

IMPLEMENTATION STRATEGIES

The strategies proposed herein are design to implement the Vision Outlook projections. Several of the proposed projects are likely to require a proactive approach by the City in order to achieve implementation.

- Successful development of Master Planned Communities will require expansion of the City's suburban service area and investment in infrastructure.
- Successful development of the Town Center and several of the other place making projects will also require City initiatives.

Although pedestrian oriented mixed-use centers are likely to achieve higher dollar per square foot returns than shopping center development, this is somewhat off set by the cost and complexity of development. Conventional shopping center development is more understood by developers and is easier to finance, permit and develop. Unfortunately traditional, automobile oriented, shopping center development will not create a "sense of place" or help north Jacksonville redefine its image.

Projects such as the Power Centers, Trade Port Center District and the Airport Distribution Center are important to the growth of the economy and quality of life in North Jacksonville, but are not considered true mixed-use, place-making projects. These projects are included because it is important to raise the bar in terms of acceptable quality of development and because of their size and economic importance.

There are essentially three types of place making projects based upon the degree of public involvement in the development process as follows:

- **Public Place Making Projects:** The planning, design, permitting and financing of the significant components of these projects are accomplished by the City or Agency of the City, the State or Federal government and consist of the following:
 - o The Corridor Redevelopment Program
 - o The Eco-Centers
 - o The Heckscher Scenic Parkway Program
 - o The Gateways
- **Private Place Making Projects:** The planning, design, permitting and financing of the significant components of these projects are accomplished by a private sector developer and consist of the following:
 - o The Low Country Village Center
 - o The Power Centers

- **Public/Private Place Making Projects:** These are the most difficult projects to achieve, but have the greatest potential to improve the quality of life and the image of North Jacksonville. The planning, design, permitting and financing of the significant components of these projects may be accomplished through a public/ private co-venture between a developer and the City or Agency of the City. Some projects may be initiated by the public and some by a developer, but in each case and significant use of public incentives may be necessary to accomplish the project.

- o Pedestrian Oriented Mixed Use Centers
 - The North Jacksonville Town Center
 - The Dunn Avenue Village Center
 - The River Port Village Center
 - The Heckscher Island River Village Center
 - Dinsmore Village Center
- o Master Planned Communities
- o JIA Projects
 - The Trade Port Center District
 - The Airport distribution Center

IMPLEMENTATION STRATEGIES

A. Public Place Making Projects

1. The Corridor Redevelopment Program

Step # 1: Select a 1st Phase Corridor: It is suggested that the first Corridor Redevelopment Plan be the Dunn Avenue Corridor, but if funding is available, Main Street could also be addressed.

Step # 2: Establish Program Responsibility: Establish the planning & management entity, perhaps a combination of the JIA Redevelopment Agency and local businesses and citizens that is subordinate to the JEDC, that will take ownership of the selected areas and manage their future.

Step # 3: Determine Funding Mechanisms: A Corridor Redevelopment Program will require a long-term commitment to funding for planning and construction. It is suggested that the Management Entity should:

- o Organize and support the establishment of a Business Improvement District (BID), which is essentially an assessment district for funding on-going operational needs such as planning, maintenance, management and marketing/promotional activities. Establishment requires a vote of the property owners and the enticement is the City's commitment to the Redevelopment Program.
- o Work with the JIA Redevelopment Agency to provide capital funding for projects within the CRA boundaries.

Step # 4: Perform a Market Analysis: Fund a study of the market that identifies the Dunn Avenue trade area and addresses its unique potential.

Step # 5: Prepare a Conceptual Corridor Redevelopment Plan: Based on the results of the Market Analysis, and a Traffic Study, conceptual plan should be prepared for the entire Corridor. This Conceptual Plan should include:

- Distinct Corridor Districts
- A Corridor Transportation Plan
- A Development/Redevelopment Opportunities Plan
- A Streetscape Plan
- Preliminary Cost Estimates
- A Phased Implementation Plan

Step # 6: Select a Manageable 1st Phase and Construct:

- Select a 1st phase,
- Fund preparation of detailed plans and bid documents (year 1)
- Fund construction. (year 2)

Step # 7: Commence Public and Private Redevelopment Efforts: Refer to the Proto-type Strategy for implementing Pedestrian Oriented Mixed Use Centers, which may be applied to sites selected for redevelopment.

2. The Eco-Centers

Step # 1: Establish Responsibility: Establish the appropriate City Agency as the implementing entity.

Step # 2: Prepare a Resource Management and Utilization Plan: The Eco-Centers are important image building and public amenity projects, but a more comprehensive long term approach needs to be undertaken by the City to maximize the public benefit for residents and eco-tourist. A Resource Management and Utilization Plan should be initiated. The concept is to build upon the area's assets through development of programs and eco-center projects that provide opportunities for education and recreation while protecting the most ecologically sensitive areas. The intent is to provide access in a manner that gives the visitor a sense of emersion into the environment while protecting the most sensitive and isolated portions of not only the Great Timucuan Park, but other regionally significant greenway properties also.

The Resource Utilization Plan should:

- Inventory and develop plans for other ecologically significant properties consistent with that developed for the Timucuan Ecological & Historic Preserve.
- Evaluate and develop protection standards for existing regional assets (ecological, historical, and cultural).

IMPLEMENTATION STRATEGIES

- Encourage and facilitate implementation of the North Florida Timberlands and Watershed Reserve program.
- Determine how natural characteristics and regional assets link spatially, physically and thematically.
- Integrate and connect the various components of the environmental assets.
- Link environmental assets to other recreation hubs and community centers.
- Evaluate the market:
 - Who is the audience (schools, seniors, tourists)?
 - What are the programs/activities (guided vs. self-guided)?
 - Establish user fees to fund maintenance and capital projects.
- Evaluate and prioritize infrastructure needs.
- Create an innovative and compelling brand for North Jacksonville' natural, historical and cultural assets.

Step # 3: Select the priority # 1 Project: While the Resource Management and Utilization Plan are being prepared, a proto-type eco-center project could be developed. It is suggested that the Great Timucuan Eco-Center, which includes a lodge and cabins to serve as a base camp for access to the environment and recreational opportunities, should be the first priority. The location recommended in the Vision Plan is not final and an alternate site could be selected. It should be a highly attractive site with room for future expansion.

Step # 4: Prepare an Economic Feasibility (Pro-forma) Analysis: The feasibility analysis should determine the realistic market potential for the project and its development program including identification of its components, size, phasing if appropriate, cost and method of financing.

Step # 5: Select a Manageable 1st Phase and Construct:

- Select a 1st phase,
- Fund preparation of detailed plans and bid documents (year 1)
- Fund construction. (year 2)

Step # 6: Future Priorities: The Resource Management and Utilization Plan will establish projects and priorities.

3. Heckscher Scenic Parkway: The concept for the Heckscher Scenic Parkway evolved from the Heckscher Drive Island Visioning Project. It is not an urban streetscape project, but is an aesthetic scenic improvement project to:

Step # 1: Assign Responsibility: Establish the planning & management entity, perhaps a combination of the JAX-Port, industry/business representatives and Heckscher citizens.

Step # 2: Determine Funding for Planning: Research grant programs and work with City Agencies, non-profit organizations and affected property owners to establish funds for planning and design.

Step # 3: Prepare a Conceptual Scenic Parkway Improvement Plan: This Conceptual Plan should cover the entire corridor and include:

- Planning components as follows:
 - Soften and mitigate unattractive areas,
 - Enhance visual features and maximize vistas,
 - Install landscaping a key locations'
 - Create unique directional and informative signage and gateways,
 - Provide traffic calming,
 - Create pedestrian and bike trails.
- Preliminary Cost Estimates
- Selection of a manageable 1st Phase Project

Step # 4: Determine Funding for Development: The management entity should focus on trying to establish a multi-year commitment of funding for detailed design and construction to implement the projects in phases.

- Fund preparation of detailed plans and bid documents (year 1)
- Fund construction. (year 2)

4. Gateways

Step # 1: Seek Design Funding for Design of a Test Project: It is suggested that the C-PAC select one or two gateway projects and request funding support for the design phase. The design phase should provide sufficient detail to cost the project.

Step # 2: Seek Construction Funding: Present the design to the City or various City Agencies that may fund this type of project.

IMPLEMENTATION STRATEGIES

B. Private Place Making Projects

1. The Low Country Village Center: This is a true green field site that is well located to serve a growing more affluent market, which lends to implementation by applying best practices through the development review process.

2. Power Centers: Power Centers will be strongly attracted to the recommended Interchange locations. The key to implementing this Vision Plan recommendation should be to discourage power center type uses along the proposed Corridor Redevelopment Corridors.

C. Public/Private Place Making Projects (Incentivised)

1. Pedestrian Oriented Mixed Use Centers:

a. Proto-Type Process: A prototype process for implementing the Pedestrian Oriented Mixed Use Centers is provided below, but the process will vary somewhat with each project depending on various factors such as; whether or not it is within a CRA, is it public or private sector initiated, is it on public or private land, etc.. The following general steps should lead to implementation of a plan and design that will yield functional and marketable buildings for each use, while achieving synergy between uses and creating a “sense of place” for the project as a whole.

Step # 1: Establish Responsibility: Establish the appropriate City Agency as the implementing entity:

- If only City regulation of development is required, it is the planning department.
- If incentives are required, the JEDC or the JEDC & JIA Redevelopment Agency may be appropriate.

Step # 2: Perform a Market Analysis. Either initiate or have the private sector initiate a study to identify the trade area and understand its unique potential:

- Determine the level of maturity relative to the competition, and determine shopping patterns and how they are likely to evolve.
- Recognize and serve the market.
- Consider the role of the surrounding neighborhoods, in terms of population, income, growth and levels of access.
- Consider the viability and impact of a strong residential component of The Centers Development Program.

Step # 3: Identify a Viable Development Entity: The viable development entity may be the owner of the land seeking development approval or the City or City Agency may need to take a proactive approach to select a qualified developer.

- Where public incentives are to be used, a Request for Proposal (RFP) to solicit developer proposals and selection of the appropriate developer may be appropriate.
 - o The owner may be will to work with the City in identifying and forming a relationship with a developer.
 - o Where the current owner is uncooperative, the powers of a Redevelopment Agency may be necessary.

Step# 4: Determine the Development Program: The developer should determine the development program, but where incentives based on needs are contemplated, the developer must provide his analysis for review by the City or its Agency.

- Establish a creative development strategy that is targeted to market needs.
- Develop a financial feasibility analysis (pro-forma analysis) for City Review if incentives are contemplated.
- Develop a financing plan.
- Develop an incentive package to assist in covering any short falls determined in the pro-forma analysis and to encourage Pedestrian Oriented Mixed Use Development over Shopping Center Development.

Step # 5: Negotiate and Adopt a Development/Redevelopment Agreement: The City or appropriate City Agency and Developer agree to the terms and conditions of development. (Who does what and when and under what conditions)

Step # 6: Implement the Development: The terms and conditions of the Development Agreement will guide development of the project including:

- Private and Public Financing
- Preparation of Detailed Design and Specifications
- Obtaining Entitlements/Permitting
- Public and Private Construction

IMPLEMENTATION STRATEGIES

b. North Jacksonville Town Center:

Step # 1: Establish Responsibility: The site for the proposed Town Center is in the JIA Redevelopment Area boundary. To initiate this process the Planning Department, JEDC and JIA Redevelopment Agency should coordinate responsibilities to proactively encourage this project.

Step # 2: Prepare a Proto-type Pro-forma Analysis to include:

- A Market Analysis: This is a large site and will support a large project. The site will accommodate a Town Center and a larger surrounding mixed-use development in what may be termed the Town Center District. The advantage of a mixed-use project is that it can be developed in phases. The first phase could include all of the various types of uses or the market might support only a single type of use such as a multi-family or office development in the first phase, with retail to come on line at a later date.
- Identification of a Proto-type/Preliminary Development Program: The development Program should be based on the phased development of the Town Center District from start to build-out over an extended period of time..
- Identification of Potential Incentives: The analysis should attempt to identify the types and appropriate levels of public incentives (incentive package) that may be necessary to attract a qualified private developer.

Step # 3: Prepare a Conceptual Master Plan: Based upon the Proto-type Development Program, a Conceptual Master Plan that conforms to the Best Practices for the Town Center should be prepared. The development is likely to occur in phases and a Master Plan for the entire district is needed to insure that all of the parts physically and economically fit together. This concept will likely be changed over time, but is an excellent marketing tool and provides the City with an objective yard stick to measure development proposals.

Step # 4: Coordination with the JIA Redevelopment Plan: The proposed development of the Town Center should be coordinated with the Redevelopment Plan. This will provide a strong legal basis for establishment of a public/private co-venture project.

Step # 5: Negotiate and Adopt a Development/Redevelopment Agreement: The City and Developer agree to the terms and conditions of development. (Who does what and when and under what conditions). The terms and conditions of the Development Agreement will guide the preparation of plans and specification and construction of the project.

c. Dunn Avenue Village Center

Step # 1: Establish Responsibility: The site for the proposed Dunn Avenue Village Center is on the proposed Dunn Avenue Redevelopment Corridor. The JEDC and JIA Redevelopment Agency should be assigned the responsibility to proactively encourage this project.

Step # 2: Prepare a Market Analysis: This project envisions redevelopment of an existing shopping center. To warrant conversion of the shopping center to a mix-use Village Center, the core commercial heart of the new project must be based on strong market demand or the project should be delayed until the market exist.

Step # 3: Identify a Viable Development Entity: If the results of market analysis are strong, the City should discuss the potential for a project with the current shopping center owner.

- The owner may be willing to work with the City in identifying and forming a relationship with a master developer.
- Where the current owner is uncooperative, the powers of a Redevelopment Agency may be necessary.

Step # 4: Determine the Development Program: The developer should determine the development program and provide his analysis for review by the City or its Agency. The City or City Agency should work to agreement on an incentive package to:

- Assist in covering any short falls determined in the pro-forma analysis,
- Support Pedestrian Oriented Mixed Use Development over Shopping Center Development,
- Fund any public/civic components of the project.

Step # 5: Negotiate and Adopt a Development/Redevelopment Agreement: The City JEDC/JIA Redevelopment Agency and Developer agree to the terms and conditions of development. (Who does what and when and under what conditions)

Step # 6: Implement the Development: The terms and conditions of the Development Agreement will guide the preparation of plans and specification and construction of the project.

IMPLEMENTATION STRATEGIES

d. The River Port Village Center

Step # 1: Establish Responsibility: A management entity needs to be selected to pursue this project.

Step # 2: Prepare a Market and Site Selection Analysis: The site has not been selected, but its general location is known. This project has an unusual market base because it has the potential to serve approximately 7000 nearby employees and will be located on the water front and may also serve as a destination attraction. The market analysis should also be designed to help in site selection.

Step # 3: Select the Best Site: If the market demand exist and suitable sites are available the sites should ranked based on:

- Size: The sites ability to support a true mixed-use center
- Location and Market: Good access and market potential.
- Status of the Land: Is the land available

Additional Steps: The level of City participation in the following (Proto-Type Process) steps may vary significantly depending upon the site selected, the strength of the market, and the strength of the developer.

- Identify a Viable Development Entity
- Determine the Development Program
- Negotiate and Adopt a Development/Redevelopment Agreement
- Implement the Development

e. The Heckscher River Village Center

Step # 1: Establish Responsibility: Establish an appropriate City Agency as the implementing entity.

Step # 2: Perform a Market Analysis. This a small project envisioned to serve two markets; a destination attraction for tourist, including week end visitors, and a convenience center to serve daily through traffic and the residents of Heckscher Islands.

Step # 3: Determine the Viability of the Recommended Site: The recommended site contains the parking lot for the May Port Ferry, an essential facility, and will require acquisition of additional parcels. It may be difficult for a developer to package sufficient land for development of the recommended five-acre project. If a suitable site can not be acquired, the Clap Board Creek Neighborhood Center site proposed in the Heckscher Drive Island Visioning Project may be an appropriate alternate site.

Additional Steps: The level of City participation in the following (Proto-Type Process) steps may vary significantly depending upon the site selected, the strength of the market, and the strength of the developer.

- Identify a Viable Development Entity
- Determine the Development Program
- Negotiate and Adopt a Development/Redevelopment Agreement
- Implement the Development

IMPLEMENTATION STRATEGIES

f. Dinsmore Village Center

Step # 1: Establish Responsibility: Establish an appropriate City Agency as the implementing entity.

Step # 2: Perform a Market and Site Selection Analysis: The project is envisioned to serve the residents of Dinsmore and establish a rural center identity by providing a civic government component. The site analysis should focus on finding a central location that meets the physical requirements for supporting a determination of blight.

Step # 3: Establish a Redevelopment Area: Prepare and adopt the Blight Resolution and Redevelopment Plan necessary to create a Redevelopment Area.

- Once the Redevelopment Area is established it is suggested that it become an arm of the JEDC.

Step # 4: Implement the Redevelopment Plan: Implementation may require initial public investment in a small Streetscape and Village Square project to set the table for private investment.

Additional Steps:

- Identify a Viable Development Entity
- Determine the Development Program
- Negotiate and Adopt a Development/Redevelopment Agreement
- Implement the Development

2. Master Planned Communities (MPCs)

The City has some remaining large ownerships that will support Master Planned Community Development. Unless the City takes a proactive approach to encouraging MPC development on these large ownerships, they may be broken into smaller parcels. If the opportunity to develop MPCs is lost to Nassau County, the resultant loss of executive housing and higher wage growth, will adversely affect the implementation of the Town Center and success of the Trade Port as a corporate office location.

Step #1: Select a MPC Target Area: It is suggested that the area designated for MPC development in the Vision Plan that is located to the east of I-95, be the first area to receive proactive encouragement by the City for MPC Development.

Step # 2: Establish Implementation Responsibility: It is suggested that the City's Planning Department be assigned the task to proactively encourage Master Planned Community Development.

Step # 3: Prepare a Market Analysis and Preliminary Development Program: The study will serve as a marketing tool to support MPC development and provide the basis for development of a Community Development Plan. The study will evaluate the market for MPC Development as defined by Best Practices for with special focus on:

- The sizing and mix of uses for the Village Center,
- The demand for a variety of housing types and prices, and
- The quality type and size of the amenity package.

Step # 4: Prepare a Community Development Plan: The plan should be centered on the existing large ownership, but include the surrounding lands. The plan should be based on the market analysis and designed to create an interconnected community of neighborhoods based upon achieving the recommended Best Practices. Additionally, the Plan should address the need for any major infrastructure requirements such as major roads and utilities that are beyond the ability of the MPC Developer to provide.

Step # 5: Implement the Community Development Plan: Private sector projects must support the Plan in order to receive increase intensities and densities. The City should support projects that conform to the Community Development Plan with the following incentives:

- Comp Plan Amendments: The City will sponsor necessary amendments to the City's Comprehensive Plan.
- DRIs: The City will provide assistance to the MPC Developer in the DRI process.
- Fast Tract Development Approval: The City will establish a fast tract review and approval process.
- Financing of Major Infrastructure: The City will partner with the MPC Developer to assist in using innovative funding mechanisms to construct Major Transportation and Infrastructure needs.

3. JIA Projects

The JIA staff is experienced with formulating public and private projects such as with the development of the Trade Port. Their failure to attract a private developer-partner for the Wood Wings project was due the weakness of the market for office development. The recommendations for making the Trade Port Center District the front door location for higher quality office and corporate office development appears to be heavily dependant upon the City's ability to implement the MPC and Town Center projects. Both the Trade Port Center District and Airport Distribution Center project should be incrementally pursued until a stronger market develops.

NORTH JACKSONVILLE VISION AND MASTER PLAN 10-YEAR ACTION PLAN

Capital Projects*	Year**	Estimate	Implementation Strategy/ Responsibility	Financing Methods
Town Center				
• Market Study/Prototype Pro-forma Analysis	0-1	\$80,000	Private	Private
• Conceptual Master Plan for Town Center and District	1-2	\$130,000	Planning & Development Department	Private
• Incentives (to be determined)				
Master Planned Communities (MPC)				
• Prepare Market Study and Identify Preliminary Development Program	0-1	\$70,000	Planning & Development Department	General Fund
• Complete Community Development Plan	1-2	\$220,000	Planning & Development Department	General Fund
• Implement Required Infrastructure Improvements	2-5	TBD	Appropriate City Agency	Community Development Districts Assessment Districts Developer Contributions
Eco Center				
• Prepare Resource Management and Utilization Plan	1-2	\$80,000	P & D Dept and Port Authority	General Funds/Grants
• Economic Feasibility (Pro-forma) for Prototype Eco Center	2-3	\$50,000	Appropriate City Agency	General Funds/Grants
• Prepare Plans and Specifications for First Eco-Center	3-4	TBD	To Be Determined	General Funds/Grants
• Phase I Construction	4-5	TBD	To Be Determined	General Funds/Grants/ Revenue Bonds
River Port Village Center				
• Market and Site Selection Analysis	0-1	\$75,000	Appropriate City Agency	General Funds/Grants
Corridor Redevelopment				
• Prepare Conceptual Corridor Improvement Plan (including traffic and conceptual streetscape)	4-5	\$400,000	JEDC/JIA Redevelopment Agency	Assessment Districts/ Tax Increment Financing/Grants
• Phase I Plans and Specifications	5-6	TBD	JEDC/JIA Redevelopment Agency	Tax Increment Financing/Grants
• Construct Phase I	6-10	TBD	JEDC/JIA Redevelopment Agency	Tax Increment Financing/Grants
Dunn Avenue Village Center				
• Market Analysis as a component of the Corridor Market Analysis	2-3	\$25,000	To be completed as a component of the Corridor Redevelopment	General Funds/Grants
• Prototype Pro-forma Analysis	3-4	\$20,000	JEDC/JIA Redevelopment Agency	Tax Increment Financing/Grants
Heckscher Drive Parkway				
• Create Parkway Enhancement Plan	1-2	\$100,000	Planning & Development Department	General Funds/Grants
Heckscher Island Village Center				
• Market and Site Selection Analysis	2-3	\$30,000	Appropriate City Agency	General Funds/Grants
• Conceptual Site Plan	3-4	\$20,000	Appropriate City Agency	General Funds/Grants
Dinsmore Village Center				
• Market Analysis	6-7	\$30,000	Appropriate City Agency	General Funds/Grants
• Redevelopment Plan	8-10	\$40,000	Appropriate City Agency	General Funds/Grants
Gateways				
• Design Gateway	4-5	\$75,000	Planning & Development Department	General Funds/Grants
• Build Gateway	6-10	TBD	Appropriate City Agency	General Funds/Grants

* Capital Projects to be carried out with recommended implementation strategies in Section V.

** All dates are on a fiscal year beginning October 1, 2004.