties capture increasingly greater shares of metropolitan growth.

St. Johns County immediately to the south of Duval County along I-95 is the fastest growing in the MSA, as residential development and population growth continues to spill over from southeastern Jacksonville, Duval County's leading residential and commercial growth area.

Housing developers and residents are drawn to St. Johns County by its convenience to shopping and employment centers in southeastern Jacksonville, a top-rated public school system (No 1 in Florida), and less crowded suburban-rural atmosphere. Historic population trends for the MSA by county are shown below.



### Jacksonville MSA Population Trends, 1990-2013

<u>County</u>	<u>1990</u>	<u>2000</u>	<u>2010</u>	<u>2013</u>	<u>Percent Change</u>		
					<u>1990</u> <u>to 2000</u>	<u>2000</u> <u>to 2010</u>	<u>2010</u> <u>to 2013</u>
Duval	672,971	778,879	864,263	876,075	15.7	11.0	1.4
Baker	18,486	22,259	27,115	26,881	20.4	21.8	-0.9
Clay	105,986	140,814	190,865	192,843	32.9	35.5	1.0
Nassau	43,941	57,663	73,314	74,661	31.2	27.1	1.8
St. Johns	83,829	123,135	190,039	201,541	46.9	54.3	6.1
Total MSA	925,213	1,122,750	1,345,596	1,372,001	21.4	19.8	2.0

Source: University of Florida, Bureau of Business and Economic Research, (BEBR) 2013; URBANOMICS, Inc.

While experiencing a declining share of population growth during the past decade, Duval County remains the population center of the MSA, accounting for approximately 64 of the total MSA population.

The population forecast for the Jacksonville MSA indicates that from the 2010 Census base year, an additional almost 149,000 persons are expected to be added by 2020 and 345,800 persons by 2030. This represents an average population growth of approximately 17,290 people annually through 2030. These population estimates are based on the most current UF BEBR mid-range population forecasts for the MSA.

Importantly, Duval County is forecast to exceed the 1.0 million population mark by 2030, giving it increased status and visibility not previously enjoyed. MSA population projections are summarized in the table below.

### Jacksonville MSA Population Forecast 2013-2030.

<u>Estimates</u> <u>April 1, 2013</u>	<u>Projections, April 1</u>				<u>2013-2030 Change</u>	
	<u>2015</u>	<u>2020</u>	<u>2025</u>	<u>2030</u>	<u>Amount</u>	<u>Percent</u>
192,843	203,500	226,800	248,500	268,700	75,857	39.3
74,661	77,600	85,500	92,900	99,400	24,739	33.1
201,541	213,500	247,500	279,800	309,600	108,059	53.6
469,045	494,600	559,800	621,200	677,700	208,655	44.5
201,541	213,500	247,500	279,800	309,600	108,059	53.6
1,139,631	1,202,700	1,367,100	1,522,200	1,665,000	525,369	46.1

Source: University of Florida, Bureau of Business Research (BEBR), 2013; URBANOMICS, Inc.

**Employment and Unemployment.** The regional unemployment rate ranged from a high of 10.9 percent in 2011 to 3.2 percent in 2006, well below the national average and equal or below that of most of Florida's major Metropolitan Areas. In 2013, the MSA unemployment rate dropped below seven percent. Employment trends in the Jacksonville MSA are summarized on page 29.



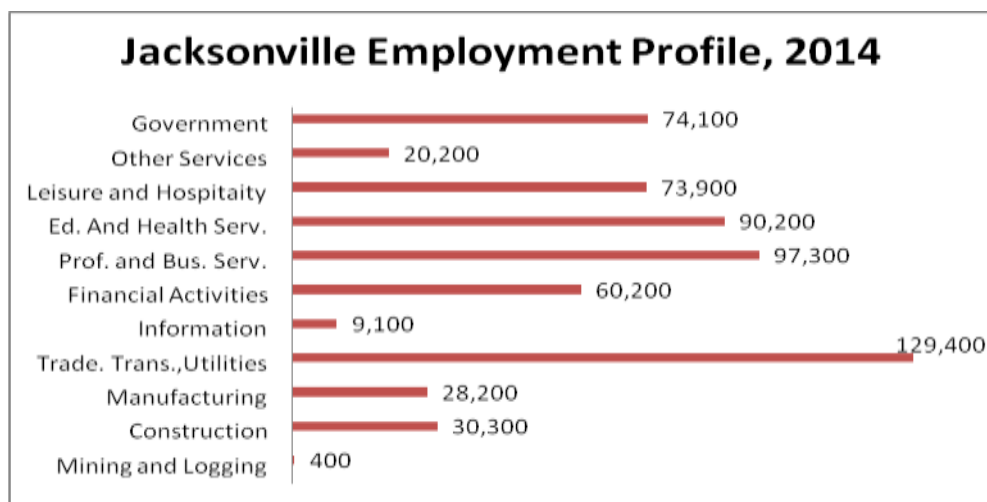
### Labor Force and Employment Trends

<u>Year</u>	<u>Period</u>	<u>Labor Force</u>	<u>Employment</u>	<u>Unemployment</u>	<u>Unemployment rate</u>
2000	Annual	589,348	570,307	19,041	3.2
2001	Annual	595,472	571,030	24,442	4.1
2002	Annual	597,488	565,986	31,502	5.3
2003	Annual	599,466	569,186	30,280	5.1
2004	Annual	607,558	579,685	27,873	4.6
2005	Annual	630,361	607,134	23,227	3.7
2006	Annual	650,333	629,342	20,991	3.2
2007	Annual	677,145	651,726	25,419	3.8
2008	Annual	687,133	647,101	40,032	5.8
2009	Annual	681,478	614,453	67,025	9.8
2010	Annual	687,777	612,845	74,932	10.9
2011	Annual	691,182	623,001	68,181	9.9
2012	Annual	696,351	638,800	57,551	8.3

Source: U.S. Department of Labor, Bureau of Labor Statistics; URBANOMICS, Inc.

Employment levels dropped in 2002 and again in the 2008 to 2010 period. Since that time, however, employment levels are experiencing significant increases. During the past several years employment levels have increased by more than 10,000 and 15,000 persons, respectively.

A profile of the MSA economy, indicates that the Trade/Transportation/Utilities, Professional and Business Services, and Education and Health Services are the three leading sectors of the Jacksonville metropolitan economy based on numbers of jobs. The Government and Leisure and Hospitality sectors are next in order, followed by Financial Activities. The Construction, Manufacturing, and Information sectors are more important to the regional economy than their lower job numbers would suggest.



Source: U.S. Bureau of Labor Statistics; URBANOMICS, Inc.





**Major Employers.** Major public sector and private sector employers in the Jacksonville market are listed below.

### Jacksonville Area Large Employers

#### Public Sector

Naval Air Station Jacksonville	U.S. Navy	25,240
Duval County Public Schools	Public Education	14,480
Naval Station Mayport	U.S. Navy	9,000
City of Jacksonville	Government	8,820
Clay County School Board	Education	4,000
U.S. Postal Service	Processing-Mail Delivery	3,790
St. Johns County School District	Education	3,598

#### Private Sector

Baptist Health	Hospital	8,270
Bank of America Merrill Lynch	Banking-Investments	8,000
Florida Blue	Insurance, HQ	6,500
Citi	Consumer Finance	5,000
Mayo Clinic	Medical/Hospital	4,970
JP Morgan Chase	Investments, Reg HQ	4,200
United Parcel Service	Parcel Delivery	4,100
CSX Corporation	Railroad, HQ	4,000
St. Vincent's Medical Center	Hospital-Healthcare	4,000
UF Health	Hospital-Healthcare	3,500
Wells Fargo	Banking	3,500
Fidelity National Financial (Block Knight)	Financial Services, HQ	2,900

#### Downtown Jacksonville Major Employers

City of Jacksonville	Municipal Government
Baptist Health	Hospital
Florida Blue	Insurance, HQ
Bank of America	Banking-Investments
CSX Corporation	Railroad, HQ
St. Vincent's Medical Center Riverside	Hospital-Healthcare
Wells Fargo	Banking, Regional HQ
FI State College at Jacksonville	State College-Education
AT&T	Telecommunications, Regional. HQ
Block Knight Financial Services	Mortgage Services, HQ
EverBank	Banking-Mortgage Services
Internal Revenue Service	Government Tax Admin
Contemporary Services Corporation	Protective Services
U.S. Internal Revenue Service	Government
Prudential Insurance	Insurance
Aetna Insurance	Insurance

Source: JaxPartnership-Jacksonville Chamber of Commerce; URBANOMICS, Inc.



It should be noted that many of the larger downtown employers have locations and employees outside of the downtown in other locations in the city and the MSA.

According to Downtown Vision, Inc, downtown Jacksonville has an employment base of 48,000 workers in a wide range of private, institutional, and governmental employers, including those listed above in the transportation, financial services, staffing services, health care, sectors and Federal, state and local governments. Private sector firms with national, state, and regional headquarters downtown include CSX Transportation, Fidelity National Financial, Fidelity National Information Services), EverBank, Wells Fargo, and Stein Mart.

**Economic Outlook.** After a six-year slump, the Jacksonville real estate market is rebounding. Home sales increased 7.1% in 2013, with the median price jumping 6.8% to \$133,500. Permits for new homes were up 35% last year, though still far below their peak levels in 2005.

The financial sector of the economy is a bright spot, adding 1,200 jobs last year. Citibank hired 200 at its Southside Jacksonville office and plans to hire 200 more; Foundation Financial Group expanded its regional sales center and mortgage division; Deutsche Bank has shifted hundreds of jobs to Jacksonville and is anticipated to have an increasing presence in the market. EverBank brought its headquarters into Jacksonville's downtown in 2013 along with 1,700 jobs, including 200 new positions.

Other areas of the economy showing substantial strength include health insurers to hospitals, Jacksonville's health care companies are expanding as well. Surgical device maker Medtronic will add 175 jobs to its 600-plus Jacksonville workforce and will construct a 75,000-sq.-ft. addition to its surgical technologies division headquarters. Mayo Clinic is undergoing a \$100-million expansion expected to create about 200 construction and staff jobs. In December of 2013, Baptist Health opened the 11-story, \$200-million J. Wayne and Delores Barr Weaver Tower, featuring state-of-the-art surgical suites with intra-operative imaging capabilities. Novitas Solutions, a Florida Blue subsidiary, is adding 200 jobs.

### **Jacksonville Area Housing Market**

This section presents an overview the Jacksonville housing market based upon real estate development activity and sales trends. Included is an evaluation of building permits trends for both the MSA and Duval County as well as real estate sale data showing trends in pricing, activity levels and product orientation.

**Housing Permit Trends.** Residential development activity in the Jacksonville Regional Market, as measured by building permits issued, was relatively strong through 2005 then posting declines beginning in 2006 with the downturn of the national housing market, which continued through 2010. The table on the following page shows trends for the 2003-2013 period.



### Jacksonville MSA Residential Building Permit Trends, 2003-2013.

Jacksonville MSA	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
Total Units	15,821	19,326	25,088	16,967	10,928	6,963	4,666	3,606	3,911	7,166	7,355
Units in Single-Family Structures	12,784	14,683	18,610	11,500	7,348	5,149	3,323	3,387	3,245	4,579	6,276
Units in All Multi-Family Structures	3,037	4,643	6,478	5,467	3,580	1,814	1,343	219	666	2,587	1,079
Units in 2-unit Multi-Family Structures	22	110	84	276	134	104	22	12	26	50	32
Units in 3- and 4-unit Multi-Family Structures	133	52	208	63	45	7	4	24	15	3	17
Units in 5+ Unit Multi-Family Structures	2,882	4,481	6,186	5,128	3,401	1,703	1,317	183	625	2,534	1,030

Note: 2013 permit levels are preliminary

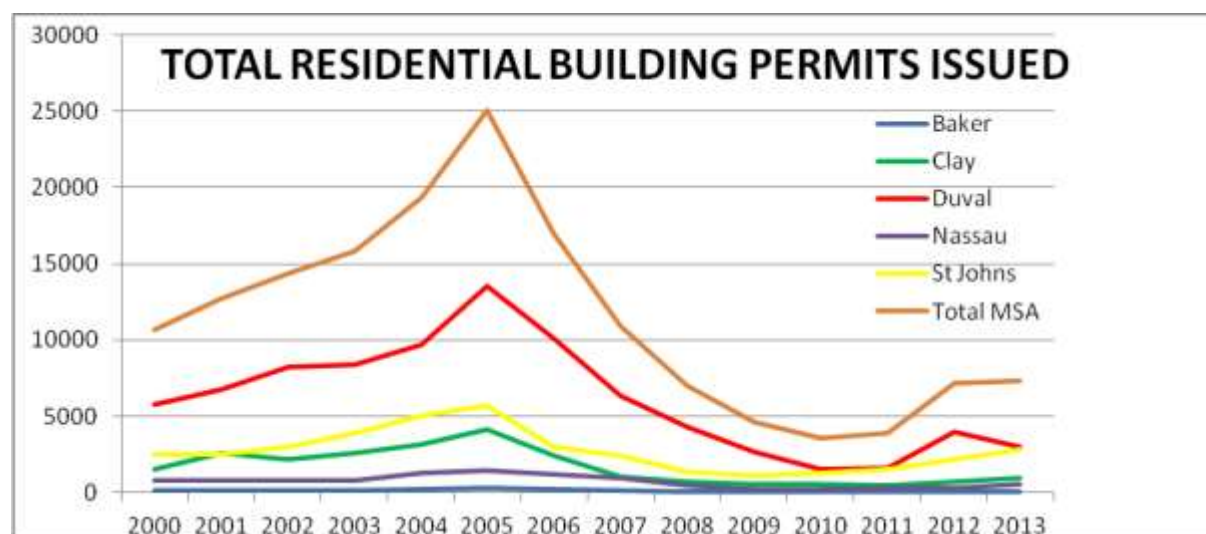
Source: Building Permit Data Base, State of the Cities Data Systems (SCODS)-HUD and URBANOMICS, Inc., 2014

As shown in the table, the market rebound began in 2011 with total units permitted increasing by 3,749 or 104 percent from 2010 permit levels. Single-family permits increased by 2,889 or 85 percent and multi-family permits by 878 permits or over 400 percent from 2010 through 2013.

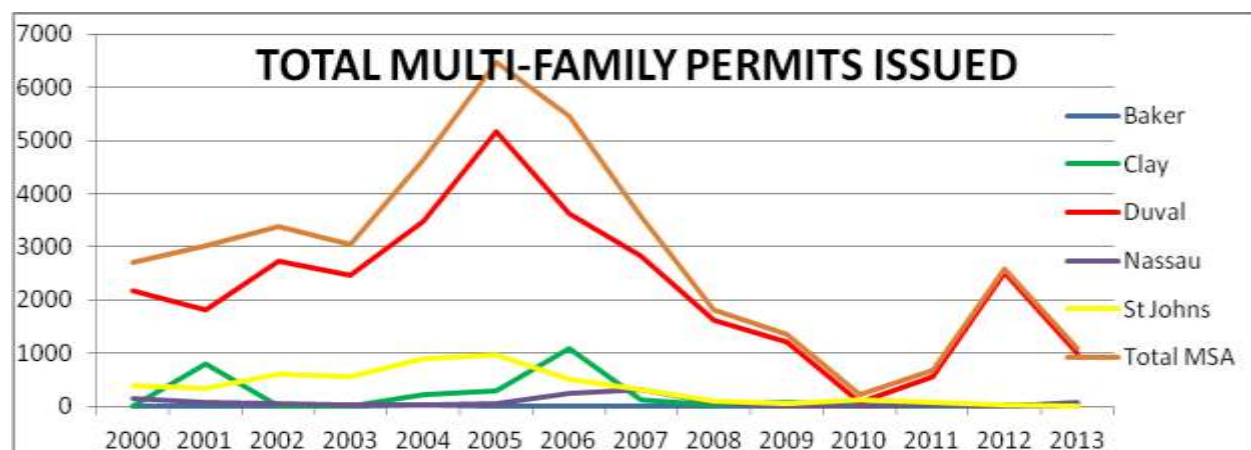
The Jacksonville MSA housing market continues to be focused on Duval County. In 2013, the County accounted for 40.7 percent of all residential building permits in the MSA. Multifamily residential permits accounted for 92.1 percent of the MSA total and the vast majority (about 81 percent) were issued in the City of Jacksonville.

Duval County building permits issued for single-family residential development has declined steadily since 2000 where they accounted for 45.6 percent of the total regional permits to 31.9 percent in 2013. All multi-family permits issued increased from 79.9 to 92.1 percent for these same years. For multifamily buildings with five or more units, Duval County accounted for 94.2 percent of all permits issued in the MSA.

MSA housing permit trends all housing units by county for the 2000-2013 period and multifamily housing permit trends by county for the same period are shown below.



Source: Building Permit Data Base, State of the Cities Data Systems (SCODS)-HUD; URBANOMICS, Inc.



Source: Building Permit Data Base, State of the Cities Data Systems (SCODS)-HUD; URBANOMICS, Inc.

Building permit activity in the MSA and Duval County for selected points during the 2000-2013 period are shown below, including Duval County shares of total MSA activity. County shares of all housing and single family housing in the five-county area continue to decline, but the County continues to hold firmly on the multifamily market.

#### Duval County Share of MSA Housing Permits

<b>Jacksonville MSA</b>	<b>2000</b>	<b>2005</b>	<b>2010</b>	<b>2013</b>
Total Units	10,682	25,088	3,606	7,355
Units in Single Family Structures	7,966	18,610	3,387	6,276
Units in All Multifamily Structures	2,716	6,478	219	1,079
Units in 2-unit Multifamily Structures	24	84	12	32
Units in 3-and 4-unit Multifamily Structures	126	208	24	17
Units in 5+ Unit Multifamily Structures	2,566	6,186	183	1,030
<b>Duval County, FL</b>	<b>2000</b>	<b>2005</b>	<b>2010</b>	<b>2013</b>
Total Units	5,801	13,507	1,501	2,996
Units in Single Family Structures	3,631	8,328	1,429	2,002
Units in All Multifamily Structures	2,170	5,179	72	994
Units in 2-unit Multifamily Structures	16	28	6	14
Units in 3- and 4-unit Multifamily Structures	0	136	0	10
Units in 5+ Unit Multifamily Structures	2,154	5,015	66	970
<b>Duval County Share (Percent)</b>	<b>2000</b>	<b>2005</b>	<b>2010</b>	<b>2013</b>
Total Units	54.3	53.8	41.6	40.7
Units in Single Family Structures	45.6	44.8	42.2	31.9
Units in All Multifamily Structures	79.9	79.9	32.9	92.1
Units in 2-unit Multifamily Structures	66.7	33.3	50.0	43.8
Units in 3- and 4-unit Multifamily Structures	0.0	65.4	0.0	58.8
Units in 5+ Unit Multifamily Structures	83.9	81.1	36.1	94.2

Source: Building Permit Data Base, State of the Cities Data Systems (SCODS)-HUD, URBANOMICS, Inc.



**Housing/Jobs Relationships.** Employment growth correlates generally with housing demand over the long term, but year-to-year changes in jobs do not have consistent proportional effects on housing demand and construction, since the housing market is affected by many variables. These variables include delayed reaction by developers in times of slowing demand and over-building in times of growing demand.

In more recent years, conversion of existing rental apartments to “new” for-sale condominiums, below market rate mortgage and other questionable financing practices have greatly distorted traditional long term relationships between housing and jobs. Year-by-year and long-term relationships between job growth and new housing permits in the Jacksonville Metro Area are shown below for the 1990-2013 time period.

Relationships are generally consistent when viewed over an extended time frame, as under-reactions and over-reactions to changing economic conditions tend to even out. Using permits as a yardstick of demand, each new job generated demand for 1.08 single family homes and 0.33 multifamily units from 1990 through 2013, for a total of 1.41 new housing units per net new job.

The boom and bust nature of the past decade (2000-2010) resulted in an extreme distortion of the housing/jobs ratio to 3.11 housing units permitted per new job. A relationship of this magnitude was simply not sustainable, and a major housing market correction occurred as a result with greatly diminished new construction and dramatic drops in prices of homes. Since 2010, the metropolitan housing-jobs relationship has returned to more normal conditions with 1.19 new housing units permitted per net new job.

During this 24-year period, year-over-year changes in jobs fluctuated from losses in 1991-1992, 2002, and 2008-2010 to peaks in 1993-1997, 2000, and 2005-2006. Meanwhile, new single family housing permits were comparatively constant through 2000, staying within the relatively narrow 6,000-8,000 range per year. Despite job stagnation and losses from 2001 through 2003, record low interest rates fueled a dramatic increase in single family permits beginning in 2001 and accelerating over 18,600 in 2005.

New single family housing permits dropped dramatically beginning in 2006 and bottoming out in 2011 with only 3,245 new homes permitted in the five-county area in response to the buildup of excessive housing inventories and sharp slowdown in demand during the prolonged national economic slump that began in 2007-08 and continues to be felt today.




**Metro Area Job Growth and Housing Construction Relationships, 1990-2003**

Year	Total Jobs (1)	Job Growth (2)	Housing Units Permitted			Housing/Jobs Ratio		
			SF	MF	Total	SF	MF	Total
1990	410,904	10,441	5,981	2,177	8,158	0.57	0.21	0.78
1991	408,101	(2,803)	5,906	1,462	7,368	NA	NA	NA
1992	406,405	(1,696)	6,735	545	7,280	NA	NA	NA
1993	422,678	16,273	7,017	491	7,508	0.43	0.03	0.46
1994	438,478	15,800	7,176	1,384	8,560	0.45	0.09	0.54
1995	454,731	16,253	6,468	2,122	8,590	0.40	0.13	0.53
1996	472,996	18,265	7,459	3,831	11,290	0.41	0.21	0.62
1997	491,099	18,103	6,966	1,596	8,562	0.38	0.09	0.47
1998	503,011	11,912	7,644	1,809	9,453	0.64	0.15	0.79
1999	513,851	10,840	8,030	3,268	11,298	0.74	0.30	1.04
1990-1999		113,388	69,382	18,685	88,067	0.61	0.16	0.78
2000	534,433	20,582	7,857	2,714	10,571	0.38	0.13	0.51
2001	537,484	3,051	9,722	3,028	12,750	3.19	0.99	4.18
2002	529,876	(7,608)	10,991	3,372	14,363	NA	NA	NA
2003	530,034	158	12,927	3,043	15,970	81.82	19.26	101.08
2004	544,709	14,675	15,350	4,667	20,017	1.05	0.32	1.36
2005	567,860	23,151	18,610	6,478	25,088	0.80	0.28	1.08
2006	587,034	19,174	11,500	5,467	16,967	0.60	0.29	0.88
2007	593,542	6,508	7,348	3,580	10,928	1.13	0.55	1.68
2008	590,642	(2,900)	5,149	1,814	6,963	NA	NA	NA
2009	558,361	(32,281)	3,323	1,343	4,666	NA	NA	NA
2000-2009		44,510	102,777	35,506	138,283	2.31	0.80	3.11
2010	552,932	(5,429)	3,387	219	3,606	NA	NA	NA
2011	557,816	4,884	3,245	666	3,911	0.66	0.14	0.80
2012	566,520	8,704	4,579	2,587	7,166	0.53	0.30	0.82
2013 (3)	576,817	10,297	6,276	1,079	7,355	0.61	0.10	0.71
2010-2013		18,456	17,487	4,551	22,038	0.95	0.25	1.19
1990-2013		176,354	189,646	58,742	248,388	1.08	0.33	1.41

Note: Baker County included in Metro Area totals from 2001 through 2013.

(1) US Bureau of Labor Statistics QCEW Series, average annual "covered employment"

(2) Job growth over prior year

(3) 2013 Total Jobs are based on 3rd Quarter data

Source: URBANOMICS, Inc.

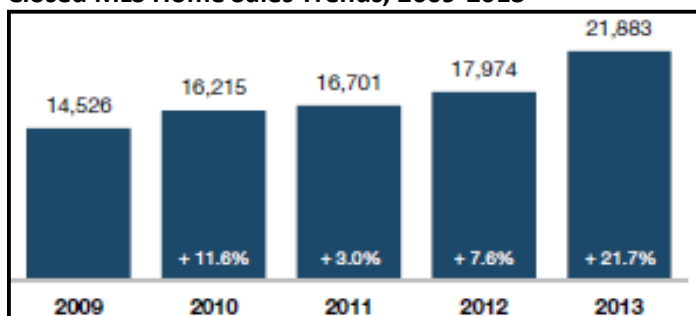
Multifamily housing, which consisted largely of rental apartments until the more recent years, when condominiums, townhomes, and apartment conversions became affordable alternatives to single family home ownership, is more sensitive to changing economic conditions and tends to fluctuate more widely year-to-year than single family housing activity. The number of multi-family units permitted ranged from a low of 491 in 1993 to a decade high of 3,831 in 1996 only three years later. Activity fell back in 1997, but grew steadily after that, reaching a high of 6,478 units permitted in 2005. This sector declined dramatically thereafter, bottoming out in 2010 with only 219 units permitted.



Overall 189,646 new single family homes were permitted in the five-county metropolitan area from 1990 to 2013, averaging 7,902 per year. During this period, 176,354 net new jobs were created, averaging 7,348 per year, resulting in a 24-year housing/jobs ratio of 1.08. A total of 58,742 multifamily units were also permitted from 1990 to 2013, averaging 2,448 per year, with a housing/jobs ratio of 0.33. The total 24-year housing/jobs ratio for both single family and multifamily units is 1.41 units per net new job in the five-county area.

**Home Sales Trends.** The Jacksonville real estate market, as measured by the Northeast Florida Association of Realtors Multiple Listing Service (MLS), experienced some notable shifts within the residential real estate market in 2013. Buyers were recorded to have made 21.7 percent more purchases in 2013 than the previous year, which is the highest number of closed sales since 2006. In the downtown-Springfield-Paxon-Trout River South MLS area, closed sales increased by almost 8.0 percent year over year. Closes sales trends in the market over the past five years are illustrated below.

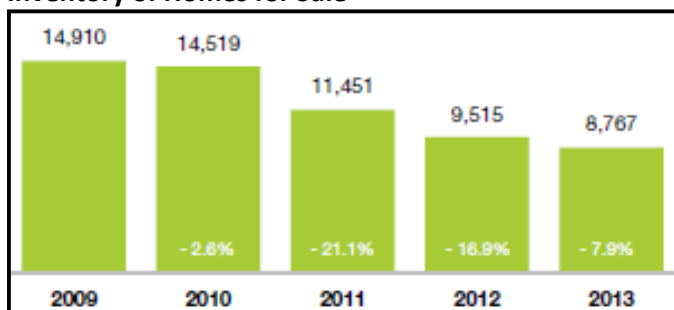
**Closed MLS Home Sales Trends, 2009-2013**



Source: Northeast Florida Association of Realtors, 2014.

The inventory of homes for sale in the MSA in 2013 reached its lowest level in the past five years and was 7.9 percent below 2012 levels. A recovering labor market, rising home prices, anticipated increases in interest rates and pent up demand from the past five or six years has dramatically lowered the housing market inventory. Inventory levels of for-sale homes on the market since 2009 are shown below.

**Inventory of Homes for Sale**

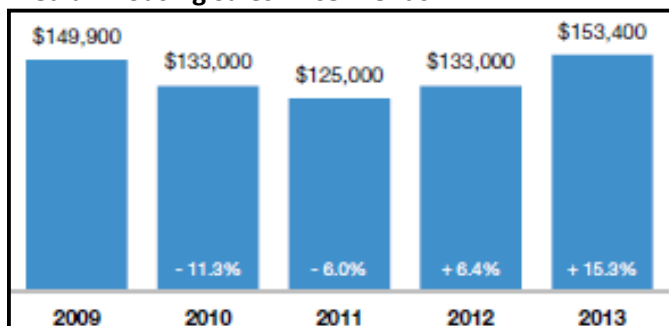


Source: Northeast Florida Association of Realtors, 2014.

Anticipated sales prices are forecast to show significant increases in 2014. In 2013, median home sales prices posted a 15.3 percent gain over 2012 prices. Increased activity in the move-up buyer market and less investor activity along with more seller activity and increased new housing construction should positively impact prices in the near term. Median sales price trends over the past five years are shown below.



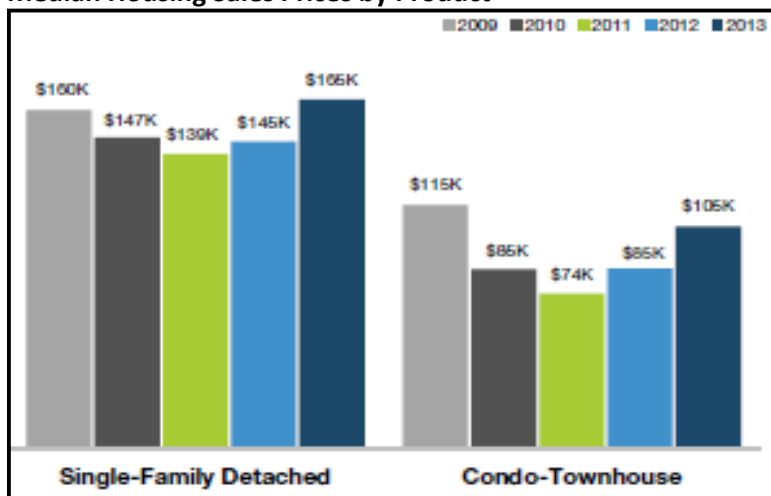
### Median Housing Sales Price Trends



Source: Northeast Florida Association of Realtors, 2014

Single-family home sales dominated the housing market annually during the past five years. In some parts of the market, condominium product supply is far in excess of demand and negatively impacting condominium price levels. Median price trends by residential product over the past five years are shown below.

### Median Housing Sales Prices by Product



Source: Northeast Florida Association of Realtors, 2014

During 2013, single-family home prices increased by 13.8 percent to \$165,000 and condo-townhouse prices by 23.4 percent to \$105,000 over 2012 price levels. Condominium sales activity has increased significantly during the past three years but remains below pre-2009 levels.

**Apartment Market Trends.** Multi-family apartment housing in the Jacksonville MSA is concentrated in several submarket areas. This would include the East Jacksonville submarket which contains 13,681 units or 19.2 percent of the market, Southside/Bay Meadows area with a 15.7 percent share, and greater Arlington with a 13.2 percent share. Since 2003, the fastest growing area has been the East Jacksonville submarket with 3,125 units or 27.4 percent of the Metro Area apartment completions.

As of January 2014, the market has experienced eight consecutive gains in quarterly rents for a cumulative total rent increase of 5.8 percent over that period. Since 2003 the market overall experienced an average annual rent increase of 1.6 percent. During the past year, however, one-bedroom unit rents increased by 3.4 percent, two-bedroom units by 3.3 percent and three-bedroom units by 2.3 percent. Average rents and sizes are summarized below.



### Jacksonville Metro Area Apartment Size and Rents, 2014

	Current Metro Area Average Rents and Sizes			Asking Rent Growth-Five Year Period					
	January			Quarterly			Annualized		
	<u>Rent</u>	<u>Ave SF</u>	<u>Ave Rent PSF</u>	<u>4Q13</u>	<u>3Q13</u>	<u>YTD</u>	<u>1 Year</u>	<u>3 Year</u>	<u>5 Year</u>
Studio/Efficiency	542	477	\$1.14	1.3%	-2.0%	-1.9%	-2.2%	2.5%	-0.1%
One Bedroom	727	755	\$0.96	0.8%	1.3%	3.7%	3.4%	1.9%	1.0%
Two Bedroom	901	1,077	\$0.84	1.1%	1.3%	3.6%	3.3%	2.0%	1.1%
Three Bedroom	1,091	1,350	\$0.81	1.1%	1.1%	2.5%	2.3%	2.1%	1.4%
Average Over Period Ending:				12/31/-13	9/30/-13	12/31/-13	12/31/-13	12/31/-13	12/31/-13

Source: Reis Reports, January 2014

The market average vacancy rate is estimated to have fallen to 6.6 percent at the end of the fourth quarter of 2013. Over the last four quarters (2013) apartment unit absorption totaled an estimated 1,844 units. Average unit vacancy trends for selected timeframes are summarized below.

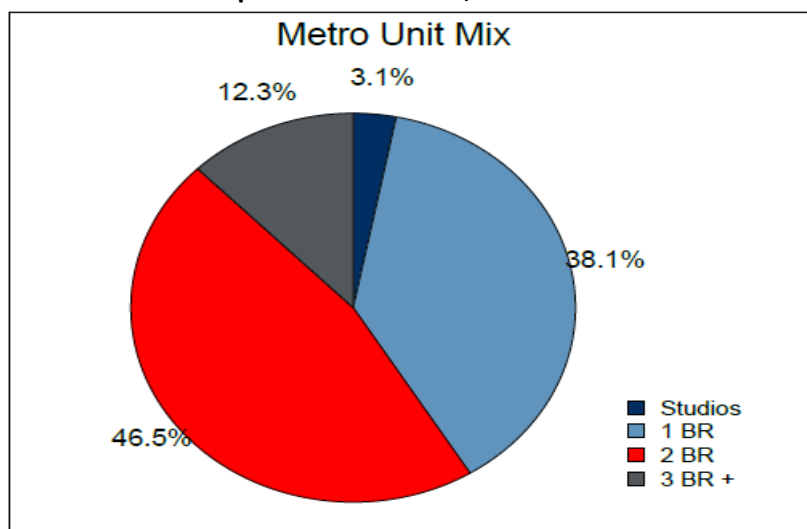
### Comparative Apartment Vacancy Rates

	Vacancy Rates					
	Quarterly			Annualized		
	<u>4Q13</u>	<u>3Q13</u>	<u>YTD Ave</u>	<u>1 Year</u>	<u>3 Year</u>	<u>5 Year</u>
Jacksonville	6.6%	6.8%	6.7%	7.0%	8.5%	10.1%
South Atlantic	4.8%	4.9%	4.9%	5.0%	5.9%	6.8%
United States	4.2%	0.042	4.3%	4.4%	5.1%	5.9%

Source: Reis Reports, January 2014

The Jacksonville MSA apartment mix indicates that two-bedroom units dominate the mix and account for 46.5 percent of the total apartment units (see Figure 4-9). One-bedroom units make up 38.1 percent of the mix and together these one- and two-bedroom units account for 84.6 percent. Studios account for 12.3 percent of units, and three-bedroom units only 3.1 percent.

### Jacksonville MSA Apartment Unit Mix, 2014



Source: Reis Reports, January 2014



**Housing Tenure.** Based upon the 2010 Census, a comparative profile of housing tenure has been constructed for both the MSA and the Duval County sector of the MSA Market. As shown in the table below, 66.9 percent of the units in the MSA and 61.6 percent of the units in Duval County are owner-occupied units. As could be expected, renter-occupied units in Duval County account for slightly over 5.3 percent more renter units than in the MSA. Also, average household sizes were smaller for both owner and renter occupied households.

#### Housing Tenure, MSA and Duval County, 2010

HOUSING TENURE	Jacksonville MSA		Duval County	
	Number	Percent	Number	Percent
Occupied housing units	524,146	100	342,450	100
Owner-occupied housing units	350,768	66.9	211,077	61.6
Population in owner-occupied housing units	901,224	( X )	533,629	( X )
Average household size of owner-occupied units	2.57	( X )	2.53	( X )
Renter-occupied housing units	173,378	33.1	131,373	38.4
Population in renter-occupied housing units	417,451	( X )	310,649	( X )
Average household size of renter-occupied units	2.41	( X )	2.36	( X )

Source: 2010 US Census; URBANOMICS, Inc.

#### Downtown Housing Market

**Population and Households.** The 2000 and 2010 Census benchmark and estimated 2014 population and household levels for the Downtown Jacksonville study area are summarized in the table below. It should be noted that the population levels shown in the table also reflect approximately 5,330 persons who were reported as living in group quarters. Group quarters include inmates in the Duval County Jail, patients in the Cathedral Foundation nursing home, and those served by a number of homeless shelters and rescue missions in the downtown area. Instead, the household population, which is a more realistic measure of downtown residents, is an estimated 3,557 persons in 2014.

#### Downtown Jacksonville Population and Household Trends

<u>Downtown Jacksonville</u>	<u>2000</u>	<u>2010</u>	<u>2014</u>	<u>Amount</u>	<u>Percent</u>
Population	5,128	8,495	8,887	3,759	73.3
Households	1,630	2,197	2,355	725	44.5

Source: U.S. Census 2000 and 2010; Nielsen Claritas, 2014

**Population Characteristics.** The Downtown population by race is summarized in the table below. The data indicates that the White and Black or African American Alone race classes are almost equally distributed with Downtown Market at the present time.





### Downtown Population by Race, 2014

<u>Estimated 2014 Population By Single Race</u>	<u>Number</u>	<u>Percent</u>
White Alone	4,287	48.2%
Black or African American Alone	4,230	47.6%
Amer. Indian and Alaska Native Alone	17	0.2%
Asian Alone	164	1.8%
Native Hawaiian and Other Pac. Isl. Alone	9	0.1%
Some Other Race Alone	62	0.7%
Two or More Races	119	1.3%
<b>Total</b>	<b>8,887</b>	<b>100%</b>

Source: Nielsen Claritas, 2014

The estimated population by age group for downtown is shown below. Generally, the prime multi-family renting cohort is comprised of people between the ages of 25 to 34. This group represents about 23.2 percent of the downtown population and 13 percent of the MSA.

### Downtown Population by Age Group, 2014

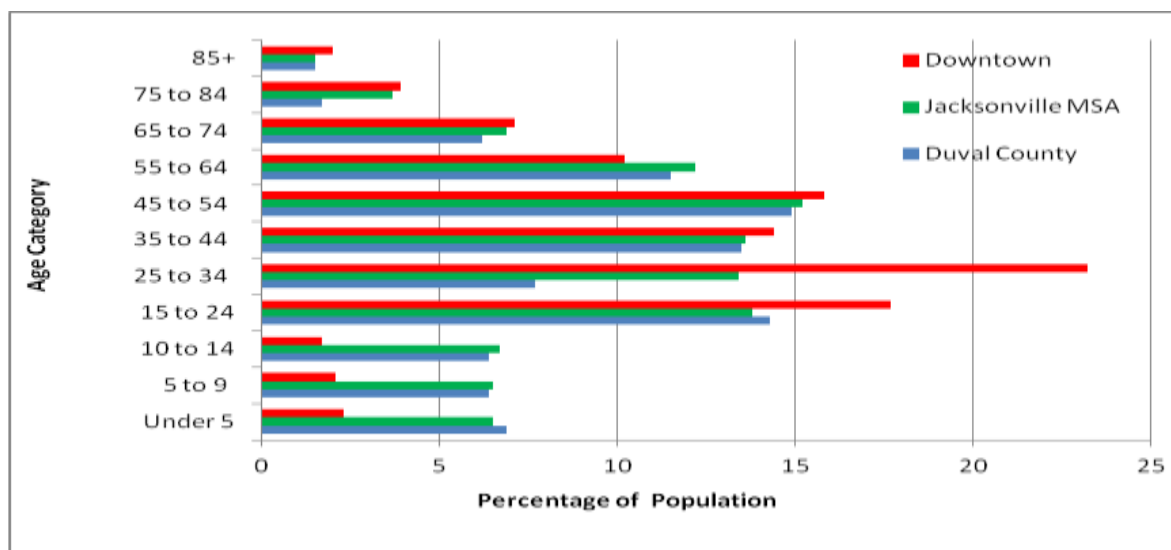
<u>2014 Population By Age Group</u>	<u>Number</u>	<u>Percent</u>
Age 0 - 4	204	2.3%
Age 5 - 9	182	2.0%
Age 10 - 14	153	1.7%
Age 15 - 17	238	2.7%
Age 18 - 20	411	4.6%
Age 21 - 24	898	10.1%
Age 25 - 34	2,062	23.2%
Age 35 - 44	1,276	14.4%
Age 45 - 54	1,400	15.8%
Age 55 - 64	909	10.2%
Age 65 - 74	629	7.1%
Age 75 - 84	349	3.9%
Age 85 and over	176	2.0%
<b>Total</b>	<b>8,887</b>	<b>100.0%</b>

Source: Nielsen Claritas, 2014



Comparatively, the Downtown market far exceeds both the MSA and Duval County in the percentage of the population in the 15 to 34 years of age categories, as shown below.

### Comparative Population Profiles by Age Category, 2013



Source: U.S. Census estimates; Nielsen Claritas; and URBANOMICS

**Households and Housing Characteristics.** Estimates of household income levels for the Downtown Study Area indicate that 43.5 percent of the households have incomes of less than \$15,000 annually and that of the total households 60.3 percent have incomes that are below \$24,999. Households in the income categories of \$35,000 to \$74,999 account for 485 households or only 20.6 of the total downtown households.

### Households by Income Levels, 2014

<u>Household Income Category</u>	<u>Number</u>	<u>Percent</u>
HHs, Inc < \$15,000	1,025	43.52
HHs, Inc \$15,000 - \$24,999	394	16.73
HHs, Inc \$25,000 - \$34,999	158	6.71
HHs, Inc \$35,000 - \$49,999	213	9.04
HHs, Inc \$50,000 - \$74,999	272	11.55
HHs, Inc \$75,000 - \$99,999	111	4.71
HHs, Inc \$100,000 - \$124,999	49	2.08
HHs, Inc \$125,000 - \$149,999	19	0.81
HHs, Inc \$150,000 - \$199,999	46	1.95
HHs, Inc \$200,000 - \$249,999	19	0.81
HHs, Inc \$250,000 - \$499,999	33	1.40
HHs, Inc \$500,000+	14	0.59
Total	2,355	100.0

Source: Nielsen Claritas, 2014



The downtown area was estimated to have an average household size of 1.5 persons per household in 2014. One person households were indicated to account for 67.2 percent of the households and are the majority of the households. Two person households were estimated to account for about 23.4 percent of the total households and one person 34.7 percent of the total households. This information is summarized below.

#### Households by Household Size, 2014

<u>Households By HH Size</u>	<u>Number</u>	<u>Percent</u>
1-person household	1,583	67.22
2-person household	550	23.35
3-person household	111	4.71
4-person household	51	2.17
5-person household	33	1.40
6-person household	15	0.64
7 or more person household	12	0.51
Totals	2,355	100.0

Source: Nielsen Claritas, 2014.

Housing units by the number of units in the structure is shown in the table below. That data indicates that 61.5 percent of the total housing units are in structures of 50 or more units. Single unit attached and detached housing units account for 16.9 percent of the downtown housing inventory. Structures in the 3 to 49 unit range category have the largest number of units in 5-19 unit structures which account for almost 8 percent of the inventory.

#### Housing Units by Units in Structure, 2014

<u>Housing Units By Structure</u>	<u>Number</u>	<u>Percent</u>
1 Unit Attached	170	6.01
1 Unit Detached	307	10.85
2 Units	109	3.85
3 or 4 Units	146	5.16
5 to 19 Units	216	7.64
20 to 49 Units	141	4.98
50 or More Units	1,712	60.52
Mobile Home or Trailer	28	0.99
Total	2,829	100.0

Source: Nielsen Claritas, 2014

Of the occupied housing units in the downtown and Duval County housing markets, the 2010 Census painted dramatically different pictures of owner and renter occupancies. In the Downtown Market renter occupied housing accounted for 86.3 percent of the total occupied units and as compared to only 39.6 percent of renter units in Duval County overall. This is a similar distribution to renter occupied unit percentage levels in the MSA.

Data in the table below shows downtown housing market tenure characteristics for the 2000 and 2010 Census years. Between the Census base years, the data shows that downtown owner units increased by



103 net units or 77.4 percent over the 10 year period. During this same time period, renter occupied units increased by 216 units or 16.9 percent.

The percentage of occupied housing units increased by 5.1 percent and the vacant housing units decreased by a corresponding amount. Overall, homeowner vacancy rates declined by 5.0 percent and rental vacancy declined by 10.0 percent during the Census base years.

While both renter and owner occupied housing units showed increases during the period, owner occupied housing increased by 4.4 percent and rental occupied housing declined by 4.3 percent of the total housing market distribution. According to the 2010 Census, the average household size of rental housing was 1.37 and owner occupied units was 1.80 persons per unit.

#### Downtown Housing Tenure, 2000-2010

HOUSING OCCUPANCY	2000		2010	
	Number	Percent	Number	Percent
Total housing units	1,816	100	2,090	100
Occupied housing units	1,408	77.5	1,727	82.6
Vacant housing units	408	22.5	363	17.4
For seasonal, recreational, or occasional use	1	0.1	24	1.1
Homeowner vacancy rate %	22.2	(X)	17.2	(X)
Rental vacancy rate %	18.8	(X)	8.9	(X)
<b>HOUSING TENURE</b>				
Occupied housing units	1,408	100	1,727	100
Owner-occupied housing units	133	9.4	236	13.7
Renter-occupied housing units	1,275	90.6	1,491	86.3
Average household size of owner-occupied unit	2.66	(X)	1.80	(X)
Average household size of renter-occupied unit	1.45	(X)	1.37	(X)

Source: U.S. Census 2000-2010; URBANOMICS, Inc.

**Downtown Housing Inventory.** An inventory of housing facilities within the downtown area indicates that there are 647 apartment units in five complexes and 890 condominium units in seven complexes in both the Northbank and Southbank sectors of the Downtown Market. These facilities provide a total of 1,537 market rate apartment and condominium units in Downtown Jacksonville. This excludes just over 650 units that are considered as subsidized, assisted living, elderly and skilled nursing that are operated or associated with the Cathedral Foundation and Stevens-Duval Section 8 Apartments.

In the Northbank sector, there are four apartment complexes providing a total of 352 apartment units. Three of the facilities are 100 plus units in size, while the fourth is only 12 units. All of these apartment buildings are conversions and reuse of older commercial buildings. On the Southbank there is only one complex and it contains 295 high-rise rental units. This facility, The Strand, was built in 2007 and originally intended as condominiums but converted to rental units with the national recession and associated weak residential sales market conditions. Overall apartment occupancy levels in downtown range from 91 to 100 percent.



Condominium units total 890 units with 503 units on the Northbank and 387 units on the Southbank. There are four condominium complexes on the Northbank of which only two contain 200 or more units. This includes the Residences at City Place which was a reuse of a former hotel and the Berkman Plaza One that was built in 2002. On the Southbank, there are 387 condominium units in three facilities, with one being only 12 units.

The Peninsula has 234 high-rise units, built in 2008, and the San Marco Place Condominiums has 141 units, built in 2007. Both projects have been sold out and are considered successful. An inventory of major apartment and condominium complexes on both the Northbank and Southbank is shown in the following tables and map.





## Downtown Housing Developments, 2014

## Existing Developments - Northbank

Project	Type	Year Open	Number of Units	Unit Sizes (SF)	Rent (\$) or Price (\$000)		Occupancy Rate (%)	Comment
					Total	Per SF		
Northbank								
1. Cathedral Residences -- Cathedral Towers 601 N. Newman St -- Cathedral Terrace 701 N. Ocean St -- Cathedral Townhouse 501 N. Ocean St	Apartments	1968  1974  1970	622 203 (161 AL) 240 (224 AL) 179 (115 AL)	NF	NF	NF	NF	Low Income Senior Housing, Assisted Living (AL) and Skilled Nursing Facilities; 3 high-rise towers
2. Cathedral Court	Apartments	NF	16 (16 AL)	NF	NF	NF	NF	Low Income 202 Elderly Housing
3. Stevens-Duval Apart. 601 North Ocean	Apartments	1982	52	NF	837-1,231	NF	100	Age Restricted, Section 8 Housing
4. The Carling 31 W. Adams St	Apartments	2005	100	470-1,045	745-1,669	1.20-1.60	91	Reuse of Hotel Roosevelt; 13 stories
5. 11 East Forsyth	Loft Apts	2003	127	585-1,720	820-2,182	1.09-1.27	96	Reuse of American Heritage Life Bldg; 17 stories
6. Metropolitan Lofts 421 W. Church St	Loft Apts	2006	113	813-1,519	975-1,480	0.97-1.27	90	Reuse of 8-story office bldg



7. W.A. Knight Lofts 113 W. Adams St	Loft Apts	2001	12	695-895	800-900		100	Reuse of 1923 commercial bldg
8. Churchwell Lofts 301 E. Bay Street	Loft Condos	2008	21	3 listings 1,314, 2,003	180-255	127-137	90	Reuse of 1904 industrial bldg
9. Parks at the Cathedral 508 N. Liberty St	Townhomes	1999	51	1,500-1,900	No listings	----	----	

AL Assisted living units

NF Not found

Source: Occupancy data from Downtown Vision, Inc. and URBANOMICS, Inc. Field Survey, 2014.

Table 4-19. Downtown Housing Developments, 2014 (continued)

*Existing Developments - Northbank*

Project	Type	Year Open	Number of Units	Unit Sizes (SF)	Rent (\$) or Price (\$000)		Occupancy Rate (%)	Comment
					Total	Per SF		
Northbank (continued)								
10. Residences City Plc. 311 W. Ashley St	Condos	2006	205	458-1,108	(S) 67-139 (L) 575-925	(S) 125-146 (L)0.83-1.19	98	Reuse of 17-story hotel and low income housing
11. Berkman Plaza One 400 E. Bay St	Condos & Townhomes	2002	226 condos, (20 TH)	770-1,800 PH to 3,066	9 listings 165-400	123-202	NF	22-story riverfront condo tower and low rise TH units

Rent and price data based on current developer information and listings

(S) Sales price (L) Monthly lease rate NF Not found TH Townhomes

PH Penthouse



## Existing Developments - Southbank

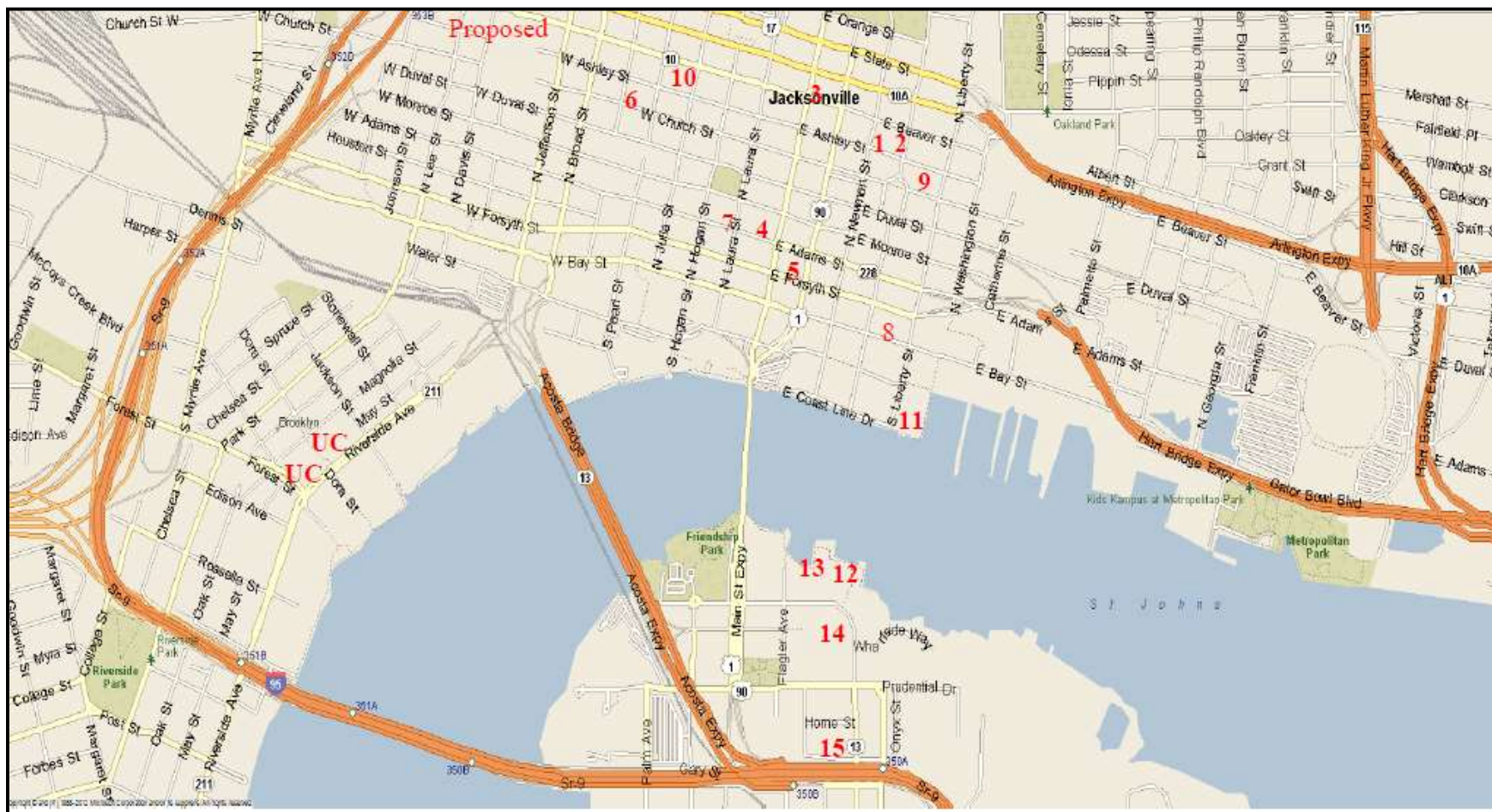
Project	Type	Year Open	Number of Units	Unit Sizes (SF)	Rent (\$) or Price (\$000)		Occupancy Rate (%)	Comment
					Total	Per SF		
Southbank								
12. The Peninsula 1431 Riverplace Blvd	Condos	2008	234	1,123-2,495	245-790	201-316	100	37-story riverfront tower
13. The Strand 1401 Riverplace Blvd	Apartments	2007	295	651-1,812	1,130-2,230	1.13-1.74	98	29-story riverfront tower
14. San Marco Place 1478 Riverplace Blvd	Condos	2007	141	1,070-4,229	129-1,100	84-260	100	21-story tower with river views
15. Home Street Lofts 1050 Hendricks Ave	Loft Condos	2004	12	1 listing 700	930	1.33	92	Reuse of 4-story 1921 bldg

Rent and price data based on current developer information and listings

Source: Occupancy data from Downtown Vision, Inc. and Northeast Florida Association of Realtors MLS, and URBANOMICS, Inc. Field Survey, 2014.



## Downtown Housing Developments



Source: URBANOMICS, Inc.



**Available Housing.** Currently available downtown rental units is equally distributed between the Northbank and Southbank sectors of the downtown. On the Northbank, the units are located primarily in the Berkman Plaza and City Place Condominiums. Rental rates range from \$650 to \$1,700 monthly for one-bedroom units and \$1,800 to \$2,700 monthly for two-bedroom units of which there are only 2 units.

On the Southbank, the available rental units are located in the San Marco Place Condominiums and The Strand Apartment building situated immediately across Riverplace Boulevard. In The Strand the available rental units are all two-bedroom units and range from \$1,835 to \$2,345 monthly rental cost. Higher asking rents are available in The Strand for shorter lease periods. At the San Marco Place Condominiums, one, two and three-bedroom units were available. A one-bedroom unit had an indicated monthly rent rate of \$1,050, two-bedroom units were each priced at \$1,295 and three-bedroom units at \$2,200 and \$2,295.

Overall, downtown rental housing is relatively limited with occupancy rates in the upper 90 percent ranges in the rental apartment buildings and only minimal condominium rental availability in the downtown condominium complexes.

For sale condominium units were mostly located in the Berkman Plaza and City Place projects on the Northbank and the only two major projects on the Southbank, at the Peninsula and San Marco Place. It should be noted the condominium units available for sale in the City Place Condo development are all one-bedroom one-bath units. The Berkman Plaza units are primarily two-bedroom units.





## Inventory of Available Downtown Housing, 2014

NORTHBANK AVAILABLE HOUSING INVENTORY								
Name	Address	Rent/Sale	Year Built	Size (SF)	Bedrooms	Bathrooms	Rent/Cost	Other
House	1559 E Beaver St	Rental	1980	1,856	2	1	\$ 900	
Apartment	31 West Adams	Rental	NA	NA	1	1	\$ 905	
Berkman Plaza Condo	400 East Bay St Apt 2205	Rental	2003	3,066	3	2.5	\$ 2,700	
Berkman Plaza Condo	400 East Bay St Apt 701	Rental	2003	959	1	1	\$ 1,350	
Berkman Plaza Condo	400 East Bay St	Rental	2003	1,175	1	1	\$ 1,700	
Berkman Plaza Condo	400 East Bay St Apt 1207	Rental	2001	1,338	2	2	\$ 1,800	
Berkman Plaza Condo	400 East Bay St Apt 409	Rental	2003	770	1	1	\$ 1,200	
City Place	311 West Ashley St Apt 509	Rental	1949	401	1	1	\$ 599	
City Place	311 West Ashley St Apt 1001	Rental	1949	573	1	1	\$ 650	
City Place	311 West Ashley Apt 1008	Rental	1949	573	1	1	\$ 650	
Berkman Plaza	400 East Bay St Ste 504	Sale	2003	1,338	2	2	\$ 175,000	
Berkman Plaza	400 East Bay St	Sale	2004	2,561	2	2.5	\$ 360,000	Foreclosure
Berkman Plaza	400 East Bay St Ste 2203	Sale	2003	2,561	2	3	\$ 360,000	
Berkman Plaza	400 East Bay St Ste 1706	Sale	2003	1,800	3	2	\$ 234,900	Foreclosure
Berkman Plaza	400 East Bay St Ste 304	Sale	2003	1,338	2	2	\$ 164,900	Foreclosure
Berkman Plaza	400 East Bay St Ste 1905	Sale	2003	1,473	2	2	\$ 200,000	
Berkman Plaza	400 East Bay St Ste 609	Sale	2003	770	1	1	\$ 159,900	
Berkman Plaza	400 East Bay St Ste 1006	Sale	2003	1,800	3	3	\$ 349,900	
Berkman Plaza	400 East Bay St Ste 305	Sale	2001	1,478	2	2	\$ 265,000	
Berkman Plaza	400 East Bay St Ste 905	Sale	2003	1,475	2	2	\$ 219,900	
Berkman Plaza	400 East Bay St Ste 1708	Sale	2003	1,578	2	2	\$ 233,000	Foreclosure
Berkman Plaza	400 East Bay St Ste 1905	Sale	2003	1,473	2	2	\$ 169,000	Foreclosure
Berkman Plaza	400 East Bay St PH3	Sale	2003	2,561	3	2	\$ 296,000	Foreclosure
Berkman Plaza	400 East Bay St Ste 310	Sale	2003	1,100	1	1	\$ 219,900	
Berkman Plaza	400 East Bay St Ste 1407	Sale	2003	1,338	2	2	\$ 270,000	
City Place	311 West Ashley St Ste 1014	Sale	1949	425	1	1	\$ 34,900	
City Place	311 West Ashley St Ste 602	Sale	1949	573	1	1	\$ 29,900	Foreclosure
City Place	311 West Ashley St Ste 501	Sale	1980	573	1	1	\$ 35,500	
City Place	311 West Ashley St	Sale	1949	456	1	1	NA	Foreclosure
City Place	311 West Ashley Ste 1001	Sale	1949	573	1	1	\$ 280,000	Foreclosure
City Place	311 West Ashley Ste 1006	Sale	1949	573	1	1	\$ 28,000	Foreclosure
City Place	311 West Ashley Ste NA	Sale	1949	573	1	1	\$ 27,000	Foreclosure
City Place	311 West Ashley Ste 207	Sale	1949	573	1	1	\$ 37,900	



## Inventory of Available Downtown Housing, 2014 (continued)

<u>Name</u>	<u>Address</u>	<u>Rent/Sale</u>	<u>Year Built</u>	<u>Size (SF)</u>	<u>Bedrooms</u>	<u>Bathrooms</u>	<u>Rent/Cost</u>	<u>Other</u>
City Place	311 West Ashley Ste 1006	Sale	1949	573	1	1	\$ 28,000	Foreclosure
City Place	311 West Ashley Ste 207	Sale	1949	573	1	1	\$ 37,900	
Berkman Tower	428 East Bay St	Sale	2002	2,032	3	3	\$ 299,900	Foreclosure
Berkman Tower	428 East Bay St Ste 13	Sale	2002	2,004	2	2.5	\$ 266,000	Foreclosure
Churchwell Lofts	301 East Bay St Ste 404	Sale	1904	2,003	3	3	\$ 255,000	
Churchwell Lofts	301 East Bay St Ste 203	Sale	1904	1,314	2	2	\$ 180,000	
Churchwell Lofts	301 East Bay St Ste 404	Sale	1904	2,003	3	3	\$ 255,000	
Condo	233 East Bay St Ste 901	Sale	1974	3,357	NA	NA	\$ 239,000	Foreclosure
Condo/Apt	421 N Washington St	Sale	1914	2,714	8	8	\$ 149,900	
House	438 East Bay St	Sale	2002	2,048	3	3	\$ 400,000	

Source: Zillow, Jacksonville MLS and URBANOMICS, Inc.. March, 2014.

SOUTHBANK AVAILABLE HOUSING INVENTORY								
<u>Name</u>	<u>Address</u>	<u>Rent/Sale</u>	<u>Year Built</u>	<u>Size (SF)</u>	<u>Bedrooms</u>	<u>Bathrooms</u>	<u>Rent/Cost</u>	<u>Other</u>
San Marco Place	1478 Riverplace Blvd APT 1805	Rental	2007	2,193	3	3	\$2,295	
San Marco Place	1478 Riverplace Blvd APT 1105	Rental	2007	2,177	3	3	\$2,200	
San Marco Place	1478 Riverplace Blvd APT 503	Rental	2007	1,228	1	2	\$1,295	
San Marco Place	1478 Riverplace Blvd	Rental	2007	1,359	1	2	\$1,295	
Home Street Lofts	1050 Hendicks Avenue APT 104	Rental	2003	667	1	1	\$1,050	
The Strand Apts	1401 Riverplace Blvd Unit 1204	Rental	2008	1,395	2	2	\$2,100	12 Month base rents.
The Strand Apts	1401 Riverplace Blvd Unit 2112	Rental	2008	1,395	2	2	\$1,835	Shorter terms available
The Strand Apts	1401 Riverplace Blvd Unit 2310	Rental	2008	1,343	2	2	\$2,345	at increased rates.
The Strand Apts	1401 Riverplace Blvd Unit 1910	Rental	2008	1,343	2	2	\$2,325	
The Strand Apts	1401 Riverplace Blvd Unit 2110	Rental	2008	1,343	2	2	\$2,335	
The Strand Apts	1401 Riverplace Blvd Unit 2008	Rental	2008	1,295	2	2	\$2,010	



## Inventory of Available Downtown Housing, 2014 (continued)

Single Family Home	1451 Home Street	Sale	1909	2,026	3	2	\$496,000	
The Peninsula	1431 Riverplace Blvd Unit 3305	Sale	2008	2,495	3	4	\$789,900	
The Peninsula	1431 Riverplace Blvd Unit 3304	Sale	2008	2,496	3	4	\$789,900	
The Peninsula	1431 Riverplace Blvd Unit 3103	Sale	2008	1,639	2	2	\$330,000	
The Peninsula	1431 Riverplace Blvd Unit 2102	Sale	2008	1,151	2	2	\$245,000	
The Peninsula	1431 Riverplace Blvd Unit 3701	Sale	2008	6,592	6	8	\$2,100,000	
The Peninsula	1431 Riverplace Blvd Unit 3704	Sale	2008	3,296	3	4	\$1,050,000	
The Peninsula	1431 Riverplace Blvd Unit 2803	Sale	2008	1,639	2	2	\$425,000	
The Peninsula	1431 Riverplace Blvd Unit 1001	Sale	2008	1,337	2	2	\$160,649	Pre-Foreclosure
The Peninsula	1431 Riverplace Blvd Unit 1110	Sale	2008	1,878	3	2	\$212,000	Foreclosure
The Peninsula	1431 Riverplace Blvd Unit 2401	Sale	2008	1,666	2	2	\$224,762	Foreclosure
The Peninsula	1431 Riverplace Blvd Unit 1902	Sale	2008	1,151	2	2	\$265,000	
The Peninsula	1431 Riverplace Blvd Unit 1102	Sale	2008	1,265	2	2	\$268,000	
The Peninsula	1431 Riverplace Blvd Unit 3704	Sale	2008	3,296	3	4	\$1,050,000	
The Peninsula	1431 Riverplace Blvd Unit 1501	Sale	2008	1,337	2	2	\$290,000	
The Peninsula	1431 Riverplace Blvd Unit 1908	Sale	2008	1,123	1	1	\$289,000	
San Marco Place	1478 Riverplace Blvd Unit 1102	Sale	2007	1,563	2	2	\$169,900	Foreclosure
San Marco Place	1478 Riverplace Blvd Unit 1104	Sale	2007	1,359	2	2	\$170,000	
San Marco Place	1478 Riverplace Blvd Unit 202	Sale	2007	1,786	2	3	\$214,000	
San Marco Place	1478 Riverplace Blvd Unit 205	Sale	2007	2,492	2	2\3	\$229,000	
San Marco Place	1478 Riverplace Blvd Unit 204	Sale	2007	2,757	2	3	\$232,000	
San Marco Place	1478 Riverplace Blvd Unit 608	Sale	2007	1,928	3	2	\$249,000	
San Marco Place	1478 Riverplace Blvd Unit 2104	Sale	2007	4,229	3	4	\$1,100,000	
Source: Zillow, Jacksonville MLS and URBANOMICS, Inc. March, 2014.								



**Competitive Apartment Set.** The competitive apartment set delineated for the Downtown Jacksonville Market consists of four apartment complexes three of which are on the Northbank sector of the downtown and are all conversion/reuse projects of older commercial buildings. The Strand, located on the Southbank sector is of relatively new construction (2008) and is almost three times as large as each of the three units on the Northbank. Together these four projects provide a total of 635 rental units.

The unit mix of these downtown competitive set rental apartments consists primarily of two bed-room units which accounts for almost 54.0 percent of the inventory. One-bedroom units account for 27.9 percent and studio units for 13.4 percent of the inventory. There are only 32 three-bedroom units in the inventory and they only account for 5.0 percent of the supply.

Significantly, 60 percent of the downtown area two-bedroom units are located in The Strand situated on the Southbank. That facility also accounts for 25 percent of the downtown supply of studio and one-bedroom rental units in the competitive set. The distribution of the competitive set rental unit mix is shown in the table below.

Average square foot rents range from \$1.09 to \$1.29 among the Northbank rental facilities and \$1.51 at The Strand on the Southbank.

#### Summary of Competitive Set Unit Mix

	<u>Number</u>	<u>Percent</u>
Studio/Efficiency	85	13.4%
One Bedroom	177	27.9%
Two Bedroom	341	53.7%
Three Bedroom	32	5.0%
Total	635	100.0%

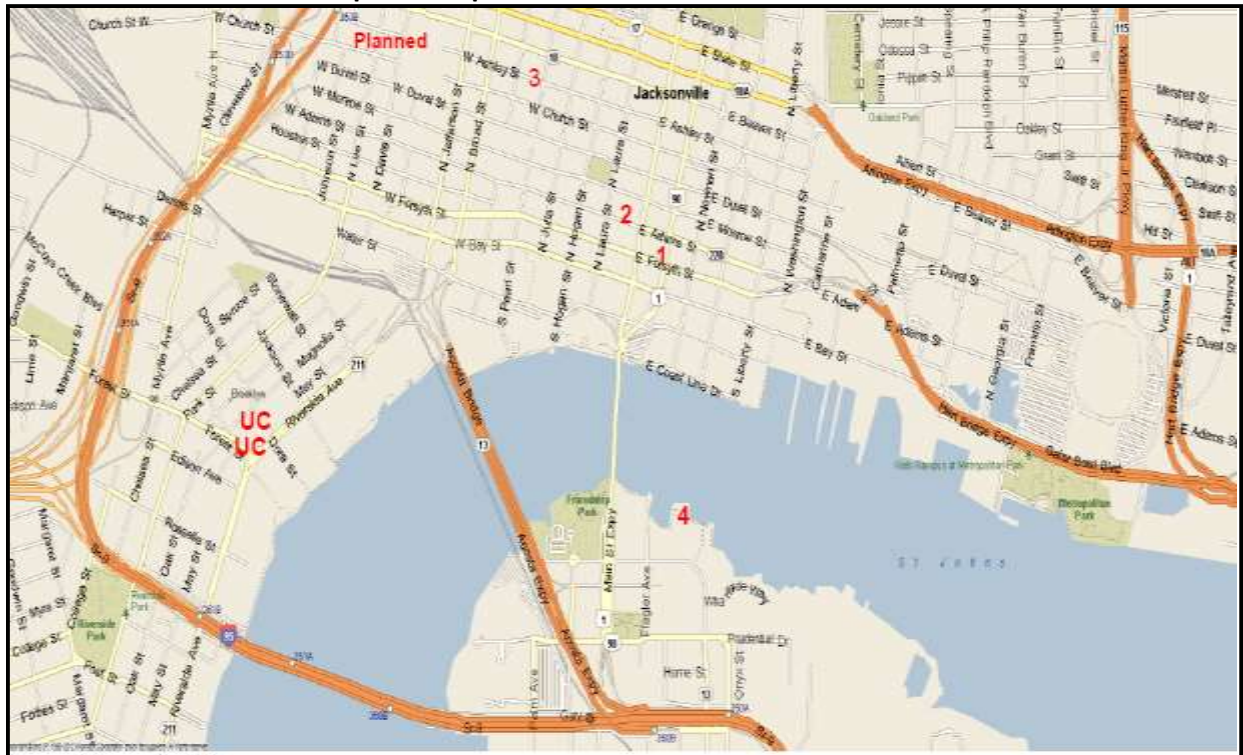
Source: URBANOMICS, Inc. Field Survey, March 2014.

In addition to these four apartment projects, there are two projects that are currently under construction in the Brooklyn sector of the downtown area. This includes the 220 Riverside apartment which will add 294 units along with 16,500 square feet of retail space and the Pollack Shores Brooklyn-Riverside project located immediately next door. The most recent plans call for a conceptual downsized project of 234 units and a 50,000 square foot retail complex anchored by a Fresh Market grocery store.

Proposed rental projects that would be part of the downtown competitive set includes a project by Gorman & Company to develop 140 units and 15,000 square feet of space in the LaVilla sector of the downtown market.



## Downtown Jacksonville Competitive Apartment Set



Source: URBANOMICS, Inc. Field Survey, March 2014.





## Downtown Jacksonville Competitive Apartment Set

	No. Units	Typ. Size (sf)	Typ. Rent (\$)	Unit Size (sf)	Rent (psf)	No. Vacant
1 <b><u>11 East Forsyth</u></b> <b>96%</b>						
Studio	45	613	\$ 873	585-640	1.23-1.40	1
One Bedroom	45	630	\$ 898	640-650	1.25-1.26	1
Two Bedroom	30	973	\$ 1,199	940-1005	1.04-1.15	2
Penthouse	7	1,343	\$ 2,182	1097-1720	1.28-1.48	0
Total	127	783	\$ 954	--	1.22	4
2 <b><u>The Carling</u></b> <b>91%</b>						
Studio	10	470	\$ 933	470	1.60-1.97	0
One Bedroom	66	739	\$ 1,130	648-1156	1.26-1.46	0
Two Bedroom	24	1,045	\$ 1,368	1044-1346	1.24-1.32	6
Total	100	796	\$ 1,030	--	1.29	6
3 <b><u>Metropolitan Lofts</u></b> <b>90%</b>						
Studio	9	885	\$ 995	885	1.12	0
One Bedroom	21	820	\$ 999	813-828	1.18-1.25	2
Two Bedroom	83	1,231	\$ 1,315	1125-1355	.89-1.22	9
Total	113	1,077	\$ 1,176	--	1.09	11
4 <b><u>The Strand</u></b> <b>98%</b>						
Studio	21	651	\$ 1,040	651	1.60	0
One Bedroom	45	931	\$ 1,395	871-990	1.49-1.51	0
Two Bedroom	204	1,252	\$ 1,910	1160-1343	1.29-1.73	6
Three Bedroom	25	1,666	\$ 2,275	1521-1812	1.28-1.43	0
Total	295	1,195	\$ 1,800	--	1.51	6

## UNDER CONSTRUCTION

**220 Riverside Unity Plaza**

One Bedroom	198		\$1,020-1,550	618-1,550	1.65-1.00	N A
Two Bedroom	96		\$1,470-1,810	995-1,156	1.48-1.57	N A
Total	294		N A	854	N A	N A
16,500 SF Retail						

**Pollack Shores RE Group**

Total	234	N A	N A	N A	N A	N A
50,000 SF Retail						

## PROPOSED

**LaVilla Enterprise Lofts**

Gorman & Company	140	N A	N A	N A	N A	N A
15,000 SF Retail						

Source: URBANOMICS, Inc. Field Survey, March 2014.

**Neighboring Downtown Residential – Riverside.** Located immediately to the southwest of the downtown Northbank sector is the adjacent Riverside/Five Points neighborhood area that has long been a highly desirable residential area in the City of Jacksonville. In more recent years, the Five Points



commercial area has grown to support a substantial amount of space orientated toward commercial eating/drinking, entertainment, and specialty retail commercial space.

This neighborhood is anchored by only one major residential rental complex which provides a total of 257 rental units. Presently known as Bell Riverside, the project was formerly named Villas at St. Johns. The project contains 161 one-one bedroom units (63%), 88 two-bedroom units (34%) and 8 three-bedroom units (3%) for a total of 257 units. Occupancy is reported to be 95.5 percent in this four level mid-rise complex built in 2001. Rents range from \$1.29 psf for a one-bedroom to \$1.13 to \$1.66 psf for two-bedroom unit. There are eight three-bedroom units in the facility with rents ranging from \$1.08 to \$1.25 psf. The units are relatively large and range from 747-1,003 square feet for a one-bedroom, 1,155-1,323 square feet for a two-bedroom and 1,674 square feet for a three-bedroom unit. The complex is situated on the St. Johns River and many of the river view units command premium rents. A parking garage on-site is provided for resident parking, as are elevators and a dock/fishing pier.

There are a small number of residential rental units that are primarily single-family and duplex units as well as a small number of multi-family buildings that provide residential space in the community. A review of recent MLS listings indicated 11 properties for rent in the Riverside neighborhood with the majority of them being two-bedroom units. Rents ranged from \$1.27 psf for one-bedroom to \$1.12 psf and \$1.13 psf for two and three-bedroom units. The rental characteristics for these residential units are summarized below.

#### Riverside Rental Unit Characteristics

<u>Rent</u>	<u>Heated SF</u>	<u>Bedrooms</u>	<u>Bathrooms</u>	<u>\$/SF</u>
425	250	1	1	1.70
1,275	1,002	1	1	1.27
850	626	Average		1.49
995	1,350	2	1	0.74
1,195	1,100	2	2	1.09
1,550	1,240	2	2	1.25
1,695	1,200	2	2	1.41
1,359	1,223	Average		1.12
1,695	1,384	3	2	1.22
2,500	2,425	3	4	1.03
2,098	1,905	Average		1.13

Source: Jacksonville MLS and URBANOMICS, Inc. Field Survey, March 2014

An example of a successful residential conversion in the Riverside Market at College and Stockton Streets would include the John Gorrie Junior High School, which was opened in 2012. A total of 68 units were carved out of the classrooms, auditorium, gym and the rest of the rooms that made the two buildings of the school. Prices stated at \$102,000 for a studio unit and went up \$302,000 for the largest townhome.



**Neighboring Downtown Residential -- San Marco.** On the Southbank side of downtown, immediately south of I-95 and along the St. Johns River, is the San Marco neighborhood. Like the Riverside neighborhood, San Marco also provides an attractive alternative for downtown residential due to proximity and favorable residential rental and sales prices.

Similar to Riverside's Five Points commercial area, San Marco has the San Marco Village Center, although not as developed or known for nightlife and entertainment. While this area does not provide any large rental communities, announced plans for the East San Marco project envision 275 mid-rise apartments and townhomes along with 44,000 square feet of commercial space. The retail component will be anchored by a 30,000 square foot Public Supermarket. East San Marco is anticipated to be built-out in 2017 at the intersection of Hendricks and Atlantic Boulevards.

A profile of residential rental properties in the San Marco neighborhood, based upon MLS data indicates residential rental availability primarily in single-family dwelling units. A total of 16 rental listings were reviewed and almost half were for one-bedroom units. While a supply of both three and four-bedroom units was indicated, these units were located in the southern sectors of San Marco and somewhat more distant to the Southbank sector of Downtown Jacksonville. A profile of rental characteristics for available rental units in San Marco is shown in the table on page 58.

The MLS rental profile shows one-bedroom units averaging rents amounting to \$1.00 per square foot and increasing to only \$1.02 per square foot for two-bedroom units. These rental rates are extremely competitive with downtown rent levels, but lack the urban environment afforded by the Downtown Jacksonville location.

The Lofts San Marco is a 38-unit apartment conversion located at Flagler and Doral Streets in San Marco. Originally the South Jacksonville Elementary School, the building was added to the U.S. National Register of Historic Places in 2004. Three townhouse units with garages were recently added to the original 35-unit building. Rents range from \$1.25 per square foot to \$1.50 per square foot. Occupancy is 100 percent and a wait list has been in place for the past 3-4 years.



### San Marco Area Rental Unit Characteristics

<u>Rent</u>	<u>Heated SF</u>	<u>Bedrooms</u>	<u>Bathrooms</u>	<u>\$/SF</u>
375	500	1	1	0.75
495	500	1	1	0.99
525	600	1	1	0.88
585	600	1	1	0.98
625	800	1	1	0.78
650	550	1	1	1.18
995	702	1	1	1.42
607	607	Average		1.00
675	700	2	1	0.96
795	877	2	1	0.91
875	1,155	2	1	0.76
1,300	1,136	2	1	1.14
1,600	1,200	2	1	1.33
1,049	1,014	Average		1.02
1,100	861	3	2	1.28
4,350	5,167	4	4	0.84
6,000	6,055	4	6	0.99
7,000	6,459	4	4	1.08
5,783	5,894	Average		0.97

Source: Jacksonville MLS and URBANOMICS Field Survey, March 2014



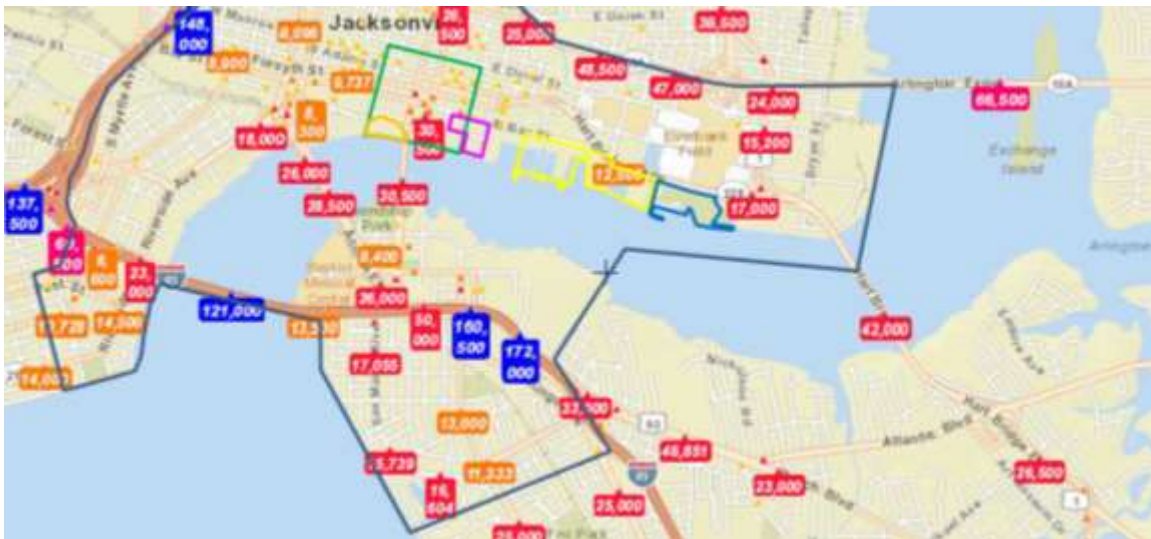
## Section 4: Strategic Opportunities and Projects

### Riverfront Activation

Jacksonville has several unique advantages over other coastal cities. The most profound is its sheer land mass encompassing over 885 square miles of flat topography, making it the largest city by land mass in the contiguous United States. In addition, the St. Johns River is perhaps the City's most defining feature, as it spans 310 miles throughout Florida, bifurcating Downtown's Northbank and Southbank, and presents the best opportunity for riverfront redevelopment. The waterway stretches roughly 4.8 miles along the St. Johns River and is flanked by I-95 to the west and Mathews Bridge to the east. Below are five major entry points to the Downtown core with significant traffic counts that highlight the volume of individuals that travel into the downtown core on a daily basis:



- Mathews Bridge/Arlington Expressway – 66,500 vehicles per day
- Hart Bridge/ Route 1 – 42,000 vehicles per day
- Main Street Bridge / Highway 10 – 30,500 vehicles per day
- Acosta Bridge/ Acosta Expressway – 28,500 vehicles per day
- Fuller T. Warren Bridge / I-95 – 121,000 vehicles per day



The major thoroughfares are spread roughly equal distance from one another and represent some of the areas highest vehicular traffic counts. More importantly, this identifies the opportunity to create developments that cater to the commuter, worker or traveler, by creating places where people can work, shop, live and play.





### **Jacksonville Port**

Historically, the Jacksonville Waterway was the location of the United States Navy fleet maintenance and is the current home to the Jacksonville Port Authority (JAXPORT). JAXPORT is one of the largest commercial cargo ports on the Atlantic coast. More than 75 cruise vessels make their port of call here bringing more than 185,000 embarking passengers annually. Additionally, over 926,000 cargo containers and roughly 630,000 vehicles are managed at JAXPORT which is just minutes from downtown.



### **EverBank Football Field**

Just South of JAXPORT is EverBank field, home of the Jacksonville Jaguars. EverBank field opened in 1995 on the site of the old Gator Bowl Stadium, which was erected in 1949. EverBank field is located on the St. Johns River on 10 acres of land. EverBank Field seats 67,246, but additional temporary seating can be added behind the south end zone, increasing the capacity to well over 82,000 persons for the annual Florida-Georgia game, Super Bowl, numerous concerts and other entertainment events. Recently in November 2013, Jacksonville's City Council approved \$63 million in improvements to EverBank Field. Upgrades to the stadium will include two new end zone video scoreboards (will be the largest of their kind in the world), a new platform area, pools, exceptional food and beverage offerings, interactive activities and much more. Construction began in January 2014. Just South of EverBank field is Metro Park that straddles the Jacksonville Riverfront. Offering two of the area's largest public spaces that further highlight the waterfront.



### **YMCA**

The 4.8 mile riverfront provides a myriad of residential, industrial, and retail opportunities. One of the most recent and catalytic developments is the new \$17.5M YMCA development along Riverside Avenue, providing nearly 70,000 SF of recreational space.

### **Riverside Arts Market**

Additionally, the Riverside Arts Market is just west of downtown beneath the canopy of the Fuller Warren Bridge and provides a consistent weekend draw of resident and regional visitor traffic. This eclectic group of musicians, artists and farmers gathers Saturdays to host an outdoor market that provides food and entertainment along the St. Johns River.





### Jacksonville Shipyards/Metro Park and Courthouse/Annex Development Sites

#### **Metro Park**

Metro Park is a 32 acre riverfront park located on the far Eastern corner of the Northbank just a stone's throw from EverBank Field. The park was originally a landfill and has seen significant redevelopment since its initial acquisition in 1972. Development of Metro Park was complete in 1984 and it currently boasts a 2,400 SF reversible stage, an open air facility that can accommodate 10,000 people with an additional 3,000 person pavilion. Metro Park already serves as a perfect location for outdoor entertainment and would be the perfect complement to a well-conceived Shipyard redevelopment.



#### **Shipyards**

The Shipyards anchors the eastern side of the Northbank. The site consists of roughly 28 acres of clear undeveloped city owned land. Its proximity places the Shipyards between Metro Park and the Jacksonville Landing and is the most suitable site for a large-scale riverfront development. The Shipyard property was originally slated for development in 2005 by the Landmar Group, a division of NC-based Crescent Resources (Duke Energy). The original development stalled in 2007 due to a failing economic climate. However, over \$27M was invested in bulk heading and other infrastructure related improvements. Its scale alone provides an excellent opportunity for a mixed-use development that provides connectivity from the downtown core to Metro Park and would create higher density in the downtown market.





### Courthouse/Annex

The potential relocation of the existing convention center should also be considered as a valuable part of the Metro Park/Shipyards/Courthouse/Annex (re)development. There are several sites that could host a new convention center. Relocation to a suitable site on this area creates a strong concentration of sports, entertainment and convention to Downtown's eastern side of the Northbank. This potential Sports Entertainment Convention District is well suited for an activity based riverfront and the large-scale mixed-use developments that have been discussed for all of these sites. Although there has been discussion of a convention center development at the former Courthouse/Annex site (8.38 acres), **a non-riverfront site like the current Pubic Safety Campus may be preferred.** The Courthouse/Annex site would be better developed for uses that take economic advantage of the St. Johns River and immediate access to and views of the river. While there is a huge financial cost to the potential relocation of the current convention center, the opportunity to offer groups a well-planned, cohesive environment for entertainment, tourism and convention programs should have a much greater and positive economic impact. Finding a suitable non-riverfront location for a new convention center would allow the Courthouse/Annex site to be programmed for a use that is better suited for the connectivity and cohesiveness of higher end residential, office and retail along the riverfront.



### Jacksonville Landing

The Jacksonville Landing was built by the Rouse Company and opened on June 25, 1987. The Landing was sold to a local developer Sleiman Enterprises In 2003 for \$5.1M. The Landing is situated on a 9 acre complex that features 65 stores, complete with dining, full-service restaurants, food court, and entertainment venues. The Landing stages over 300 special events annually and live music weekly on the courtyard stage. The majority of the events take place in the open brick courtyard in the center of the horseshoe-shaped structure.





Jacksonville Landing does not perform at the level of a premier destination retail center. The Landing currently offers over 100,000 SF of retail with very few national credit tenants. Its occupancy rate is approximately 75% at mostly below market rents. Many redevelopment plans have been presented in the past, but the most promising has been the introduction of expanded green and public space, with lower scale retail and possibly a select service hotel, and/or residential tower. In all redevelopment scenarios, it is agreed that the Jacksonville Landing will need to remain anchored by retail, just of a much higher quality.

### **Retail Activation**

The remainder of Downtown Jacksonville's retail should operate under a well-designed, reprogrammed retail strategy that centers around two principles: 1) quality retail for workers and residents, and 2) strategically planned retail corridors with destination anchors that promote east and west pedestrian activity through most of Downtown. We believe the success of the Elbow needs to be augmented by additional retail leasing efforts on Bay Street, Laura Street, and Adams Street. Each connects major destination areas and are critical in moving residents, workers and tourists through the downtown core. **This improved retail leasing activity and quality will be difficult to achieve today prior to Downtown increasing the residential inventory and the redevelopment of the Jacksonville Landing, but planning for Downtown's inevitable residential growth and aligning that growth with a defined character for each of the major retail corridors, should occur today as part of the planning effort for tomorrow.**

### **Catalytic Historic Trophies**

Additionally, the Adams/Laura/Bay retail corridor is home to some of the City's most prized and treasured historical architectural assets. As you travel from Laura to Bay Street the scale of the buildings diminishes as you approach the water, but continues to present ample opportunities for low scale neighborhood retail tenants. The following are three distinct trophy assets that are catalytic opportunities to influence the success of the Downtown's retail core.

- **Barnett Bank Building – 112 West Adams Street**

The Barnett Bank Building was erected in 1926, and was Jacksonville's tallest building at the time. The Barnett Bank Building is currently the subject of a \$35 million historic and New Markets Tax Credit development project that will reactive a Landmark former Bank building in the central business district of downtown Jacksonville. Along with the historic preservation of the building, developer Steve Atkins shared that a new mixed-use program has been proposed to include the University of North Florida, One Spark, KYN and CoWork in the tower, and approximately 80 new rental apartments along with a commercial bank programmed on the ground floor.





- **The Laura Street Trio - 51 West Forsyth Street**

The Laura Street Trio is a collection of three historic landmark buildings located on Laura Street in heart of downtown. The Trio consists of two towers, the Florida Life Building (1908) and the Bisbee Building (1911), plus a third structure, the Old Florida National Bank (1911), which is flanked by Florida Life and the Bisbee building. The two high rise structures were designed by Henry John Klutho, a prominent architect at the time who made significant contributions toward the reconstruction of Jacksonville after the Great Fire of 1901.



Recently the buildings were bought by developer Steve Atkins. The Trio is slated for a \$44 million historic and New Markets Tax Credit rehabilitation to reactivate these trophy assets. Initial plans propose converting the Marble Bank into a high end restaurant. Plan A will activate the Bisbee Building to accommodate a ground level sports bar, along with a hospitality component on the upper floors. The Florida Life Building will also be a part of the hotel and will house a roof top bar venue and ground level retail amenities. Initial discussions with Marriot have already begun to propose a 130 key select service hotel as the hotel operator. An additional tower is also being considered to further support the hospitality component as well as parking. Plan B would replace the hospitality component with an additional 85 residential units, and ground level retail.

- **The Ambassador Lofts – 310 W Church Street**

The Ambassador Hotel originally opened in 1924 as the first upscale apartments in downtown Jacksonville by the name of 310 West Church Street Apartments. Today's namesake is the result of numerous name changes over several years. The condition of the property has dissipated significantly and it was eventually condemned in 1997. In 2009 plans were released to change the hotel into "The Ambassador Lofts" which would consist of 50 apartments and some retail space. As of now, the project is stalled and remains another prime candidate for revitalization.







Reactivating these trophy assets is critical to generating new resident and worker traffic, as well as improving Downtown's architectural and aesthetic vibrancy that is necessary for promoting further investment into the Downtown core. The lack of success redeveloping the downtown trophy assets diminishes the image of the City and detracts from the positive opportunity to tie the City's core to the riverfront from the Jacksonville Landing to Metro Park. A successful Adams Street/Laura Street redevelopment would tie into a successful Landing redevelopment, which would perfectly complement the successful development activities that are already underway on the riverfront's westside.

### **Westside of the Study Area**

Finally, in addressing the western half of the riverfront, the City has reasons to be optimistic and confident in its ability to redevelop downtown as evidenced by the activity already occurring at Five Points and Brooklyn Riverside. Five Points is characterized by its youthfulness, quality and unique character. Both Five Points and the Brooklyn Riverside areas are being developed through the leadership of private developers/investors. While public support was provided and should remain to ensure these areas success, the real catalyst for this areas success has been the character of the residents and the desire for many to experience a more hip, urban, intown style of neighborhood. These areas clearly have the ability to attract a diverse group of people from different residential areas. The following developments have been a significant part of the transformation of the Brooklyn Riverside and Five Points neighborhoods.

- **220 Riverside – Hallmark Partners**

220 Riverside is an urban mixed-use multifamily apartment community, being developed around a major community centerpiece called Unity Plaza, at the intersection of Riverside Avenue and Forest Street in Brooklyn. Developed by Hallmark Partners and Bristol Development, the \$37 million project includes 16,500 square feet of ground floor retail space, 294 residential units, and a 386-space parking garage. With units ranging from 615 to 1,200 square feet, with rents that will range from \$1.50 to \$1.70 per square foot. 220 Riverside and its signature *Unity Plaza* are excellent examples of urban revitalization realized through public/private partnerships and will serve not only as a driver of urban development but a template for future mixed-use development.





*Unity Plaza* is the proposed 2.5 acre site in the Riverside neighborhood slated to be redeveloped into a new 2,000 seat amphitheater. The land for the project was donated by Hallmark Partners; Hallmark Partners is developing a mixed-use project creating more than 294 multifamily units adjacent to the amphitheater site. Unity Plaza is creating an interactive green space environment that is programmed daily to provide over 240 activities annually. These activities aim to promote fellowship, fun within a transformative premier central park that rivals those seen in other major metropolitan cities.

- **Shoppes on Riverside – Regency Centers/Fuqua Development**

The Shoppes on Riverside is a proposed retail center located just East of the 220 Riverside development and will contain roughly 29,470 SF of small scale retail, anchored by a 20,400 SF Fresh Market grocery concept. The Shoppes on Riverside is also located adjacent to Brooklyn Riverside, a residential development.

- **Brooklyn Riverside – Pollack Shores**

The Brooklyn Riverside development is a 7.96 ac, \$28.4M project. Pollack Shores, an Atlanta based developer is planning to build 310 apartment units that range from \$950.00/mo. to \$1,500.00/mo. Brooklyn Riverside is the perfect residential complement to the commercial activity and community centers that are already being developed at 220 Riverside and at the Shoppes on Riverside. This residential development indirectly adds significant value to the downtown core by influencing additional development along the riverfront and up through LaVilla.





- **Bell Riverside – Bell Partners**

Bell Riverside, formerly known as the Villas of St. Johns apartments, offers luxury apartment homes in Jacksonville. Its location is a few blocks from downtown Jacksonville, and is convenient to both I-95 and I-10. Bell Riverside currently is home to 257 units with an average rental rate ranging from \$1,025.00 to over \$2000.00 for 1br to 3br units. Additionally Bell Riverside offers resort like amenities to its tenants including a private dock, sundeck, pool, 24-hour fitness center, outdoor kitchen, and attached parking deck all nestled in a riverfront rental community.



- **LaVilla**

Although LaVilla has not seen the same level of development as Brooklyn or Five Points, the entrance to LaVilla offers a transition to downtown at the current convention center. This strategic location providing a wonderful opportunity for an adaptive reuse of the existing convention center to more residential supportive uses such as:

1. Public entertainment venue
2. Educational use (school)
3. A recreation facility
4. Entertainment studio
5. Multimodal Passenger Terminal



These potential uses would properly transition Brooklyn to LaVilla and bring uses to a trophy asset that are more conducive to the areas' residential character. A natural entrance from the west into downtown from LaVilla and Brooklyn would become a more significant gateway and influence to supporting the further development of the City's core. The Prime F. Osborn III Convention Center is a 265,000-square-foot convention center located in downtown Jacksonville, Florida. Opened in 1986, it was built incorporating the former Jacksonville's Union Station. The Convention Center station of the JTA Skyway is located across the street.





- **LaVilla Enterprise Lofts - Gorman & Company**

Gorman & Company has recently submitted a proposal with two variations to develop a site located at the intersection of Davis and Union Street. The first proposal called LaVilla Enterprise Lofts, includes 76 apartment units, and 24 live work units for a total of 105 residential units. Additionally, the program includes 9,000 square feet of commercial space and 115 parking spaces. The second proposal would add a 6,000-square-foot restaurant and another three-story building with 35 apartments, for a total of 140 apartments.

### **Downtown's Southbank**

Downtown's Southbank is arguably the most developed part of downtown. Downtown's Southbank is roughly 286 acres and is home to a variety of restaurants, hospitals, hotels, and premier residential developments. Major thoroughfares include San Marco Blvd with 17,055 vpd, Phillips Highway with 25,000 vpd and Atlantic Blvd. with 23,000 vpd. There are over 76,340 rsf of available retail space and 319,684 rsf of vacant office space. The average retail rental rate is \$16.64 per rsf for retail and \$19.78 per rsf for office. There are also



current discussions in regards to the redevelopment of the JEA site and potentially the School board site. The development of the JEA site has recently been set out for RFP. The Downtown's Southbank is also home to some of the area's most sought after residential projects and is anchored by some of the area's best medical facilities. San Marco for example includes roughly 395 acres located immediately south of Downtown and is home to over 2200 people. Recent developments include:

- San Marco Place Condominiums
- 7940 Philips Hwy – Retail (9,398 RBA) – In Progress
- 6105 Philips Hwy – Retail (4,304 RBA) – In progress



### CBD Transportation

Public transportation within the downtown core of Jacksonville is very limited, but offers great opportunity to connect the entertainment venues along the eastern riverfront to the office and retail components within the Downtown core. The Jacksonville Transportation Authority currently operates two transportation programs: The Jacksonville Skyway and the Riverside Trolley.

- *The Jacksonville Skyway* is an automated people mover connecting Florida State College at Jacksonville downtown campus, the Northbank central business district, Convention Center, and Downtown's Southbank locations. The system includes 8 stops connected by two lines. The system will be assessed in the future to determine the obsolescence of the system.
- *The Riverside Trolley* is a wheeled surface trolley themed transit service that currently operates on a limited basis along Riverside Avenue to the Jacksonville landing and back to Riverside Park. Recently the JTA has implemented a pilot program called the Riverside Night Trolley which runs a more expanded route and operates Friday and Saturday nights, from 6:00 pm – 2:00 am, on the first weekend of every month from January through June. The trolley has very limited ridership.



Transportation connectivity is a critical piece of the discussion about redevelopment Downtown and making it more competitive. Understanding the success that is occurring in the suburbs is crucial in planning a long-term strategy for the City. Today, the suburbs represents a commercial market that is equal to the City's in terms of office, and is significantly larger with respects to retail and residential. This suburban development comes at the expense of Downtown. **To the extent that a well-connected transportation system makes Downtown a more attractive option to the inevitable congestion in the suburbs, you introduce an important marketing tool and competitive advantage to other municipalities.** Today, the suburbs have a much stronger residential, retail and office environment; however, by activating key sites along the riverfront and connecting them through creative and strategic transportation elements, one begins to set the stage for an environment that cannot be matched in the suburbs.

**All transportation elements should be considered, including ride share programs, bicycle and walking paths and rerouted or expanded public transportation options.**





### **The Suburbs**

The Jacksonville suburbs play a critical role in defining the office and retail markets for downtown Jacksonville. Competing suburban markets would be Butler/Baymeadows, Riverside, San Marco, Southside and Deerwood. An example of a submarket effecting downtown would be Deerwood; having approximately 500,000 sf of office space available creates direct competition with the downtown submarket. Current leasing rates show roughly 65% of office buildings have occupancy levels greater than 80%. The amount of contiguous space greater than 90,000 SF further solidifies competition between Deerwood and Downtown. Larger corporation targeting markets in suburban areas would likely select the Deerwood space due to proximity to suburban neighborhoods, the ability to accommodate large users, and the amenities of surrounding retail. Southside is “the 800 pound gorilla in the room” having square footage comparable to that of other major cities. Southside, being the largest office market in Jacksonville, contains over 15 million RBA. This market has to be included in any discussion of the downtown office market. Southside currently has a vacancy rate of 11.4% and will soon run out of large blocks of space for users without new construction.



Baymeadows/ Butler is the 2<sup>nd</sup> largest competitor for the downtown submarket. Recently, Crocker Partners acquired Freedom Commerce Center in late 2012 has since renamed the property to Prominence. The property located in the heart of Bay meadows, has struggled with occupancy for the past several years. Crocker Partners has delegated \$5 million to \$10 million to bring the property to market standards. The upgrades proposed will include restrooms, lighting, upgraded elevator cabs, new facades (lobby), and upgrades to the parking area. The office project is comprised of seven buildings consisting of 752,000 square feet. The property was purchased in foreclosure for \$27.8 million.



St. Johns Town Center serves as the premier retail center in the city of Jacksonville. St Johns Town Center was developed by Ben Carter and Simon Property Group in 2005. The property consists of 1.2 million square feet of retail, with more than 150 national retailers. It is arguably the most successful retail project in the region. Its success is attributed to higher income levels, large population density and large tenant base of national retailers. Construction on the third phase of St. Johns Town Center should be completed in the fourth Quarter of 2014. This phase will encompass Nordstrom department store, Arhaus Furniture, Swim n’ Sport and Natural Life.





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**Section 5: Downtown Housing Goals and Strategies**

Downtown housing goals and projections are presented as a basis for developing and implementing marketing activities, financial incentives, and other actions necessary to attract equity investors, developers, and downtown residents. Market opportunities for individual downtown neighborhoods and locations are assessed and recommended in order to promote and facilitate development of a range of distinct downtown housing environments.

**Goals and Projections**

Eight other cities with successful downtown redevelopment efforts were surveyed and assessed by the Consultants as part of the process to update the Community Redevelopment Plans for the Northbank and Southbank areas. The eight cities are Baltimore, Cincinnati, Chattanooga, Charlotte, Greenville (SC), Indianapolis, Kansas City, and Louisville. To a greater or lesser degree, all eight cities have been successful in attracting housing and/or commercial investments and developments and resultant new residents, employees, and visitors.

A common measure of success in stimulating development of new housing and downtown residential growth is the share (percentage) of the metropolitan area population living downtown. The goal in Kansas City, for example, is to have 2.0 percent of its metro area population of nearly two million living downtown in approximately 15 years. Almost 1.0 percent of the metro area population currently lives in downtown Kansas City. For the other seven downtowns, percentages of the metro area population living downtown ranged from 0.35 in Louisville to 1.27 percent in Indianapolis. The average for the eight is 0.91 percent, including Baltimore (0.76), Chattanooga (1.08), and Charlotte (0.67). Jacksonville, by comparison, has only 0.26 percent of its metro area population living downtown.

Recommended achievable goals for downtown Jacksonville are for 0.50 percent of the metro area population living downtown by 2025 and 0.75 percent by 2035. This would add 4,560 new residents by 2025, more than doubling the existing resident household population of 3,557 to a total of 8,117. Another 5,386 residents would be added by 2035, for a total of 13,503 by 2035. Overall, the downtown household population would grow by close to 10,000 new residents over the next 20+ years. This population growth would require another 3,209 housing units by 2025, plus 3,771 more by 2035, for a total of approximately 7,000 new housing units by 2035.



### Downtown Housing Goals and Projections

Parameter	Current Estimate	2025	Growth to 2025	2035	Growth 2025-2035	Growth 2014-2035
Housing Goal (1)	0.26%	0.50%	0.25%	0.75%	0.25%	0.50%
Metro Pop, 2013 (2)	1,372,001	1,623,400	251,399	1,800,400	177,000	428,399
H'sehold Pop, 2014 (3)	3,557	8,117	4,560	13,503	5,386	9,946
Pop/Household (3)	1.5	1.5		1.5		
Households, 2014 (3)	2,355	5,411	3,056	9,002	3,591	6,647
Vacancy Factor (5%)		271	153	450	180	332
Housing Units		5,682	3,209	9,452	3,771	6,979

(1) Share of metropolitan area population

(2) 2013 metro area population estimates and 2025-2035 projections, University of Florida, BEBR

(3) 2014 downtown estimates, Nielsen Claritas

Source: URBANOMICS, Inc.

### Requirements for Success

While these goals are considered achievable with focused and ongoing efforts, they are a long way from being considered part of the natural evolution and growth of downtown Jacksonville. Only 1,500 new housing units were added downtown from 2000 to 2013, averaging 115 units per year. The addition of nearly 7,000 new housing units over the next 20 years, averaging 350 per year, will require that the City do the following:

- Attract and leverage private investments in rental and for-sale housing developments targeting a range of demographic and income groups with various land contributions, infrastructure investments, incentive grants, and low interest loans as it has done with several downtown housing projects in the past. Note: Incentives provided to six downtown housing projects since 2000 averaged nearly \$60,000 per unit for 1,168 units, including an average of nearly \$170,000 per unit for redevelopment of 227 units in The Carling and 11 East Forsyth apartment projects.
- Make downtown public safety and security a high and ongoing priority in order to allay fears and perceptions among potential downtown residents that the area is an unsafe place to live, particularly after dark.
- Promote and attract the types of retail and service establishments, attractions, and events that make downtown an attractive and compelling place to live with distinctive neighborhoods and residential environments.
- Aggressively market downtown living to key demographic groups, including young urban professionals, downtown workers, and empty nesters and retirees seeking a more urban lifestyle and environment. An important segment in this mix of buyers and renters is the 25-34 age group – the “millennials,” the most rapidly growing age group of city dwellers in the U.S., and who will particularly impact the downtown rental housing market.





- For housing developments that receive financial incentives from the City, it is recommended that the City take into consideration the development's height, scale, and density, as well as whether or not the development threatens the financial viability of existing nearby housing projects, unreasonably blocks view corridors, or unreasonably limits/constrains other downtown development opportunities.

It is also desirable to expand the downtown family market. Nielsen Claritas data for 2014 show that of a total of 2,355 downtown households, only 23 percent are family households (including married couples and single parent households) and 67 percent of households are one-person households. This may reflect the impact the Cathedral housing senior population on downtown demographics, but also suggests that shared households (e.g., two unmarried adults) are not a significant factor in the downtown housing market.

Nielsen Claritas data for downtown Jacksonville further shows a median household income of only \$18,863 for existing downtown residents. However, this is not consistent throughout downtown. A much higher median of \$60,253 was reported for the Census block group in the Northbank downtown core for 2011, and similar or higher medians are likely in the Southbank area based on the type and cost of housing in this area. The Northbank core includes The Carling, 11 East Forsyth Street, Berkman Plaza I, Knight Lofts, Parks at the Cathedral, and perhaps other comparatively new housing projects.



Average wages of downtown area workers are substantially higher than the downtown-wide median household income. For Zip Code 32202, which covers much of the Northbank area, average wages for 18,485 private sector workers in 2011 were \$78,203, according to County Business Patterns data from the US Census. Average wages in the other two Zip Code areas that overlap downtown were \$64,789 for 18,723 private sector workers in Zip Code 32204 and \$44,642 for 29,512 workers in Zip Code 32207. These income levels make the 67,000 downtown area private sector workers, plus an estimated 15,000-20,000 generally well paid Federal, state, and local government employees working downtown, prime markets for downtown housing.

Downtown Jacksonville appears to have a solid head start in achieving the 2025 goal of another 3,209 new housing units with four projects either under construction or proposed that total nearly 1,000 units. These include 220 Riverside (294 apartments) and the Pollack Shores project (234 apartments) in





Brooklyn, the proposed 140-unit LaVilla Enterprise Lofts project in LaVilla, and the partly finished 220-unit Berkman Plaza II development on the Northbank riverfront.

It is interesting to note that the three most recently announced projects in Brooklyn and LaVilla are all rental apartment development. The rental market is considered the most viable opportunity for new downtown housing at present because of steep drops in pricing of for-sale condominiums and townhomes in recent years. When put on the market, most downtown for-sale projects built up to around 2007 sold out quickly to investors and residents, but resale prices after 2011 are well below original prices paid. As examples, 2012-2014 resale prices for the same units were only 53 percent of original prices for Parks at the Cathedral, 48 percent for San Marco Place, 43 percent for Residences at City Place, and 34 percent for the Home Street Lofts. Some number of these may have been foreclosures and short sales, but the magnitude of these price drops limits near term opportunities in the downtown for-sale market.

### **Opportunities and Strategies for Selected Areas and Neighborhoods**

#### **Brooklyn**

Brooklyn has evolved over many generations from a residential suburb, settled in the early 1800s, to an older commercial area characterized by low-rise commercial and industrial buildings, many of which still exist, to a more recent and thriving mid-rise and high-rise office area along Riverside Avenue. Leading tenants along the Avenue include Fidelity National Financial, Fidelity National Information Services, Florida Blue, EverBank, Haskell Company, and The Florida Times-Union, which total several thousand employees.

Most recently, Brooklyn has become the center of attention in the downtown housing market, with one 294-unit apartment project under construction (220 Riverside) and an adjacent 234-unit apartment community (Brooklyn Riverside) about to begin construction. Most of the modest old single family homes have been cleared, except for a handful of units west of Park Street, and much of the remaining area west of Riverside Avenue is vacant and available for additional residential development. The two new apartment projects are market-rate, with average rents expected to be in the \$1.25-\$1.50 per square foot range, and set the general tone for further housing development in this neighborhood, i.e., market-rate housing for downtown workers and young urban professionals.

The older remaining commercial/industrial buildings, most of which appear to be one-story, have limited potential for residential reuse. Many of these properties are likely to be redeveloped over time as land values increase for other more contemporary retail, office, and other commercial uses.

The following actions are recommended by the DIA in order to position Brooklyn for additional housing development:

- **Inventory remaining vacant land parcels that could be assembled and made available for housing.**
- Work with the City Planning and Development Department to determine the amount of additional housing that Brooklyn can support and update land development regulations as needed to facilitate new urban housing types and moderate densities representative of the two new apartment projects and Parks at the Cathedral development.



- Work with the City Housing and Community Development Division on assessing the viability of existing remaining single family homes and develop and implement a strategy, as warranted, for property improvements and home ownership.

### **LaVilla**

The LaVilla neighborhood contiguous to and north of Brooklyn is also an old residential suburb of Jacksonville that was annexed into the City in the late 1800s. It was for generations a center of African-American life, culture, and the arts, once known as the “Harlem of the South,” and containing several entertainment venues that hosted leading black entertainers of the day. The refurbished Ritz Theatre and Museum is a reminder of the area’s rich cultural and arts history.

In later years, however, LaVilla’s physical and social environment decayed and the area was beset by crime, which resulted ultimately in the clearance of some 30 blocks in the 1990s that included most if not all of the older housing in the area and displacement of residents. All vestiges of a residential neighborhood are gone and what remains today are numerous publicly-owned vacant lots and parcels of land and scattered commercial, institutional, and public facilities.

In addition to the Ritz Theatre, one remaining neighborhood asset is the LaVilla School of the Arts a magnet middle school that could be a focus for redeveloping LaVilla as a thriving urban community once again. Toward this end, a Wisconsin-based developer has proposed a 140-unit rental project in the area on City-owned property on Arthur Street called LaVilla Enterprise Lofts, a combination of conventional apartments, live-work units, and 15,000 square feet of commercial space.

The optimal residential future of LaVilla is a family-oriented mixed-income neighborhood of low-to-moderate-density housing, including a mix of single family Habitat-type homes and other financially-assisted attached and multifamily housing, both for-sale and for-rent. Home ownership should be promoted and facilitated actively in this area to ensure that LaVilla is redeveloped as a sustainable urban neighborhood for generally lower-to-moderate income downtown area workers.

The following actions are recommended by the DIA in order to position LaVilla as a viable and sustainable urban neighborhood:

- Inventory remaining vacant land parcels that could be assembled and made available for housing.
- Work with the City Planning and Development Department to determine the amount of new housing that LaVilla can support and update land development regulations as needed to facilitate a mix of single family homes and attached and multifamily units at low- to moderate-densities representative of the Parks at the Cathedral development.
- Work with Habitat for Humanity, City Housing and Community Development Division, Jacksonville Housing Authority, and Duval County Housing Finance Authority to develop and implement a housing and neighborhood development strategy for LaVilla.
- With a strategy in place, including types of financial assistance and incentives as may be made available to developers and homebuyers, solicit proposals from housing developers for specific assembled properties and assist developers in recruiting and qualifying tenants and buyers.



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### Cathedral District

The Cathedral area has downtown's largest remaining collection of original Victorian homes and other older residential structures, although many were displaced in the past by expansion of government facilities, the sprawling 23-acre Cathedral Center urban renewal project, and surface parking lots. This area, generally bounded by Ocean Street, State Street, Hogan's Creek, and Adams Street, has an impressive collection of architecturally significant landmark churches and other old and historic buildings, including the Armory Building, Morocco Temple, and 711 North Liberty Street, and sits in the shadow of the Northbank downtown commercial and governmental core. Neighborhood amenities in the Cathedral area also include a full-service Winn-Dixie grocery store. Despite past encroachments, the Cathedral area still has a distinctive urban neighborhood character and appeal. In some respects it is not unlike the Fourth Ward neighborhood in downtown Charlotte in its proximity to the downtown core, urban character, and potential.

Existing housing developments in this area include the three Cathedral high-rise, low-income senior housing towers with more than 600 apartments and assisted living units developed in the late 1960s and early 1970s; the 52-unit, low-income Stevens-Duval Apartments developed in the early 1980s in an old 1903 school building and the comparatively new 51-unit Parks at the Cathedral townhome development in 2002-2003. These developments, and a number of other residential buildings and homes, make the Cathedral District by far the most populated area of downtown. The area has possibilities for development of small pockets of infill housing on vacant and underutilized properties and selective redevelopment of surface parking areas in higher value locations where parking can be replaced and consolidated over time in parking garages.

The following actions are recommended by the DIA in order to enhance the urban neighborhood character of the Cathedral area and provide and facilitate opportunities for new housing:

- Inventory and catalog vacant lots and parcels and surface parking lots in the area that could be assembled and made available for infill housing and new multi-unit developments.
- Work with the City Planning and Development Department to determine the amount of new housing that can be supported in the Cathedral area and update land development regulations as needed to facilitate a mix of detached homes on infill lots and attached and multifamily units at moderate densities representative of the Parks at the Cathedral and 220 Riverside developments.
- Work with City Housing and Community Development Division to develop and implement a housing and neighborhood preservation strategy for the Cathedral area, including the preservation and recapture of remaining old Victorian homes in the area. Note: Many stately detached homes in the Cathedral area were converted to offices and other non-residential uses to be in proximity to the old County Courthouse on Bay Street. Relocation of the Courthouse may cause some non-residential uses to relocate near the new Courthouse, which may allow these former dwellings to become residences again.

With these and other actions to enhance and preserve the neighborhood and its housing stock, the Cathedral area will prove an attractive residential environment for affluent and middle income buyers and renters of all age groups seeking walking distance proximity to workplaces in the downtown core while at the same time appreciating the unique (for Jacksonville) and historic urban character and amenities found in the Cathedral area.

**Northbank and Southbank Riverfront**

Riverfront areas of the Northbank and Southbank have particular appeal for high-rise high-density condominium and apartment towers. The real estate boom in the early- to mid-2000s brought four such projects to the area with a total of 896 units: The 22-story Berkman Plaza I condo tower and townhomes on the Northbank (226 Units), and The Peninsula, a 37-story condo tower (234 units), The Strand, a 28-story apartment tower (295 units), and San Marco Place, a 21-story condo tower on the Southbank (141 units). While not actually on riverfront property, San Marco Place is across Riverplace Boulevard from the Peninsula and Strand and has river views.

With some exceptions, these high-rise riverfront projects generally sold out or rented quickly to a mix of investors, seasonal residents, and permanent residents before the real estate bust. Construction of Berkman Plaza II, a second 23-story condo tower on the Northbank, was halted in 2007 following collapse of a parking garage on the site.

A number of other riverfront housing developments with residential towers were proposed during the mid-2000s real estate boom, most of which were on the Southbank. These projects included the 40-story 190-unit Vu condominium adjacent to the Peninsula, the 300-unit 51-story St. Johns condominium adjacent to the Aetna building, 2,000 housing units including five condo towers as part of an overall development concept for the Jacksonville Electric Authority (JEA) property called the San Marco Riverfront District, and San Marco Riverfront Village, another 2,000-unit project on the site of the existing Chart House restaurant and Windham Hotel. All of these are considered dead or indefinitely postponed projects. Proposed but unbuilt Northbank riverfront or river view developments include River Watch at City Center, a 35-story tower with 200 condos and 200 hotel rooms near the Jacksonville Landing, and the 40-acre Shipyards property, on which another 1,000 residential units, including a 38-story 328-unit condo tower, were planned. These projects also are considered dead or postponed indefinitely.

The City-owned vacant Shipyards property on the Northbank and the vacant 40-acre JEA property and currently developed hotel, restaurant, and School Board properties situated between the JEA property and the Peninsula condo tower on the Southbank total as many as 100 acres. These properties and others can be developed and redeveloped ultimately for a mix of urban uses, including housing. In addition, a proposed redevelopment concept for the Jacksonville Landing, the struggling “festival marketplace” on the Northbank, includes a residential tower, among other uses. These properties may be able to accommodate as many as 5,000 residential units based on unrealized proposals for their development.

The more likely future for these properties in the aggregate is for lower density development with a diminished emphasis on high-rise development. The market for pricey high-rise riverfront condominiums is much more limited than the spate of past proposals would indicate, and steeply reduced prices in recent years suggest that it will be a while before investors, developers, and buyers risk additional capital. Less costly mid-rise and low-rise development with mixes of housing and commercial uses is a less risky scenario for these riverfront areas, with emphasis initially on market rate rental product.

A good example of mid-rise riverfront development is the Current at the Banks Apartments, a 5-6 story 300-unit luxury apartment project over ground floor commercial space on the Cincinnati riverfront. This



project is part of the 18-acre The Banks mixed-use development on the Ohio River between Paul Brown Stadium (NFL Bengals) and Great American Ball Park (MLB Reds) in downtown Cincinnati. This type of project may also be an alternative to high-rise tower proposals for the Jacksonville Landing.

The following actions are recommended by the DIA in order to position Northbank and Southbank riverfront properties for sustainable development, including opportunities for new housing:

- Develop marketing materials and supporting data identifying riverfront properties currently available and that have potentials for development and redevelopment. Coordinate with property owners and listing brokers on best practices for marketing these properties.
- Work with the Mayor and City Council and JEA on approaches and actions needed to facilitate development of the Shipyards property and JEA Southbank property, including participation as equity partners in developing sustainable mixes of uses on these strategic properties. Note: The JEA recently released a Request for Proposals for a 30-acre area of the property inviting qualified developers to submit development proposals and financial data and proposals for evaluation by JEA, leading to developer selection and negotiation. Developers can also propose on one of two 15-acre sections of the designated property.
- Consult with the developer of record of the Berkman Plaza II condominium tower as the current legal, physical, and financial status of the project and their plans for or interest in completing the project, which left unfinished is a major eyesore and blighting influence on the riverfront. Seek other developers who might be interested in taking over and completing the project, providing that lawsuits and liens have been or can be resolved and would not encumber another developer.
- Work with the Duval County School Board and appropriate City agencies on a plan of action leading to the ultimate relocation of School Board offices from the Southbank riverfront to a viable central and easily assessed location and in a manner that would minimize disruption on and costs to the Board.

### **Other Downtown Housing Opportunities**

Housing conversions and adaptive reuse of old office, manufacturing, and warehouse buildings, hotels, schools, and other structures that have been vacated or have become outmoded is a popular trend in downtowns across the U.S. In this regard, Jacksonville has an impressive and enviable track record in the conversion and adaptive reuse of old and historic buildings in the downtown area for rental and for-sale housing, both market-rate and below market-rate. Although the Great Fire of 1901 destroyed more than 2,300 buildings in and around downtown, some remained, others were rebuilt, and many more were replaced. Today, downtown Jacksonville has a sizeable inventory of old and historic commercial and institutional structures built in the early 1900s, many of which have been converted successfully to multifamily housing in recent years, with many more having like potentials. Existing housing conversions in and around downtown Jacksonville that are profiled include:

### **Northbank/Riverside**

- The Carling – former Hotel Roosevelt, built 1925; 100 rental apartments
- 11 East Forsyth – former American Heritage Life building, built 1926; 127 rental apartments
- Churchwell Lofts – former commerce building, built 1904; 21 condominiums
- W.A. Knight Lofts – former commerce building, built 1923; 12 rental apartments
- Residences at City Place – former office building, built 1949; 212 condominiums





- Metropolitan Lofts – former office building, built 1950s; 116 rental apartments
- Stevens-Duval Apartments – former high school, built 1903; 52 low-income rental apartments
- The John Gorrie (Riverside) – former junior high school, built 1923; 68 condominiums

**Southbank/San Marco**

- Home Street Lofts – former commercial building, built 1921; 12 condominiums
- Lofts San Marco (San Marco) – former elementary school, built 1916; 38 rental apartments

The collapsing real estate market in the late 2000s stopped a number of other conversion projects on the Northbank. These projects are considered dead or postponed indefinitely until such time as other developers revisit them. These previously proposed but unbuilt projects include:

- Ambassador Hotel – former apartment building, later converted to the Ambassador Hotel, built 1923; 50 rental apartments
- Assembly Lofts at Commodores Point – former Ford Motor Company building, built 1924; 120 apartments
- One 12 Condos – former Barnett Bank Building; 105 condominiums
- 605 West Beaver – former Central Hotel, built 1912; 16 apartments
- 218 W. Adams Lofts – former office building; 30 condominiums

The following actions are recommended by the DIA in order to promote and facilitate preservation and conversion to downtown housing of these and other significant vacant and underused old and historic buildings in and around the downtown core:

- Develop marketing materials, including information on available incentives that illustrate and promote the extent of successful housing conversions in and around downtown for use in generating investor/developer interest in other downtown properties.
- Inventory significant downtown buildings that have need and potential for adaptive reuse and conversion to housing. Include this building inventory in marketing materials.
- Revisit developers and property owners of previously proposed but unbuilt housing conversion projects to determine their current levels of interest, plans to proceed, if any, and need for support from the City.



## Section 6: Feasibility Assessment

### 1. Riverfront Activation

One of the most important steps in building a feasible strategy for redeveloping or repositioning an area or a specific real estate asset, is to first understand which characteristics of the area or asset set it apart from the competition. How do you build off of your strengths and are your strengths naturally competitive advantages that cannot be replicated? **There are a number of naturally competitive advantages that only Downtown can offer, such as beautiful historic architecture, the region's most prized attractions and entertainment venues, and the opportunity for population density and neighborhood character that only intown living can offer. Still, the most obvious strength of Downtown Jacksonville is the presence of the St. Johns River bisecting the core of the City and creating not one, but two opportunities for riverfront development.**

While the Southbank has experienced relative success in developing Downtown's higher end retail, hospitality, office and residential, the Northbank has not achieved the same level of success. This is in part due to the complexity of planning and developing 4.8 miles of riverfront. Nevertheless, a world-class city like Jacksonville must create a world-class riverfront to attract the region's residents and national visitors. Even, if only on an occasional basis. During our interviews, the comment was made in many different ways, on several different occasions that the City works especially hard to make it easy for everyone to leave as soon as their Downtown activity is complete. A new focus on attracting them to stay or come early is critical for Downtown's growth.

To address this challenge, our research identified a gateway to the city at the Jacksonville Landing. To the left of the Landing, we have identified the Westside Riverfront, and proposed activating it with water amenities and activities supportive of the strong residential communities of Five Points and Brooklyn Riverside. To the right of the Landing, we have envisioned a Sports Entertainment Convention District capable of attracting and retaining the interest of both regional and national visitors interested in partaking of best-in-class attraction and venues. This SEC District should one day be the home to some of the Country's most prestigious and exciting mixed-use developments. International architectural firm, HKS Architects, has shared some conceptual ideas about what an activated Riverfront could offer.

### Jacksonville Riverfront Activation Concepts



Connect



Captivate



Celebrate





**WEST END NORTHBANK RIVERFRONT ACTIVATION**

This district needs to respond to the neighborhood fabric and hence has the opportunity to *connect* the residents to the river.

**JACKSONVILLE LANDING GATEWAY DEVELOPMENT**

This district is a signature destination that can be developed as a gateway to downtown Jacksonville and tactfully *captivate* its visitors.

**SPORTS ENTERTAINMENT CONVENTION DISTRICT**

This district is in close proximity to the stadium and has the potential to be energized with landmark buildings and festive spaces to *celebrate* the water.



*Captivate*

*Celebrate*

**RIVERFRONT DISTRICT BIG IDEAS**







West End Northbank Riverfront Activation





Skate Park



Interactive water features



Multiple texture boardwalk



Unique river walk and trails

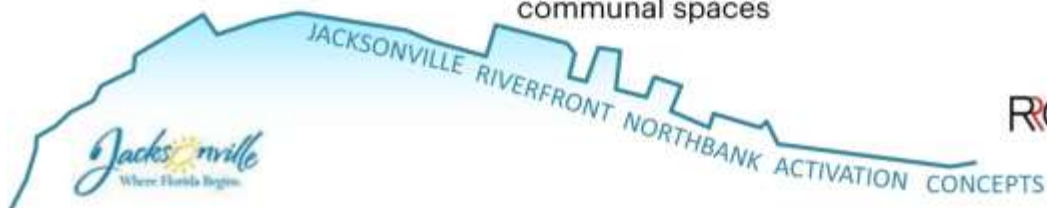


Community gardens



Multi-generational communal spaces

connect



RG REDROCK  
GLOBAL  
HKS







Small scale retail



Distinct Ferry Terminal



Markets and Bazaars



Mixed-use



Low rise hotels

captivate



RG RED ROCK GLOBAL  
HKS







celebrate



Landmark Buildings



Theme parks



Marina



Entertainment venues



JACKSONVILLE RIVERFRONT NORTHBANK ACTIVATION CONCEPTS



## 2. Shipyards/Metro Park/Courthouse/Annex

The Shipyards/Metro Park/Courthouse/Annex area, *aka* the Sports Entertainment Convention “SEC” District represents almost 80 acres of moderately activated riverfront property. Spanning the entire riverfront from the Main Street Bridge to the Hart Bridge, this area represents one of Downtown’s greatest development opportunities of scale. The proximity to EverBank Field, the baseball grounds and Veterans Memorial Arena, as well as the availability of the Northbank’s only existing shipyard, make the SEC District the perfect location for large scale, mixed-use developments that center around sports, entertainment and tourism. With the Jacksonville Landing serving as the center gateway to Downtown’s Northbank, the eastern riverfront has a markedly different character than the western riverfront. The SEC District’s riverfront should be activated as a well-designed, world class, higher end riverfront, suitable of receiving major national events and perhaps, conventions.

The area offers positive attributes of developable land, scale, accessibility, the region’s most prized public venues and the natural geographic characteristics that make it suitable for a grand vision of development. These same positive attributes are the drivers behind the need for the City of Jacksonville to prioritize this SEC District’s development lower in comparison to the Jacksonville Landing, the Northbank’s western riverfront, the development of the CBD’s historic trophy assets and the CBD’s retail activation strategy. The development of this SEC District demands world-class design, developers and international capital. The planning and execution require a level of attention and public capital that would most likely be more challenging than many of the other opportunities in front of the City today.

The reality, however, is that once the project is undertaken, and at a level of quality and a density suitable for such a major development site, the feasibility of the project is almost assured. It will offer new population densities and incomes not currently seen Downtown. For these reasons, The Consultants assess the feasibility of all uses very high; if undertaken at the appropriate time, and in a manner commensurate with a grand vision.

The Shipyards and Metro Park sites are, however, distinct development opportunities that tie to each other in their adjacency and highest and best use. The Courthouse/Annex site could be programmed to be developed with the Shipyards/Metro Park, or separately in conjunction with the Jacksonville Landing. The Consultant’s believe the vision for potentially redeveloping the Courthouse/Annex site as part of the Jacksonville Landing is a feasible strategy, although the proposed use of a new Convention Center will require further study and a detailed site planning to maximize the site’s riverfront potential. Additionally, new regional attractions such as AquaJax’s proposed aquarium Downtown, should also be considered and studied further.

SEC District		Q2Q Feasibility Analysis					RG REDROCK	
			Rating (1-2-3)	Adjusted (Rating x Adjustment)	Weighted (RIG Market Index)	=	Total (Adjusted x Weighted)	
Market Drivers		Data Inputs*	Adjustments**	Scale				
Consumer Factors	Population Density	A	3	0.06	0.18	60%	=	0.11
	Workforce Density	A	1	1.95	1.95	60%	=	1.17
	Income Level	B, C	2	1.21	2.41	60%	=	1.45
	Age	B, C	1	3	3	60%	=	1.80
	Education Level	B, C	1	3	3	60%	=	1.80
Site Factors	Accessibility	D	1	3	3	40%	=	1.20
	Quality of Development	D	2	3	6	40%	=	2.40
	Quality of Surrounding Retail	D	1	2	2	40%	=	0.80
	Proximity to Retail	D	2	2	4	40%	=	1.60
	Perception of Safety	D, E	2	3	6	40%	=	2.40
	Stability of Owner	E	1	3	3	40%	=	1.20
TOTAL								15.93 Strong

Lo 10 Mod 12 Hi 15

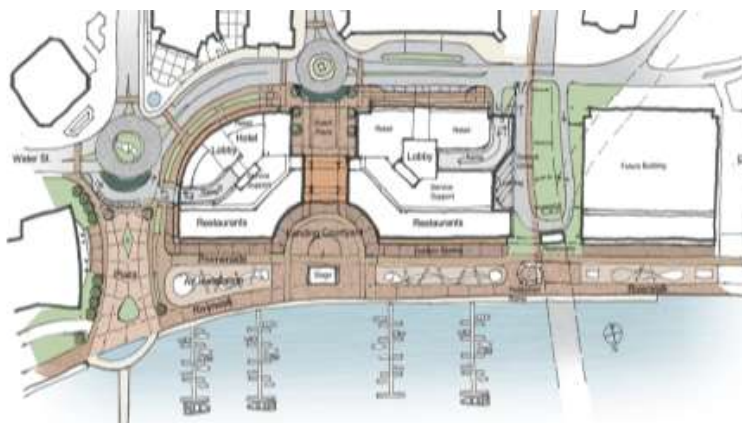




### 3. Jacksonville Landing

The Gateway to Downtown's Northbank has to be the Main Street Bridge and the (re)development of the Jacksonville Landing and adjacent undeveloped land parcels. While the activation of the riverfront as a signature feature to Downtown is critical, **the redevelopment of the Landing is the most critical component of any plan to redevelop Downtown.** With limited capital resources to be applied to so many needy projects and opportunity areas, **a level of prioritization and focus is critical for success.** An attempt to do too many things, in too many places, will not yield the desired results. The Shipyards/Metro Park/Courthouse/Annex site will require a major international redevelopment effort and should be lower focus of the City's resources. The Westside Riverfront Activation should also be a priority, but is greatly helped by the major projects the private development community have already begun to undertake. **These private development efforts should continue to be supported and heavily marketed to ensure their success and the natural development from the west into Downtown.** **This leaves the Jacksonville Landing as the most immediate redevelopment focus of the City.**

Sleiman Enterprises has presented a number of intriguing concepts for the redevelopment of their Jacksonville Landing project. A recent concept presented jointly by Sleiman and Haskell Construction referenced twin towers atop a mixture of uses. A more recent vision was shared by the SouthEast Group and presents a broader vision for both the Landing and the eastern side of the Main Street Bridge. Our research also supports a vision for the redevelopment of both sides of the bridge. We agree **that a retail-focused environment with the possibility of hospitality and residential is feasible.** While we agree on the feasibility of the uses, we believe the most beneficial programming for the site, similar to the recent proposal by the SouthEast Group, is lower scale retail, mid-scale residential and lots of greenspace. The development could be set back off the riverfront to allow for the continuation of the use and activation of the water's edge. A development overlooking a riverfront active with new amenities would be preferred. The integration of the Main Street Bridge, Hogan Street and Laura Street is also very important. One interesting point to note was the fact that several people interviewed commented on a historic commitment from the City to not see the riverfront obstructed by development at the Landing.



**Twin Towers on Mixed-Use**  
Proposed, but not formally adopted renderings



**Mixed-Use Concept Spanning  
East and West Sides of the Main Street Bridge**  
Proposed, but not formally adopted renderings

## Retail

The Consultants contacted several retailers about the possibility of locating at the Jacksonville Landing. A few commented on their preference to locate on Downtown's Southbank side of the river. It is an interesting point to understand that some retailers, especially higher end restaurants, viewed Downtown's Southbank and its proximity to San Marco, as a preferred alternative to locating on Downtown's Northbank. In the end, the discussion of a complete redevelopment of the Landing, the inevitable positive absorption in Downtown's office market, and the idea of increased residential at the Landing and the nearby historic trophy assets, made several of the fast food and fast casual restaurants interested. Our Qualitative to Quantitative Feasibility analysis yielded a similar moderate attractiveness for retail.

JAX Landing				Q2Q Feasibility Analysis				RG REDROCK G L A S G O W	
				Rating (1-2-3)	Adjusted (Rating x Adjustment)	Weighted (RRG Market Index)	=	Total (Adjusted x Weighted)	
	Market Drivers	Data Inputs*	Adjustments**	Scale					
Consumer Factors	Population Density	A	3	0.01	0.03	60%	=	0.02	
	Workforce Density	A	1	1.75	1.75	60%	=	1.05	
	Income Level	B, C	2	0.77	1.54	60%	=	0.93	
	Age	B, C	1	3	3	60%	=	1.80	
	Education Level	B, C	1	2	2	60%	=	1.20	
Site Factors	Accessibility	D	1	3	3	40%	=	1.20	
	Quality of Development	D	2	3	6	40%	=	2.40	
	Quality of Surrounding Retail	D	1	1	1	40%	=	0.40	
	Proximity to Retail	D	2	1	2	40%	=	0.80	
	Perception of Safety	D, E	2	2	4	40%	=	1.60	
	Stability of Owner	E	1	2	2	40%	=	0.80	
TOTAL								12.20	Moderate
Lo 10, Mod 12, Hi 15									

Lo 10 Mod 12 Hi 15

\* Data Inputs are broken down into the following two categories: Consumer Factors and Site Factors.

Consumer Factors:

A = Are there enough consumers? B = Do they have capital? C = Are they large spenders?

Site Factors:

D = Is this a good site? E = What is the occupancy cost?

\*\* Adjustments address the three distinct levels of importance, from 1x to 3x. 1x being less important than 3x



Most of the new retail found in Study Area has been associated with larger scale mixed-use development. This does not immediately help reduce the 37% vacancy rates seen Downtown. Although Downtown has a large employee base, the most important drivers for retailer site selection are residential population and accessibility. Over the past 13 years, Downtown has seen nominal residential growth of less than 2,000 units. In the past 2 years, Downtown has seen almost 1,200 new or proposed residential units planned for construction. This is an extremely optimistic sign that trends well for retail feasibility. With the Development of Ambassador Lofts (50), Barnett Bank Building (80) and the Jacksonville Landing (300), an additional 430 units should be in the pipeline for Downtown core. Combine this new residential development with positive absorption in the Downtown office market, and the development momentum coming from the successful neighborhoods in the west and Downtown's Southbank, the likelihood of new retail on the Northbank is greatly improved. The Northbank's focus has to be on lowering the overall 37% vacancy in the Downtown storefronts, while creating a special destination retail environment at the Jacksonville Landing. A key to improving the draw to the Landing will be securing a national retailer as an anchor for the development, and building a retail environment that is of a scale that can initial service the development. Additional retail space could be programed for the future, but initially occupancy may need to be other creative ground floor uses such as attractions, museums, non-profits, etc... A focus on quick service restaurants, services related retailers and fast casual restaurants, will yield the most immediate success. The larger anchor retailer needs to be of the caliber capable of drawing from the entire Study Area. This anchor will need to be heavily incentivized to enter the market at the Landing, receiving tenant improvement incentives as high as \$150 per square foot on 10,000 to 20,000 square feet.

### Hospitality

The Consultants held conversations with several hotel developers and the hotel chains themselves. All research and conversations point to a Downtown market with adequate room coverage for the level of hospitality demand and lower than needed ADRs. These two points make the case for new hotel product very difficult. Capital will not be attracted to these figures. Despite these negative facts, the market does not have several notable products and one notable flag. Marriott is not in the market. There is no boutique product, and little in the way of quality extended stay. According to Smith Travel Research RevPAR (ADR x Occupancy) in the near term will likely increase by approximately \$6 to a new annually RevPAR of approximately \$67.60 (or a 10% increase). A summary of the STR Forecast is shared below. These projected numbers are still not indicative of a strong demand for new product. Without new demand generators, the opportunity for new hotels are extremely limited and will most likely further impact the current occupancy levels of existing hotels in the market.

Marriott and Starwood's Westin hotel, however, have indicated their interest in entering the market. They do state that the market is oversupplied, and they do not believe Downtown can support new full size hotels. They do, however, have great confidence in their brands and their customer's loyalty, and feel they could be successful despite current market conditions. SouthEast Group holds the Marriott franchise rights in the market and believe that Marriott Courtyard hotel will be successful. Hospitality feasibility consultant HVS stated their conditioned agreement for the feasibility of SouthEast Group's planned Marriott Courtyard.

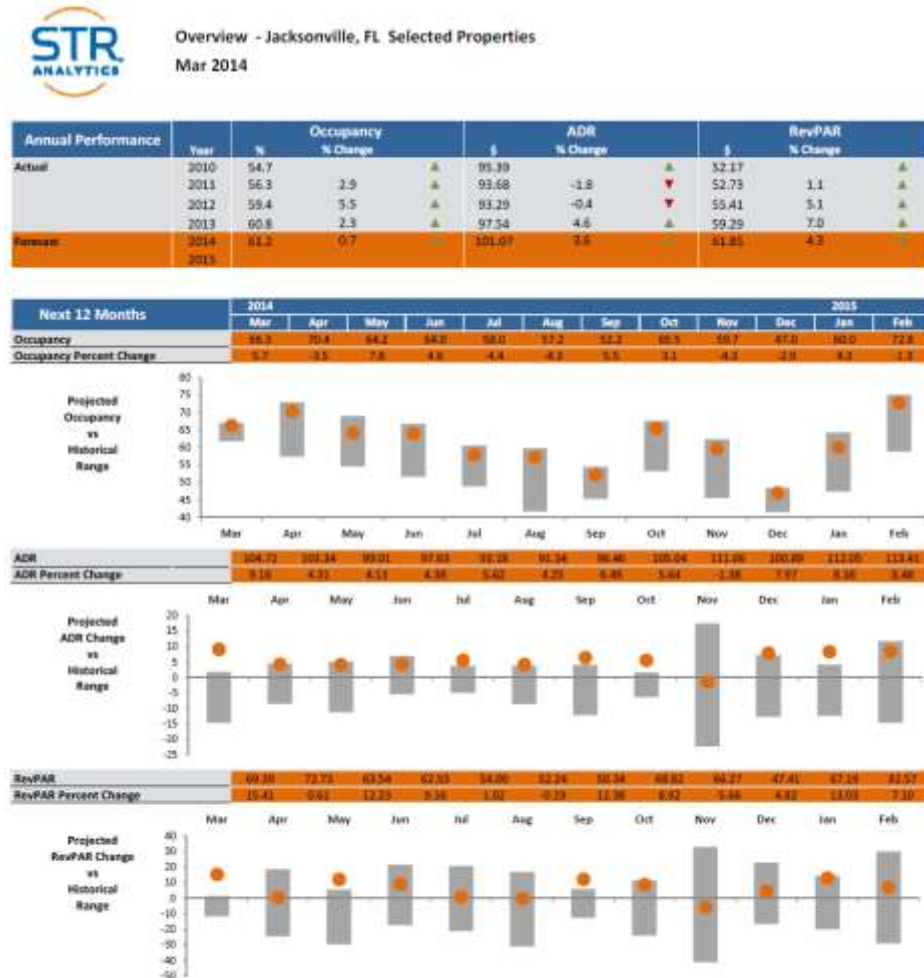


**Feasibility Conclusion** The Feasibility Analysis chapter of this report converts these cash flows into a net present value indication assuming set-forth debt and equity requirements. The conclusion indicates that an equity investor contributing \$X,893,000 (roughly 35% of a \$XX,400,000 development cost/value findings) would expect to receive a XX.0% internal rate of return over a ten-year holding period. Based on these parameters, the feasibility of the subject project is confirmed.



*\*Actual figures withheld for confidentiality.*

One important note is that a Flag's interest does not equal an investor's willingness to finance a development. It is often much easier to find a Flag willing to come into a market and confident in their brand's ability to succeed; however, their true commitment will be subject to deal terms and a demonstration that a project has been funded. For that reason, it is recommended that true feasibility be assessed through a commitment by investors to fund a development. Development of a hotel, in any location, will almost certainly require heavy public support and subsidy.



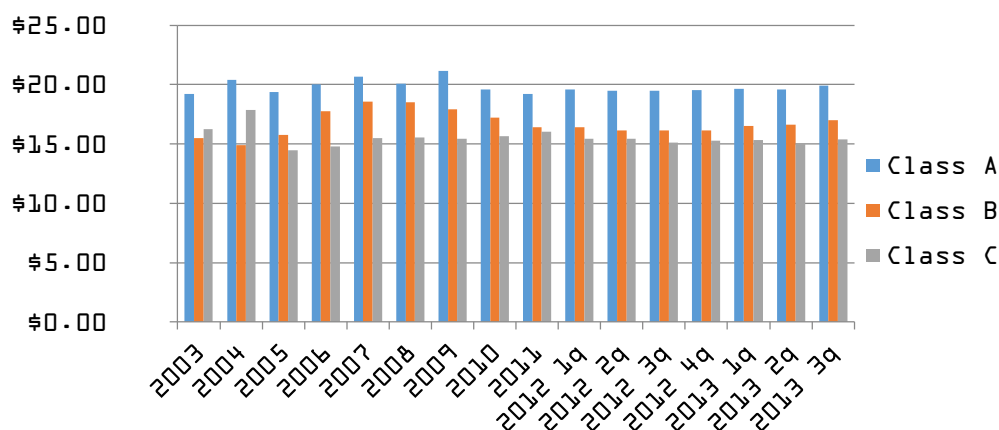
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## Office

With moderate retail feasibility for lower end retail and conditioned approval for a hotel, residential and office uses become important data points for improved feasibility. As the Class A office market in the region tightens - vacancy levels are approaching single digits; rumors begin to circulate of the slow return of speculative office construction. Large users looking for space or consolidation are having to look at short term leases while they evaluate build to suit opportunities. The last two years have seen Tenant's improve the quality of their space at favorable rates, which has reduced Class A vacancy and gradually, Class B product. This combined with several large blocks of vacancy being absorbed is causing rates across the board in Class A, B and C to trend up and Landlords' incentives to come down.



RevPAR (\$)	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Total Year
2008	76.51	94.95	77.48	77.48	75.39	60.09	56.15	52.43	49.96	79.92	70.38	45.09	67.80
2009	61.29	67.43	70.32	58.46	52.96	49.66	44.34	36.28	43.71	60.83	41.44	42.62	52.01
2010	49.00	57.57	62.18	57.15	51.68	53.75	45.56	40.28	46.24	67.83	53.94	42.82	52.17
2011	54.70	67.05	62.37	57.43	53.07	48.07	49.72	42.33	47.78	65.30	50.41	35.72	52.73
2012	62.59	62.01	63.20	60.92	56.01	58.41	44.26	49.47	46.30	65.58	52.81	43.87	55.41
2013	57.60	80.60	60.13	72.29	56.62	57.29	53.45	52.34	44.80	63.19	70.24	45.23	59.29
2014	59.44	77.10	69.39	72.73	63.54	62.53	54.00	52.24	50.34	68.82	66.27	47.41	61.85
2015	67.19	82.57	73.64	72.26	62.87	62.08	55.40						

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Downtown has currently 3 office towers being marketed for sale so the trend of new capitalization continues in our Central Business District (CBD). There are several large 100,000 to 300,000 square foot tenants looking at a handful of options. The availability of quality space has becoming such an issue that some tenants' only option to be in Jacksonville is to build. The JEA Southbank site and parcels just west of that will compete with Downtown's Northbank for these opportunities.

Colliers International believes that the feasibility of new office development in Downtown's Northbank is not likely until full service rents exceed \$24/SF. They see issue with downtown being one of perception. "People view Downtown as not as easy to navigate, has parking issues, and not as many services. The reality is that Downtown is extremely easy to navigate, there is plenty of parking, and has much to offer an employee and employer from a service perspective.





The downtown office market will continue to see more interest as viable options in the suburbs continue to decrease. The most desirable submarket is Deerwood Park and it is currently at around 6% occupancy. Without new development, businesses will have no other choice but to choose other submarkets. Downtown has several buildings that can accommodate an over 100,000 SF tenant. This is a big selling point. Our market is relatively small and so one deal can make a huge impact on vacancy rates in general. **The City will need to address parking expense and options for parking need to be really explored and understood to put these concerns at ease.** Furthermore, the City needs to continue to do attract new companies to Downtown. This will require better retail, new housing inventory and affordable parking in the core. While office vacancies are tightening throughout the region, the cost of development, lack of amenities, cost of parking and perceived challenges of downtown, make office development today very unlikely.

**Although we do not have any cost or programing details, our research generally confirms that the Jacksonville Landing should initially be redeveloped with a moderate amount of retail (to support the actual development plus some of the immediately adjacent office towers), mid-rise 5 to 6 story apartment buildings yielding no more than 300 units, flexible public space (capable of becoming more retail), and riverfront green and public space. The consideration for hotel at the Landing will be difficult given Marriott's strong preference to locate at the Trio. A Marriott Courtyard at the Trio will allow for the possibility of the highest residential rents possible in Downtown's Northbank to occur at the Landing, due to the developments proximately to new retail amenities, greenspace and the riverfront.**



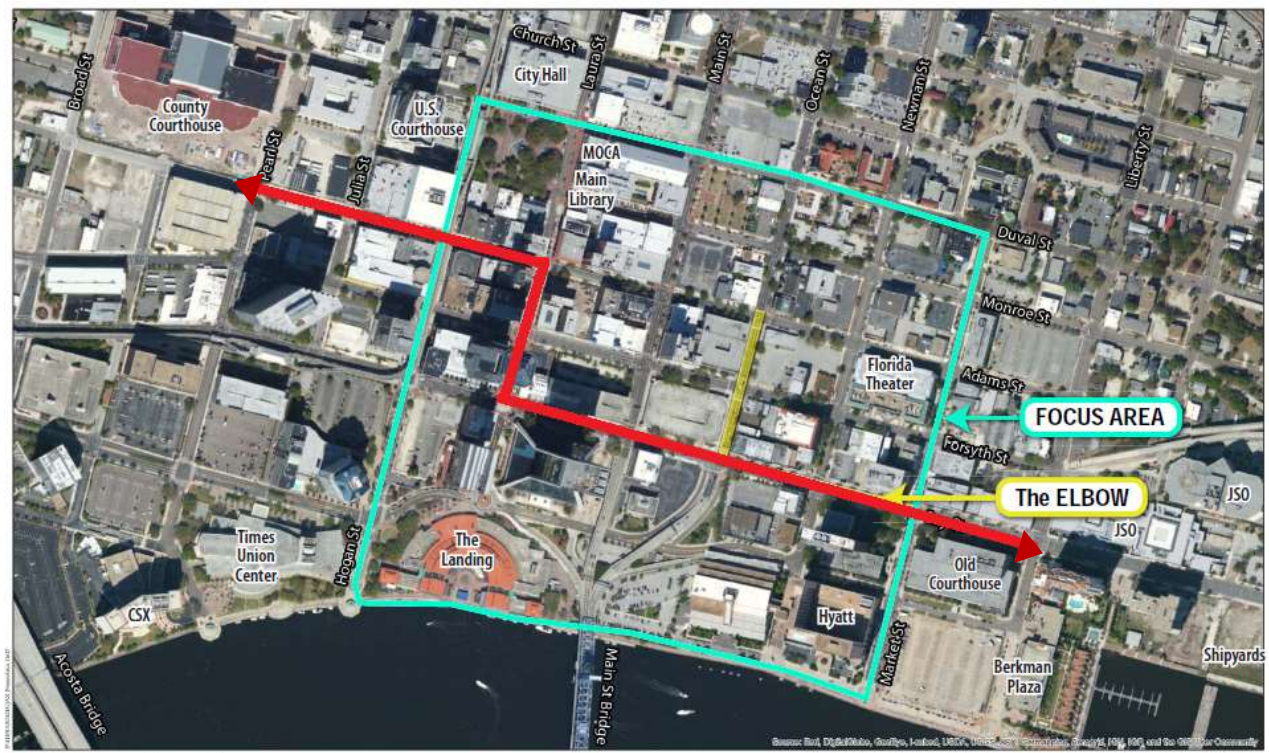
#### 4. Retail Activation

A geographical element that limits retail success in the Downtown Northbank is that most of the new development follows the river and doesn't really get any density away from the water except for Laura Street. The downtown basically goes from I-95 to EverBank field, and with the exception of Laura Street never gets more than two or three blocks off the river. New projects at the Jacksonville Landing, Shipyards/Metro Park/Courthouse/Annex and the Downtown Southbank's JEA and School Board sites are exciting, but may continue this trend of following the water instead of creating density inland. Developments like the Laura Street Trio and the redevelopment of the Haydon Burns Library building will help create density inland instead of just spreading it along the riverfront.



To address this challenge, the Consultants assessed the feasibility of a new and/or improved retail activation along a major east-west corridor through Downtown's Northbank. More specifically Adams Street to Laura Street to the Landing and east on Bay Street. The goal was to take advantage of the high quality, high character architecture along Adams Street, converging on the catalytic historic trophy developments at Adams and Laura, bolstering the existing retail down Laura and converging again at the Landing heading east to the SEC District. While this represents a lot of new retail activation, the converging points all exist as anchors to this strategy, and over time the moderate feasibility of this activation will become more feasible with the reduced office vacancy downtown and the increased residential. Improved lighting, improved cleanliness and a storefront vacancy program would all be very low cost actions that could be undertaken in the interim.

1. Support the redevelopment of the Trio, Barnett Bank Building, Ambassador Lofts, the Jacksonville Landing
2. Improve the area's cleanliness and lighting
3. Work with existing owners to improve the appearance of vacant spaces with art displays, adhesive graphics, etc.



Retail Activation				Q2Q Feasibility Analysis				RG RED ROCK	
				Rating (1-2-3)	Adjusted (Rating x Adjustment)	Weighted (RRG Market Index)	Total (Adjusted x Weighted)		
	Market Drivers	Data Inputs*	Adjustments**			Scale			
Consumer Factors	Population Density	A	3	0.02	0.07	60%	=	0.04	
	Workforce Density	A	1	1.75	1.75	60%	=	1.05	
	Income Level	B, C	2	0.77	1.54	60%	=	0.93	
	Age	B, C	1	3	3	60%	=	1.80	
	Education Level	B, C	1	3	3	60%	=	1.80	
Site Factors	Accessibility	D	1	3	3	40%	=	1.20	
	Quality of Development	D	2	3	6	40%	=	2.40	
	Quality of Surrounding Retail	D	1	1	1	40%	=	0.40	
	Proximity to Retail	D	2	1	2	40%	=	0.80	
	Perception of Safety	D, E	2	2	4	40%	=	1.60	
	Stability of Owner	E	1	2	2	40%	=	0.80	
TOTAL								12.82	Moderate

Lo 10 Mod 12 Hi 15

\* Data Inputs are broken down into the following two categories: Consumer Factors and Site Factors.

Consumer Factors:

A = Are there enough consumers? B = Do they have capital? C = Are they large spenders?

Site Factors:

D = Is this a good site? E = What is the occupancy cost?

\*\* Adjustments address the three distinct levels of importance, from 1x to 3x. 1x being less important than 3x





The study of the Retail Market Gap for the Downtown Northbank and the Focus Area shows an interesting picture of how research databases can produce results that often complicate a retail site selection decision versus simplify the decision. In the case of the Focus and Study Areas, the residential population is so low that the demand potential is miscalculated by the research tool. Sales are estimated based upon sources that calculates sales tax results. This provides a relatively accurate projection of sales. The Demand Projections, however, are based upon estimates of what consumers in the market will spend in establishments. This projection takes into consideration the number of establishments and the number of consumers. The number of consumers correlates directly to the number of residents. Hence the grossly underestimate calculation of Projected Demand. Why is this important? It is important because this data is the same data that almost every retailer begins with in their analysis of a potential site. Analysis that requires demystifying or recalculating will often be prioritized lower. The more difficult the story, the more difficult the ability to get a positive decision. These numbers tell us that the Downtown Northbank Sales are fairly healthy, given the low number of business and the apparent low Demand. A correct demand calculation would allow for many more positive retail discussions. A retail activation will require some customized research and a tailored marketing presentation and a persuasive story.



### Jacksonville - Market Gap Summary (STDB)

Demographics	City of Jacksonville	Jacksonville Study Area	Study Area Adjusted	Jacksonville Focus Area	Focus Area Adjusted
2013 Population	835,684	12,934	12,934+	281	281+
2013 Households	329,268	4,938	4,938	213	213
2013 Median Disposable Income	\$39,107	\$23,821	\$23,821	\$15,979	\$15,979
2013 Per Capita Income	\$24,806	\$22,442	\$22,442	\$21,481	\$21,481
<b>Number of Businesses (NAICS)</b>		<b>Number of Businesses (NAICS)</b>			
Total Retail Trade and Food & Drink (44-45,722)	6,958	263	263	37	37
Total Retail Trade (44-45)	5,854	186	186	24	24
Total Food & Drink (722)	1,104	77	77	13	13
<b>Retail Gap (Potential - Sales)</b>		<b>Retail Gap (Potential - Sales)</b>			
Total Retail Trade and Food & Drink (44-45,722)	(\$2,606,066,227)	(\$191,590,075)	(\$150,697,837)	(\$19,878,447)	(\$11,914,083)
Total Retail Trade (44-45)	(\$2,258,764,441)	(\$112,358,465)	(\$75,581,674)	(\$10,040,405)	(\$2,864,511)
Total Food & Drink (722)	(\$347,301,786)	(\$79,231,610)	(\$75,116,163)	(\$9,838,042)	(\$9,003,099)
<b>Retail Supply (Retail Sales)</b>		<b>Retail Supply (Retail Sales)</b>			
Total Retail Trade and Food & Drink (44-45,722)	\$10,806,102,980	\$271,994,485	\$271,994,485	\$21,914,083	\$21,914,083
Total Retail Trade (44-45)	\$9,663,624,988	\$184,670,873	\$184,670,873	\$11,869,511	\$11,869,511
Total Food & Drink (722)	\$1,142,477,992	\$87,323,612	\$87,323,612	\$10,044,573	\$10,044,573
<b>Retail Demand (Retail Potential)</b>		<b>Retail Demand (Retail Potential)</b>			
Total Retail Trade and Food & Drink (44-45,722)	\$8,200,036,753	\$80,404,410	\$121,296,648	\$2,035,636	\$10,265,110
Total Retail Trade (44-45)	\$7,404,860,547	\$72,312,408	\$109,089,199	\$1,829,105	\$9,223,636
Total Food & Drink (722)	\$795,176,206	\$8,092,002	\$12,207,449	\$206,531	\$1,041,474

Data Note: Supply (retail sales) estimates sales to consumers by establishments. Sales to businesses are excluded. Demand (retail potential) estimates the expected amount spent by consumers at retail establishments. Supply and demand estimates are in current dollars. The Leakage/Surplus Factor presents a snapshot of retail opportunity. This is a measure of the relationship between supply and demand that ranges from +100 (total leakage) to -100 (total surplus). A positive value represents 'leakage' of retail opportunity outside the trade area. A negative value represents a surplus of retail sales, a market where customers are drawn in from outside the trade area. The Retail Gap represents the difference between Retail Potential and Retail Sales. Esri uses the North American Industry Classification System (NAICS) to classify businesses by their primary type of economic activity. Retail establishments are classified into 27 industry groups in the Retail Trade sector, as well as four industry groups within the Food Services & Drinking Establishments subsector. For more information on the Retail MarketPlace data, please view the methodology statement at <http://www.esri.com/library/whitepapers/pdfs/esri-data-retail-marketplace.pdf>.

Source: Esri and Dun & Bradstreet. Copyright 2013 Dun & Bradstreet, Inc. All rights reserved.



## 5. Housing Feasibility

### Downtown Housing Goals and Directions

Study of downtown development characteristics and successes by URBANOMICS in eight other U.S. cities indicated that the share (percentage) of the metropolitan area population living downtown averaged 0.91 percent, compared to only 0.26 percent in downtown Jacksonville. These comparisons led to a recommended goals for downtown Jacksonville of 0.50 percent of the metro area population living downtown by 2025 and 0.75 percent by 2035. Achievement of these goals would add about 4,600 new residents by 2025 and another 5,400 residents by 2035, for a total of approximately 10,000 new downtown residents 2035.

This resident population growth would require approximately 7,000 new housing units by 2035, averaging around 350 new units per year. The addition of 7,000 housing units over the next 20 years provide ample opportunities for residential development in all areas of downtown, including the Northbank riverfront and Jacksonville Landing, Shipyards, and other properties.

### Requirements for Downtown Project Feasibility

Housing goals are achievable with focused ongoing efforts, but 7,000 new units in 20 years, or 350 units annually, is three times the average annual pace of growth from 2000 through 2014, when 1,500 housing units were added, averaging only 115 per year. The addition of nearly 10,000 new residents and 7,000 new housing units over the next 20 years will require the City to do the following:

- Attract and leverage private investments in rental and for-sale housing developments targeting a range of demographic and income groups with various land contributions, infrastructure investments, incentive grants, and low interest loans as it has done with several downtown housing projects in the past. **Note:** Incentives provided to six downtown housing projects since 2000 averaged nearly \$60,000 per unit for 1,168 units.
- Make downtown public safety and security a high and ongoing priority in order to allay fears and perceptions among potential downtown residents that the area is an unsafe place to live, particularly after dark.
- Promote and attract the types of retail and service establishments, attractions, and events that make downtown an attractive and compelling place to live with distinctive neighborhoods and residential environments.
- Aggressively market downtown living to key demographic groups, including young urban professionals, downtown workers, and empty nesters and retirees seeking a more urban lifestyle and environment. An important segment in this mix of buyers and renters is the 25-34 age group – the “millennials,” the most rapidly growing age group of city dwellers in the U.S., and who will particularly impact the downtown rental housing market.

It is also desirable to expand the downtown family market. Of 2,355 existing downtown households, only 23 percent are family households (including married couples and single parent households) and 67 percent of households are one-person households.





Existing households in Downtown Jacksonville have a median household income of only \$18,863, whereas average wages of downtown workers are substantially higher. For example, in Zip Code 32002, which covers much of the Northbank area, average wages of private sector workers in 2011 were \$78,203. The low median household income reported for the entire downtown area, however, is not representative of parts of downtown. A median of \$60,253 was reported in 2011 for the Northbank core, which includes a number of newer housing projects. The Southbank area is likely to have similar and higher median incomes based on the type and cost of newer housing projects in this area. The comparatively high income levels make the downtown workforce a prime market for downtown housing. They also illustrate a major point that although Downtown is home to 48,000 well paid workers, it is not where they actual reside.

The three new and recently announced projects in Brooklyn and LaVilla all are rental apartment developments. URBANOMICS considers the rental market the most viable opportunity for new downtown housing at present because of steep drops in pricing of for-sale product in recent years. Resale prices in the last 2-3 years often are 50 percent or less of prices paid originally for new units several years ago. Such severe price declines severely limit near-term opportunities in the downtown for-sale market.

## **6. Northbank Riverfront Project Feasibility**

Riverfront areas of both the Northbank (and Southbank) have had particular appeal for high-rise high-density condominium and apartment towers. The real estate boom in the early- to mid-2000s brought forth four new projects with a total of 896 units, including 601 condominiums (67 percent) and 295 apartments (33 percent). With some exceptions, these projects generally sold out or rented quickly to mixes of investors, seasonal residents, and permanent residents before the real estate bust.

Several other high-density high-rise riverfront housing developments totaling more than 5,000 units were proposed in the heyday of the mid-2000s, most of which were on the Southbank. Proposed but unbuilt Northbank riverfront developments include 40-acre Shipyards property, on which 1,000 residential units, including a 38-story condo tower, were proposed by the former Landmar Group. Despite this failed project, residential development on the Shipyards property is likely to be included in a future mix of uses.

The struggling Jacksonville Landing is also viewed as a potential Northbank riverfront location for residential development, according to a redevelopment concept for the property recently unveiled by Landing owner Sleiman Enterprises. The concept shows a 20-story tower and boutique hotel, plus restaurants, retail uses, and open air and sheltered event venues.

The most likely future for these and other Northbank riverfront properties is for moderate-density development with a diminished emphasis on high-rise condominiums, and an increased emphasis on the rental market. Market support for comparatively high-priced, high-rise riverfront condominiums appears quite limited in the near term. Steep price reductions in recent years suggest that it will be a while before investors, developers, and buyers fell comfortable with risking capital.

Mid-rise and moderate-density development is a less risky scenario, with emphasis for the present on market rate rental product. The downtown rental market has shown the ability to support rents in the range of \$1.25-\$1.50 per square foot and higher, which will be attractive to investors and developers.



Apartment units also can be designed for later conversion to condominiums when market prices and buyer interest return to levels more favorable to the for-sale market.

A potentially more financially feasible alternative to the residential tower proposed at the Jacksonville Landing is a mid-rise apartment project (5-6 stories) above ground floor commercial space. The Current at the Banks Apartments, a mid-rise 300-unit luxury apartment project over ground floor commercial space on the Cincinnati riverfront, is a good example of a mixed-use development likely to find market support in Jacksonville. The Current at the Banks is part of the 18-acre public-private mixed-use development on the Ohio River called The Banks, situated between the City's NFL and MLB stadiums.



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## **Section 7: Consultants' Recommendations**

Our recommendations to the Downtown Investment Authority are targeted to one of three categories. The categories are Critical Importance, Impactful, and Builds Awareness for the Future. Each is presented in prioritized order below

1. Critical Importance (These must be addressed as part of any successful redevelopment or repositioning strategy for Downtown)
  - a. Approach the task of redeveloping Downtown in steps
  - b. Prioritize the redevelopment of the Jacksonville Landing, Riverfront Activation, ensure the Westend developments succeed, and the manageable steps of the Retail Activation
  - c. Build off of Strengths. Promote your centerpiece, the St. Johns River. Cater to those within the region that seek an intown style, historic architecture, want to attend major activities in the region's best attraction and venues.
  - d. Focus on developing housing and activating existing retail. The key to your retail growth is a better marketing strategy and more residential.
  - e. Embrace neighborhoods. Build the momentum of Downtown one neighborhood at a time. Do not spread your efforts too thin. Focus on what is working (Brooklyn/Riverside, Five Points, Southbank and San Marco). Use their success to carry over development and excitement into Downtown.
  - f. Focus on the branding of Downtown, not just the neighborhoods, i.e. Downtown's Northbank, Downtown's Southbank, Riverside Downtown, Brooklyn Downtown, The Trio Downtown, et
  - g. Develop a Transportation Strategy for the Future. Think about how transportation in Downtown can be used as a marketing and competitive advantage. A connected Downtown, links several individual neighborhoods, each with their own distinct character. As the region experiences the inevitable traffic congestion and sprawl, use transportation to make Downtown smaller. Think broadly. Bikes. Ride Share. Walking paths. A high quality Trolley that goes everywhere. A well planned transportation strategy is one of the key elements to helping keep the whole Downtown area assessable to everyone.
  - h. Attract and leverage private investments in rental and for-sale housing developments targeting a range of demographic and income groups with various land contributions, infrastructure investments, incentive grants, and low interest loans as it has done with several downtown housing projects in the past. **Note:** Incentives provided to six downtown housing projects since 2000 averaged nearly \$60,000 per unit for 1,168 units.
2. Impactful (Although many of these will be addressed naturally by a qualified private developer, their importance should be stressed and monitored by the City)
  - a. Make downtown public safety and security a high and ongoing priority in order to allay fears and perceptions among potential downtown residents that the area is an unsafe place to live, particularly after dark.
  - b. Promote and attract the types of retail and service establishments, attractions, and events that make downtown an attractive and compelling place to live with distinctive neighborhoods and residential environments.
  - c. Aggressively market downtown living to key demographic groups, including young urban professionals, downtown workers, and empty nesters and retirees seeking a more urban lifestyle and environment. An important segment in this mix of buyers and renters is the 25-



- 34 age group – the “millennials,” the most rapidly growing age group of city dwellers in the U.S., and who will particularly impact the downtown rental housing market.
- d. Develop marketing materials, including information on available incentives that illustrate and promote the extent of successful housing conversions in and around downtown for use in generating investor/developer interest in other downtown properties.
  - e. For housing developments that receive financial incentives from the City, it is recommended that the City take into consideration the development’s height, scale, and density, as well as whether or not the development threatens the financial viability of existing nearby housing projects or unreasonably limits/constrain other downtown development opportunities.
3. Awareness for the Future (As the items of Critical Importance are addressed and positive momentum begins to be seen Downtown, these are several recommendations for future planning)
- a. Strive for nothing less than world-class Riverfront Activation and the SEC District
  - b. Inventory remaining vacant land parcels that could be assembled and made available for housing.
  - c. Work with the City Planning and Development Department to determine the amount of additional housing that Brooklyn can support and update land development regulations as needed to facilitate new urban housing types and moderate densities representative of the two new apartment projects and Parks at the Cathedral development.
  - d. Work with the City Housing and Community Development Division on assessing the viability of existing remaining single family homes and develop and implement a strategy, as warranted, for property improvements and home ownership.
  - e. Work with Habitat for Humanity, City Housing and Community Development Division, Jacksonville Housing Authority, and Duval County Housing Finance Authority to develop and implement a housing and neighborhood development strategy for LaVilla.
  - f. With a strategy in place, including types of financial assistance and incentives as may be made available to developers and homebuyers, solicit proposals from housing developers for specific assembled properties and assist developers in recruiting and qualifying tenants and buyers.
  - g. Inventory and catalog vacant lots and parcels and surface parking lots in the area that could be assembled and made available for infill housing and new multi-unit developments.
  - h. Consult with the developer of record of the Berkman Plaza II condominium tower as the current legal, physical, and financial status of the project and their plans for or interest in completing the project, which left unfinished is a major eyesore and blighting influence on the riverfront. Seek other developers who might be interested in taking over and completing the project, providing that lawsuits and liens have been or can be resolved and would not encumber another developer.
  - i. Work with the Duval County School Board and appropriate City agencies on a plan of action leading to the ultimate relocation of School Board offices from the Southbank riverfront to a viable central and easily assessed location and in a manner that would minimize disruption on and costs to the Board.
  - j. Revisit developers and property owners of previously proposed but unbuilt housing conversion projects to determine their current levels of interest, plans to proceed, if any, and need for support from the City.



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**Section 8:      About the Consultants****URBANOMICS, Inc.,**

URBANOMICS, Inc., is a Ponte Vedra Beach, Florida-based urban and real estate economic consulting firm with a 23-year history in market research, economic analysis, and strategic planning for local governments, public agencies, business and community organizations, and private interests in economic, community, and real estate development. URBANOMICS works with communities throughout the Eastern U.S. on assessing needs and market opportunities and developing strategies and action-oriented implementation plans for downtown revitalization and economic development. We also work with real estate interests in and outside Florida by providing the analyses and strategic assessments they need for decision making on residential and commercial properties and development projects, including market and highest and best use analyses, economic and fiscal impact analyses, and financial feasibility analyses. URBANOMICS helped shape the Downtown Jacksonville Master Plan, Celebrating the River, and the Charlotte Center City 2010 Plan.

**Red Rock Global, LLC**

Red Rock Global, LLC has provided corporations, government agencies, institutions and other real estate owners a broad range of real estate services throughout the United States for over 13 years. The principals of the Company have positioned RRG to fill the void in the current real estate industry for a full-service commercial real estate company that is focused on urban communities with diverse constituencies, and broad, often difficult, real estate needs. Red Rock Global has built its business reputation on a foundation of professional excellence, integrity and quality service. This foundation has shaped the Company's commitment to conscientious, value-adding recommendations and actions, and a sincere desire to support its clients as they seek to understand and improve the value of their real estate portfolios.

RRG has become a committed partner to many government agencies, religious and educational users, small and local businesses and community groups. RRG is a trusted advisor for these clients and their primary means of executing their real estate strategies. It is this style of service, to a focused group of clients, across very specific real estate requirements that have become the key to RRG's success.

RRG believes the majority of its client's commercial real estate activities can be placed into one of four main service lines: Brokerage, Management, Capital and Advisory Services. These service lines address both the current needs and future opportunities for real estate services in the urban core and public sector. Within these service centers, RRG possesses the expertise and resources to perform a broad array of value-adding services.