

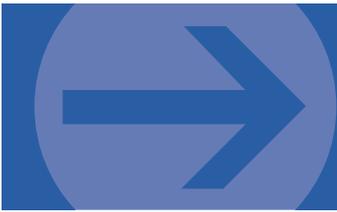


Navigating the CRA Plan

DIA
DOWNTOWN
INVESTMENT AUTHORITY
JACKSONVILLE, FLORIDA



November 2014



One Plan, Two Parts

The Downtown Investment Authority (“DIA”) updated three Downtown Jacksonville community redevelopment plans into a single, easily understandable and workable document translating a community-led vision into a conceptual map for all to follow the **Downtown Northbank and Southside Community Redevelopment Area Plan**. The Plan emphasizes the importance of private sector investment by outlining market-based community redevelopment projects that will:

Strengthen
connections to the magnificent St. Johns River

Solve
the underlying problems of slum and blighted conditions place a particular emphasis on targeted locations for capital improvements

Promote
redevelopment initiatives that the Jacksonville market can support

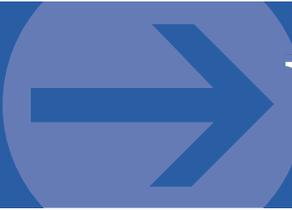
Reinforce
downtown urban design guidelines

The **Downtown Northbank and Southside Community Redevelopment Area Plan** supersedes the Downtown Master Plan and includes updated data, plans, programs, and requirements for the two Downtown community redevelopment areas and is comprised of two distinct and complementary parts:

The **Community Redevelopment Plan Element** (“CRA Plan”) is an update of three community redevelopment plans adopted in the 1980s and contains all of the data and information required by Chapter 163, Part II, Florida Statutes. The CRA Plan was developed with public workshops conducted over a year-and-a-half. The CRA Plan represents a consensus of ideas and opinions from Jacksonville citizens from all walks of life and from all parts of the City for the future of Downtown. It is the long-term guide for the City to follow for the next thirty years.

The **Business Investment and Development Element** (“BID Plan”) is the action plan for implementing strategic goals outlined in the CRA Plan by 2025. The BID Plan presents implementation schedules, new incentives, priority capital projects and measurable goals for performance. The BID Plan’s expectations are mapped-out for redevelopment that will instill confidence from the individual residents and businesses located within Downtown Jacksonville and instigate infill development and redevelopment of new multi-family residential and retail/commercial services.

The execution of a few strategically placed well-funded programs will have a much greater impact on the overall area than many inadequately funded ones. All programs and initiatives will be evaluated in the context of the CRA Plan’s seven redevelopment goals and 2025 performance targets that are to be annually measured.



What's Most Important

The Plan is very comprehensive and contains an enormous amount of information. Listed below are descriptions of each section of the Plan. Those wishing to hone in the most important takeaways from the Plan should direct their time and attention to those sections highlighted below.

Sections 1 & 2 outline the purpose of the Plan and why Downtown is vital to the entire City; recap the legislative history leading to the creation of the CRAs; illustrate the boundaries of the two CRAs; summarize the extensive public involvement that helped shape the Plan; verify what components of the Plan meet each of the statutory requirements; outlines the authority to undertake community redevelopment given to the DIA; and identify the necessary reporting requirements.

Sections 3 & 4 describe the established tax increment financing mechanisms; illustrate the boundaries of the City's three TIF districts; offer 30-year TIF revenue projections for each of the three redevelopment trust funds; and identify what operations fall under the DIA along with their relationships with other governmental agencies and community-at-large.

➔ **Section 5** describes the seven specific outcomes DIA expects to accomplish in support of its mission; strategic objectives and benchmarks to measure each goal; and an explanation of the targeted location strategy and a map of what the future of Downtown is to look like.

➔ **Sections 6 and 7** address the key attributes of Downtown's physical character and demographics including population, income, current and planned land use, housing, parks and open space system, community facilities, proposed development projects, overview of Downtown's neighborhoods and districts, and historically significant structures; a map series illustrating much of that information; and specific redevelopment project and categories of projects envisioned for each of the community redevelopment areas.

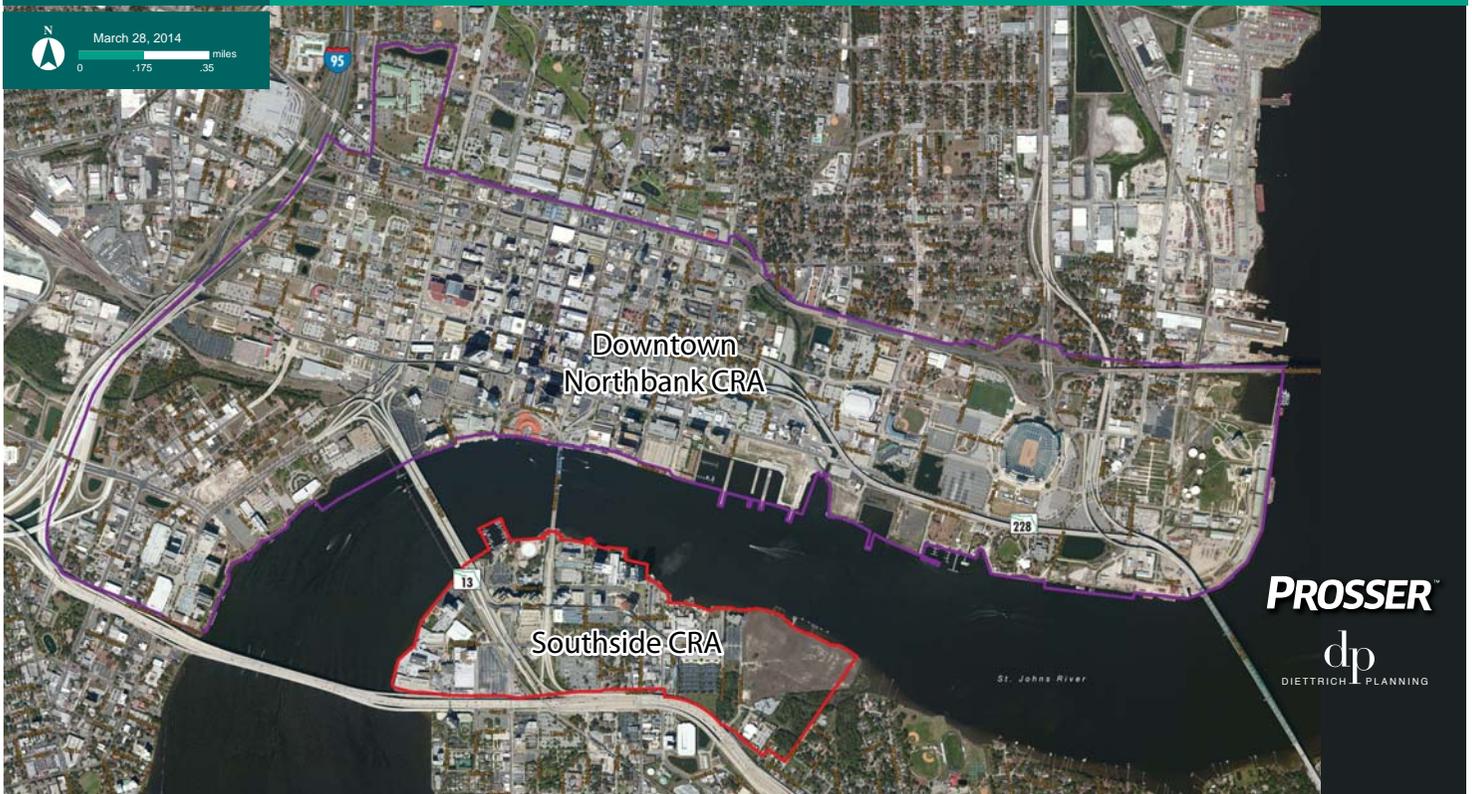
Section 8 points out that, as per regulations outlined in Chapter 163, Part III, Florida Statutes, the Plan as developed is consistent with the City of Jacksonville 2030 Comprehensive Plan.

Appendix A provides an accounting of previous downtown redevelopment plans and initiatives developed over the past three decades and how they affected the formulation of this Plan.

Appendix B is an analysis of how the DIA's seven redevelopment goals expressed in Section 5 were derived from relevant portions of previous downtown redevelopment plans and initiatives developed over the past three decades.

Appendix C outlines the downtown design guidelines that are applicable to all future development and redevelopment in Downtown Jacksonville.

Appendix D is a profile of how Jacksonville compares with eight other U.S. cities which includes population, distinctive attributes, major employers, downtown markets, venues and attractions. All but two are "river cities".



How the Plan's initiatives "move the needle" by 2025

- ➔ **Induce the construction of an additional 3,850 dwelling units** to increase the Downtown resident population by 4,800
- ➔ **Attract at least 220 new businesses Downtown** in order to reduce office and retail vacancies by 8%
- ➔ **Reduce the number of publicly-owned acres** that are not currently on the tax rolls by at least 20%
- ➔ **Remove confusing bureaucratic impediments** and **allow at least 10 more outdoor seating establishments** as well as **more bicycle parking** that will promote an engaging pedestrian atmosphere
- ➔ **Return Adams Street and Forsyth Street to two-way directions** to reduce traffic speeds making them safer for pedestrians and bicyclists and increasing retail foot traffic
- ➔ **Coordinate with affiliated agencies to promote regularly occurring special events** to increase annual attendance by 545,000 and increase the Downtown hotel occupancy rate by 9%

Figure 3.1
Downtown Tax Increment Finance Districts



Northside West Redevelopment Trust Fund TIF Projections

Year	Taxable Value Existing Uses	Cumulative Added Over Base	Development Added Over Base	Annual TIF Revenues
1981 (Base)	\$ 214,636,423			
2015	\$ 543,661,324	\$ 329,024,901	\$ 336,524,901	\$ 3,657,960
2016	\$ 554,534,550	\$ 339,898,127	\$ 352,398,127	\$ 3,830,499
2017	\$ 565,625,241	\$ 350,988,818	\$ 368,488,818	\$ 4,005,402
2018	\$ 576,937,746	\$ 362,301,323	\$ 384,801,323	\$ 4,182,715
2019	\$ 588,476,501	\$ 373,840,078	\$ 401,340,078	\$ 4,362,488
2020	\$ 600,246,031	\$ 385,609,608	\$ 418,109,608	\$ 4,544,770
2021	\$ 612,250,951	\$ 397,614,528	\$ 435,114,528	\$ 4,729,610
2022	\$ 624,495,970	\$ 409,859,547	\$ 452,359,547	\$ 4,917,060
2023	\$ 636,985,890	\$ 422,349,467	\$ 469,849,467	\$ 5,107,172
2024	\$ 649,725,608	\$ 435,089,185	\$ 487,589,185	\$ 5,299,999
				\$ 44,637,676

Downtown Redevelopment Trust Fund TIF Projections

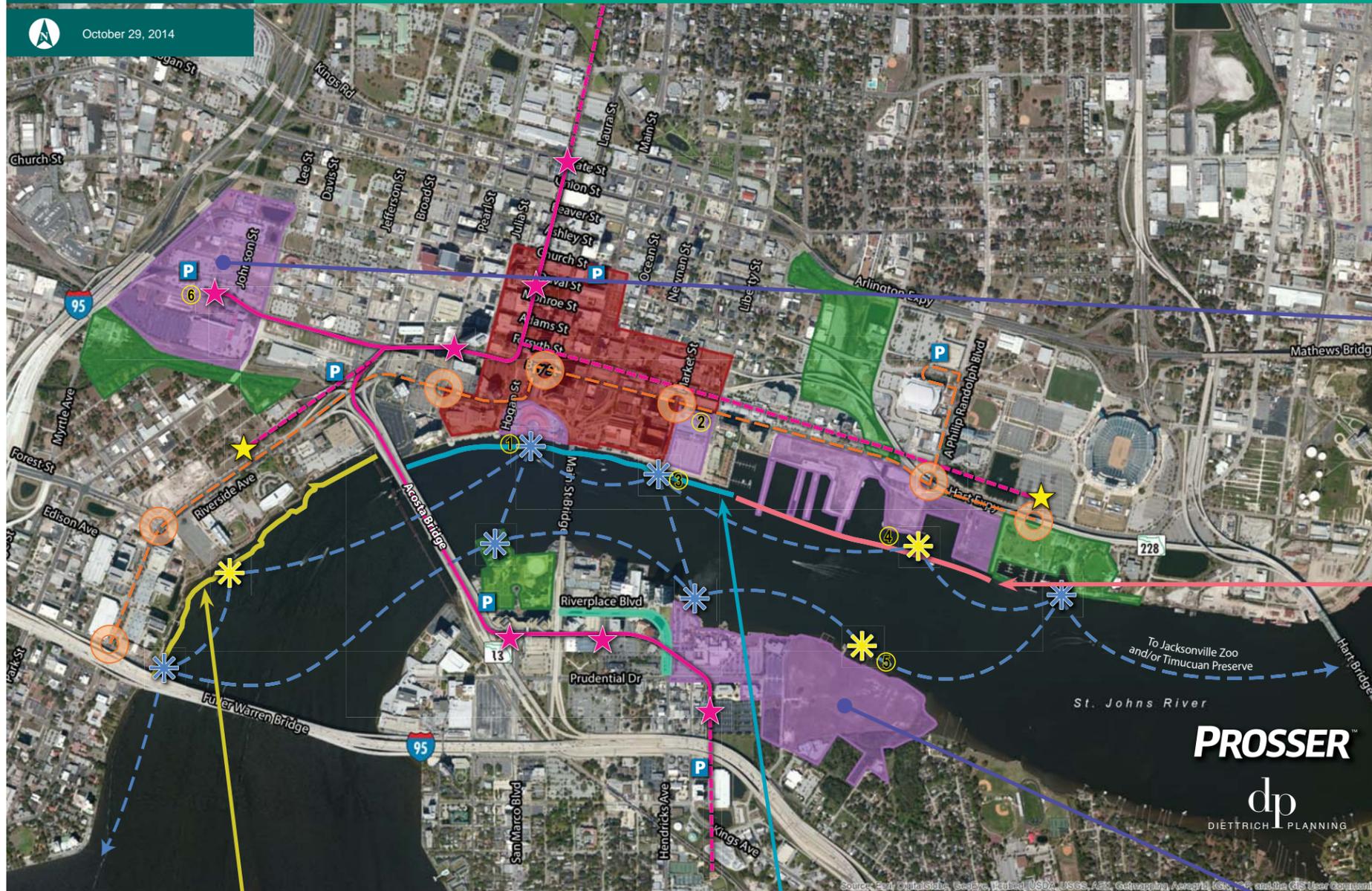
Year	Taxable Value Existing Uses	Cumulative Added Over Base	Development Added Over Base	Annual TIF Revenues
1984 (Base)	\$ 201,743,546			
2015	\$ 330,586,726	\$ 128,843,180	\$ 136,343,180	\$ 1,482,024
2016	\$ 337,198,461	\$ 135,454,915	\$ 147,954,915	\$ 1,608,241
2017	\$ 343,942,430	\$ 142,198,884	\$ 159,698,884	\$ 1,735,896
2018	\$ 350,821,279	\$ 149,077,733	\$ 171,577,733	\$ 1,865,016
2019	\$ 357,837,704	\$ 156,094,158	\$ 183,594,158	\$ 1,995,633
2020	\$ 364,994,458	\$ 163,250,912	\$ 195,750,912	\$ 2,127,774
2021	\$ 372,294,348	\$ 170,550,802	\$ 208,050,802	\$ 2,261,472
2022	\$ 379,740,235	\$ 177,996,689	\$ 220,496,689	\$ 2,396,756
2023	\$ 387,335,039	\$ 185,591,493	\$ 233,091,493	\$ 2,533,659
2024	\$ 395,081,740	\$ 193,338,194	\$ 245,838,194	\$ 2,672,213
				\$ 20,678,684

Southside Redevelopment Trust Fund TIF Projections

Year	Taxable Value Existing Uses	Cumulative Added Value Over Base	Development Added Value Over Base	Annual TIF Revenues
1980 (Base)	\$ 89,127,781			
2015	\$ 392,081,729	\$ 302,953,948	\$ 310,453,948	\$ 3,374,574
2016	\$ 399,923,363	\$ 310,795,582	\$ 323,295,582	\$ 3,514,160
2017	\$ 407,921,831	\$ 318,794,050	\$ 336,294,050	\$ 3,655,451
2018	\$ 416,080,267	\$ 326,952,486	\$ 349,452,486	\$ 3,798,480
2019	\$ 424,401,873	\$ 335,274,092	\$ 362,774,092	\$ 3,943,284
2020	\$ 432,889,910	\$ 343,762,129	\$ 376,262,129	\$ 4,089,896
2021	\$ 441,547,708	\$ 352,419,927	\$ 389,919,927	\$ 4,238,354
2022	\$ 450,378,662	\$ 361,250,881	\$ 403,750,881	\$ 4,388,693
2023	\$ 459,386,236	\$ 370,258,455	\$ 417,758,455	\$ 4,540,953
2024	\$ 468,573,960	\$ 379,446,179	\$ 431,946,179	\$ 4,695,171
				\$ 40,239,015

Conceptual 2025 Redevelopment Master Plan

October 29, 2014



LEGEND

- | | |
|--|------------------------------|
| Retail Enhancement Grant Program | Possible Circulator Stop |
| Park / Open Space Target | Existing Skyway Station |
| Riverplace Blvd. Road Diet | Potential Skyway Station |
| 1 Jacksonville Landing Catalyst Site | Existing Water Taxi Landing |
| 2 City Hall Annex Catalyst Site | Potential Water Taxi Landing |
| 3 Former County Courthouse Catalyst Site | Downtown Circulator Route |
| 4 Shipyards Catalyst Site | Existing Skyway Route |
| 5 Southbank Catalyst Site | Possible Skyway Route |
| 6 LaVilla Catalyst Site | Possible Water Taxi Route |
| | Peripheral Parking |

LaVilla

- Urban and Dense Transit-oriented Neighborhood
- Mixed-income Residential
- Loft Apartments and Walk-ups
- Retail and Office
- Connections to Regional Transportation Hub
- Celebrate Area's African-American Heritage
- Festivals Celebrating Rich Musical History
- Cultural and Arts Facilities
- Higher Education Institutions

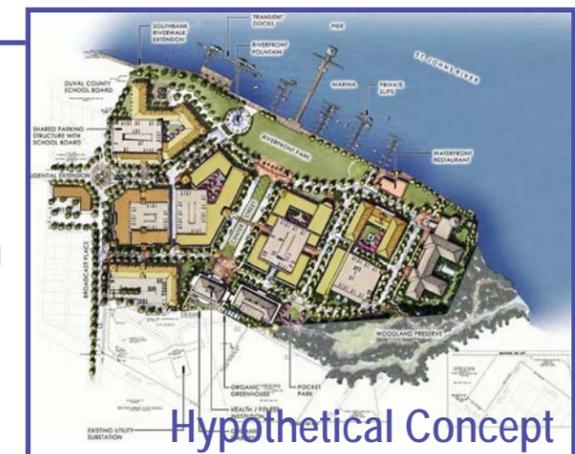
Shipyards to Metro Park



- Landmark Buildings and Festive Spaces
- Large-scale Mixed-use Development
- Distinctive Entertainment-oriented Destinations (e.g. Aquarium, Museum, Water Park)
- Waterfront Residential Community and Marina
- Support Retail and Restaurants
- Sports-related Interactive Entertainment
- Unique Dining and Drinking Establishments
- Public Access to the Waterfront
- Pedestrian Link to Jacksonville Landing and Metro Park

Southbank

- Multi-family Residential
- Fine Dining Restaurants
- Office and Community-oriented Retail
- Active Uses Along Waterfront
- Pedestrian Link to Riverplace Boulevard and Southbank Riverwalk
- Public Access to the Waterfront



Fuller Warren to Acosta



- Connect Residents to the River
- Neighborhood Amenities
- Riverwalk
- Interactive Water Features
- Multi-generational Communal Spaces
- Parks and Plazas
- Connections to Trails and Bike Paths
- Public Access to the Waterfront

Acosta Bridge to Shipyards



- Gateway That Captivates Visitors
- Mixed-use
- Small-scale Retail
- Hotel and Residential
- Markets and Bazaars
- Distinct Water Taxi Terminals
- Public Access to the Waterfront



Navigating the BID Plan

The Business Investment and Development Element (BID Plan) is the tool that manages the execution of CRA Plan near and mid-range strategically selected projects. It is the mechanism that:

- **Guides** the implementation of projects, programs, and initiatives
- **Identifies** an array of local, state, and federal incentives and funding programs
- **Outlines** decision-making criteria by which projects, programs, and initiatives are selected and measured

While the CRA Plan serves longer timeframes, the BID Plan seeks to drive economic growth by targeting projects which are defined by a much shorter strategic timeframes;

- **Near-term (2014 – 2017)**
- **Mid-term (2017 – 2021)**
- **Long-term (2021 – 2025)**

Further defined in this BID Plan are two critical sections: Decision-Making Criteria and the Years Tables.

The **Decision-Making Criteria** has Tiers 1, 2 and 3 that serve as filters to obtain support for project funding and programming.

The **Years Tables** serve the following multiple purposes: identifies a strategic project; designates the year in which it is to be funded and executed; identifies the parties responsible for working together to see it through successfully to fruition; gives the page number of where in the CRA Plan the project or categorical umbrella is further defined; and reflects the goals that the project exemplifies.

To assess the BID Plan's effectiveness on the economic health of Downtown, DIA will 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 Plan 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. The Performance Measures are to be evaluated annually, allowing the DIA to measure the progress of Downtown's overall economic progress.

The BID Plan 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's business, residential, cultural, social, and development communities.

Decision-Making Criteria

A major role of the BID Plan is to provide a basis for decision-making based upon the vision identified in the CRA 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 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, Multi-Family 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 three qualitative tiers for evaluating whether or not a project should potentially receive support and financial assistance by the Authority. Proposals that meet all three Tier criteria shall receive the highest priority from DIA.

Due to the unique nature of each individual project that comes before the DIA, 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 CRA Plan redevelopment goals

(See CRA Plan pages V-2 through V-9).

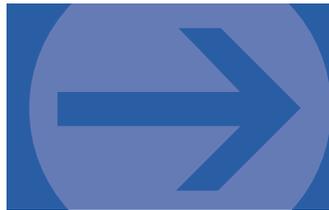
Tier 2

The Applicant will submit to DIA a complete Pro Forma and Project Profile Assessment Form for staff review and recommendation.

Tier 3

The project will positively affect no fewer than four (4) of the BID Performance Measures

(See page 10).



Years Tables

The strategic implementation of proposed projects is outlined on BID Plan pages 58-62 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 lists 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. 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. The DIA has the ability to update the tables as needed, whether that means moving projects from one timeframe to another, eliminating them, amending them, or adding new projects. The Years Tables are active project tracking tools to manage the allocation of the DIA resources.

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 are repeated line items to anticipate this.



The Years Tables also reflect the goals each project, program, or initiative supports. These tables are not only used as a mechanism 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.

At inception of the BID Strategy, up to \$1.9 million of the \$4.1 million City Council allocated to the Downtown Economic Development Fund 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

Performance Measures

DIA will focus on tracking outcomes, benefits and changes of Downtown in relation to the BID Strategy. Tracking such indicators provides a better understanding of the relative economic vitality of Downtown.

The following Performance Measures will enable the DIA to assess the economic development conditions and improvements in Downtown, along with suggested targets per the Years Tables (see pages 58-62 of BID Plan) for overall improvement by 2025.

NOTE: The Performance Measures are calculated at an estimated growth progression as listed below which ultimately coincides with the Market Feasibility Study outcomes projected for 2025. Annual targets may vary each year given the market.



The Performance Measures are calculated at an estimated growth progression as listed below which ultimately coincides with the Market Feasibility Study outcomes projected for 2025. Annual targets may vary each year given the market.

Downtown Economic	Current Performance	2014-2015 (5%)	2015-2016 (5%)	2016-2017 (15%)	2017-2021 (30%)	2021-2025 (45%)
Employment	48,607	486	486	1,458	2,916	4,375
Residents	3,730	240	240	720	1,440	2,160
Residential Units	1,898	192	192	577	1,156	1,733
Business Establishments	1,100	11	11	33	66	99
Retail Space Vacancy	37%	-0.4%	-0.4%	-1.2%	-2.4%	-3.6%
Increase Tax Value	\$1,277,542,543	\$26,122,873	\$26,122,873	\$783,368,619	\$156,737,237	\$235,105,856
Outdoor Seating Establishments	17	2	2	2	2	2
Special Events	611	16	16	17	70	70
Attendance at Special Events	1,254,550	49,586	49,586	49,586	198,344	198,344
Annual Visitors	9,186,487	73,959	73,959	73,955	295,820	295,820
Hotel Occupancy	61%	+0.81%	+0.81%	+0.81%	+3.24%	+3.24%
Inactive COJ Assets by Acreage (as of 2014)	153	8	8	8	34	34



Benchmarking the BID



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.

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.

DIA Staff will annually benchmark internal practices and BID programs; 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 2nd 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.