

North Jacksonville Dunn Ave. & Main St. Corridor Redevelopment Plan



Garden City VILLAGE

GARDEN CITY VILLAGE
District I.D. Sign

GARDEN CITY VILLAGE
LIBRARY

LUCUS
E600 700W STREET



Architectural rendering of a street scene featuring a clock tower and Mediterranean-style buildings. To the right is a site plan showing building footprints in red and green, with a circular plaza area.



Architectural rendering of a courtyard area with a central fountain, palm trees, and Mediterranean-style buildings.



Aerial rendering of a large development area with multiple buildings, parking lots, and a waterfront area. Logos for the City of Jacksonville, Florida and MSCW are visible in the bottom left corner.



Architectural rendering of a street intersection with a car, palm trees, and a building facade.

NORTH JACKSONVILLE - DUNN AVE. & MAIN ST. CORRIDOR REVITALIZATION PLAN

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Acknowledgements

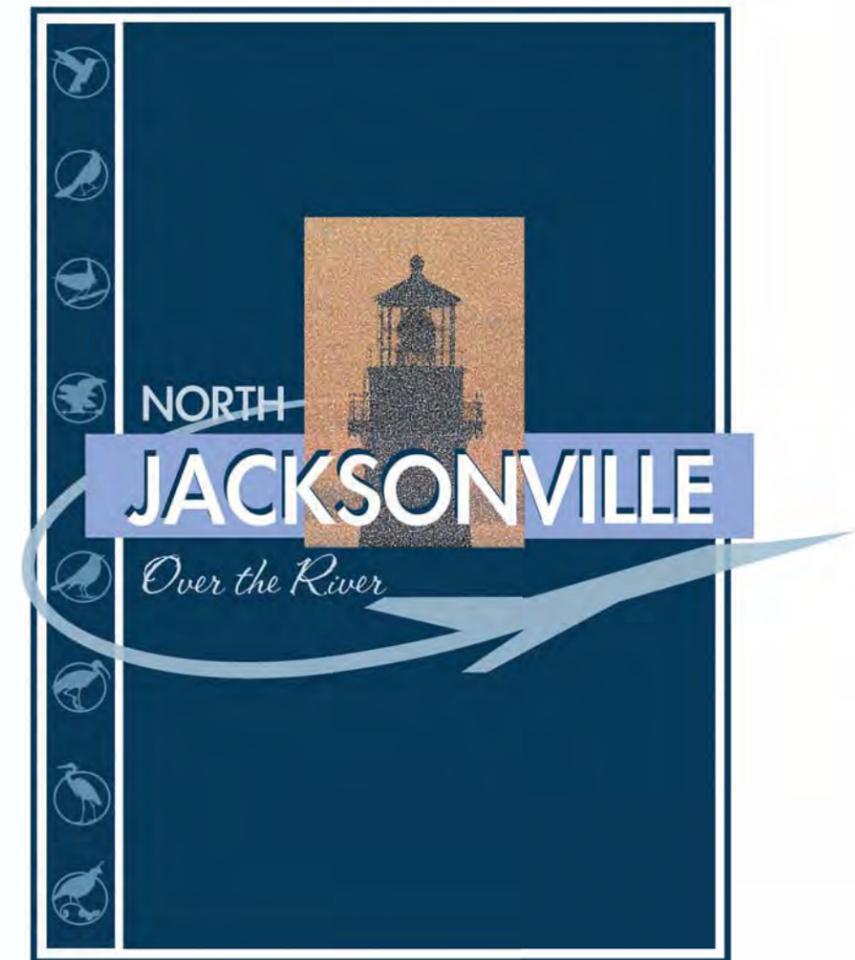
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NORTH JACKSONVILLE - DUNN AVE. & MAIN ST. CORRIDOR REVITALIZATION PLAN

Introduction

The Dunn Avenue and Main Street Corridor Revitalization Plan is a key implementation initiative recommended in the North Jacksonville Shared Vision and Master Plan. Adopted in September 2003, the Vision and Master Plan calls for a detailed implementation strategy to be prepared for the corridor that is both market responsive and based upon public input. The Corridor begins at the Dunn Avenue/Lem Turner Road intersection and extends east along Dunn Avenue to I-95. East of I-95, Dunn Avenue becomes Busch Drive and the Corridor follows Busch Drive to Main Street (US17). At the Busch Drive/Main Street intersection, the Corridor turns north and follows Main Street to Pecan Park Road.

The City of Jacksonville has a long history of community involvement in planning issues. From citizen group initiatives to City Hall sponsored projects, each successive endeavor reflects a community striving to become a better place to live work and play. The 1931 City Plan of Jacksonville drew on the work of a Jacksonville Garden Club Commission Special Report prepared in 1926 as follows:

“Furthermore, they would like to make the following recommendations for your careful consideration...

That in widening any streets, and in the carrying out of all municipal improvements, trees should be preserved wherever it is at all feasible, even though at some additional expense to the City,

That in order to avoid the use of unsightly poles and to make an end to the mutilation of the trees, it should be the policy of the City to install conduits for a complete underground wiring system, whenever new pavements are laid or any streets widened.”

The image of the City of Jacksonville was as important when the 1931 City Plan was completed by George Simons, Jr. as it is today. Simons would have called it the “City’s Personality” instead of image, but in many ways it was the desire to improve the image of North Jacksonville that led to the preparation of the North Jacksonville Vision and Master Plan.

The North Jacksonville Vision and Master Plan concluded that the area’s image lacked a central focus and was characterized by ugly and unattractive major streets. In order to change the image, the Plan recommended the pursuit of several mantras which relate specifically to the Main Street and Dunn Avenue corridors:

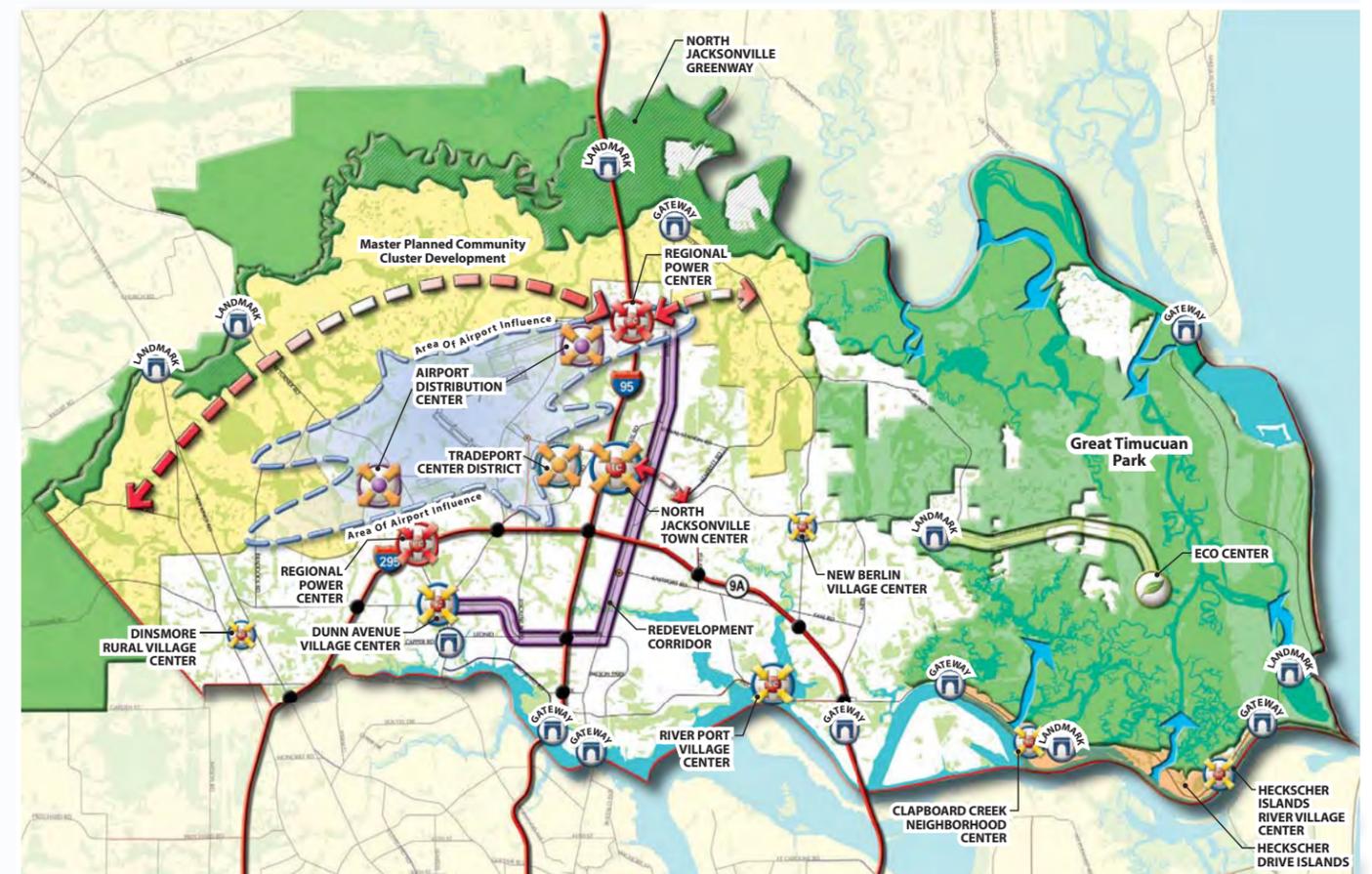
Eradicate the ugliness along the major streets and protect the corridors.

Create the North Jacksonville Town Center and support a hierarchy of places that create a Sense of Community.

Create great neighborhoods and enhance connections to the places along the corridor.

A major strategy of the Vision Plan is to create the hierarchy of “place” in the form of mixed use centers along the Corridor through coordinated development of public, private and joint public-private projects. In order to accomplish this coordination, the Revitalization Plan is structured to recommend placemaking projects at key market tested locations that will have the most positive impact upon leveraging future private investments along the entire Corridor. Project recommendations are provided for:

- Public Realm Projects: Projects that are the primary responsibility of the city or other public agency.
- Private Realm Projects: Projects that are the primary responsibility of a private sector developer.



Corridor Revitalization

EXAMPLES FROM OTHER COMMUNITIES

In addition to the direction from the North Jacksonville Vision Plan, examples of successful Corridor revitalization efforts were selected from across the Country to provide some lessons learned. The five (5) analogues (case studies) of successful Corridor redevelopment include the following:

- Stockton Boulevard, Sacramento, California
- East Washington Boulevard, Culver City, California
- Richmond Highway, Fairfax County, Virginia
- Martin Luther King Drive, Milwaukee, Wisconsin
- Morse Road, Columbus, Ohio

Each analogue provided some “Lessons Learned” as to how other communities have grappled with the difficult issues involved with revitalizing their suburban roadway corridors and are summarized as follows:

- Identify unique districts based upon character to organize the Plan
- Market analysis is critical to identifying nodal locations for placemaking
 - o Nodal locations are at the intersection of major roads and have stronger market potential for significant private investments
- Create a corridor vision with a constituency
- Design district themes and concepts for public and private improvements
- The public investments “set the table” for private investments and includes:
 - o Streetscape with more intensive design at key development locations
 - o Improve connectivity to neighborhoods at key development locations
 - o Provide and improve transit at key development locations
 - o All projects included landscaped medians
 - o Tame and calm traffic
- Establish design standards to create placemaking projects
 - o The appropriate mix of uses (success is in the mix of life support, not life style uses.)
 - o The main street/village layout is for a pedestrian shopping environment

- Focus public investments on the strongest nodal opportunity to create the best private placemaking project that will be a catalyst for other higher quality corridor investments
- All successful on-going corridor redevelopment programs are managed by a constituent entity, and may include some or all of the following program elements:
 - o An on-going management entity to guide and assist relocation of businesses
 - o Targeted incentive programs
 - o Zoning mechanisms to support (green tape) catalyst projects



Model Communities

PUBLIC PARTICIPATION

Public Participation Process

A community involvement strategy was created to obtain community input at each of the major phases of the preparation of the Corridor Revitalization Plan. In the first “Context Analysis” phase, constraints and opportunities for redevelopment were identified and community input was provided by extensive list of stakeholders. Input was obtained from the City staff and agencies, the Jacksonville International Airport Community Redevelopment Agency (JIA/CRA), and citizenry at a public meeting held at the Oceanway Middle School.

In the second “Conceptual Approaches” phase, community input was obtained to gauge acceptance of the conceptual approaches including a survey of citizens on the City’s web site; a design charette with participation by City and other agencies; a real estate forum held to seek guidance from local bankers, developers, leasing agents, property owners, real estate brokers and City officials; a public meeting held at the Oceanway Recreation Center; and finally, a presentation to the JIA/CRA.



Expression of Public Desires/ Public Input

The purpose of the public input meetings and survey was to determine the needs, desires and priorities that the public would like to see from the Corridor Revitalization Program. The respondents and participants were overwhelmingly property owners (90%) residing in the neighborhoods surrounding the corridor.

When asked where the planners should focus their design efforts, responses were as follows:

- Priority for emphasis was as follows:
 - reducing congestion
 - improving safety
 - improving/adding sidewalks
 - improving/adding landscaping
 - increasing transit service
- 64% support replacing the continuous center turn lane on Dunn Avenue with a raised landscaped median
- 62% desire a combination of palms and shrubs for the landscaped medians
- The desired features for the FDOT PD&E Study for the North Main Street are landscaped medians and shoulders and wide sidewalks, then bicycle facilities
- 86% want better sidewalk connectivity to commercial areas from neighborhoods
- 78% want bicycle paths outside of the roadway. (Conflicts with City Policy)
- 75% indicated the need for sidewalks in the San Mateo District
- 81% desire extending JTA bus service to the Turtle Creek area and 77% support extension to the Oceanway and North Main Street areas

When asked to list the important services or stores that they have to drive over 5 miles for in, they indicated the following:

- Restaurants, finer restaurants, take-out, Starbucks, shops for specialty foods

- Services of all kinds including: doctor, dentist, lawyer, daycare center, postal/business services center, dry cleaners, etc.
- Retail including: linens/bedding, books, specialty grocery, pet store, major discount retailer, full department, electronics, large home improvements, drug, grocery, small drug/convenience center and smaller hardware store

When asked to list the services and stores that they most desire to have in the nodal projects recommended for the corridor, they listed the following:

- Restaurants and entertainment including: movie theater, more and finer restaurants, coffee shop, roller skating
- Services including: Post Office in Garden City, library
- Retail including: Belks, Dillards, Target, nicer shopping, major book retailer, boating

When asked about support for creation of mixed use pedestrian friendly/ village type shopping environments to provide these restaurants, services and retail businesses

- 64% were supportive of mixed-use “Placemaking” projects.
- 72% were supportive of the conversion of the Highlands Shopping Center



Public Participation

THE CHARACTER DISTRICTS

Overview

The case studies of successful revitalization programs emphasize the importance of identifying each of the districts along the corridor based on its unique characteristics. Eight (8) Character Districts were identified along the corridor. Some have a historical context and some were selected to establish a quality character in the future.

Dunn Avenue and Busch Drive Segment

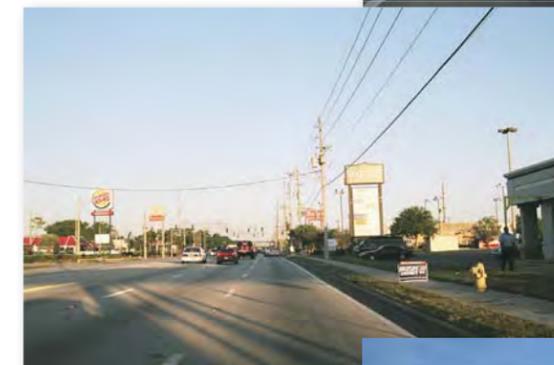
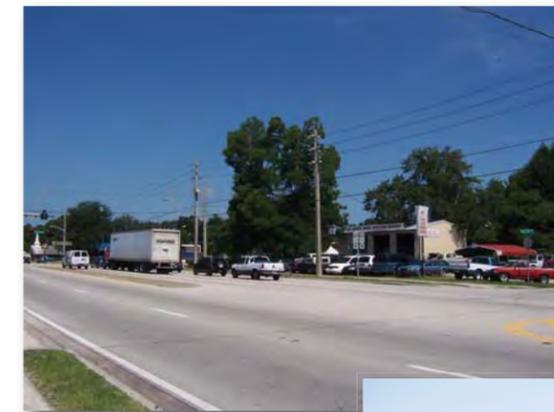
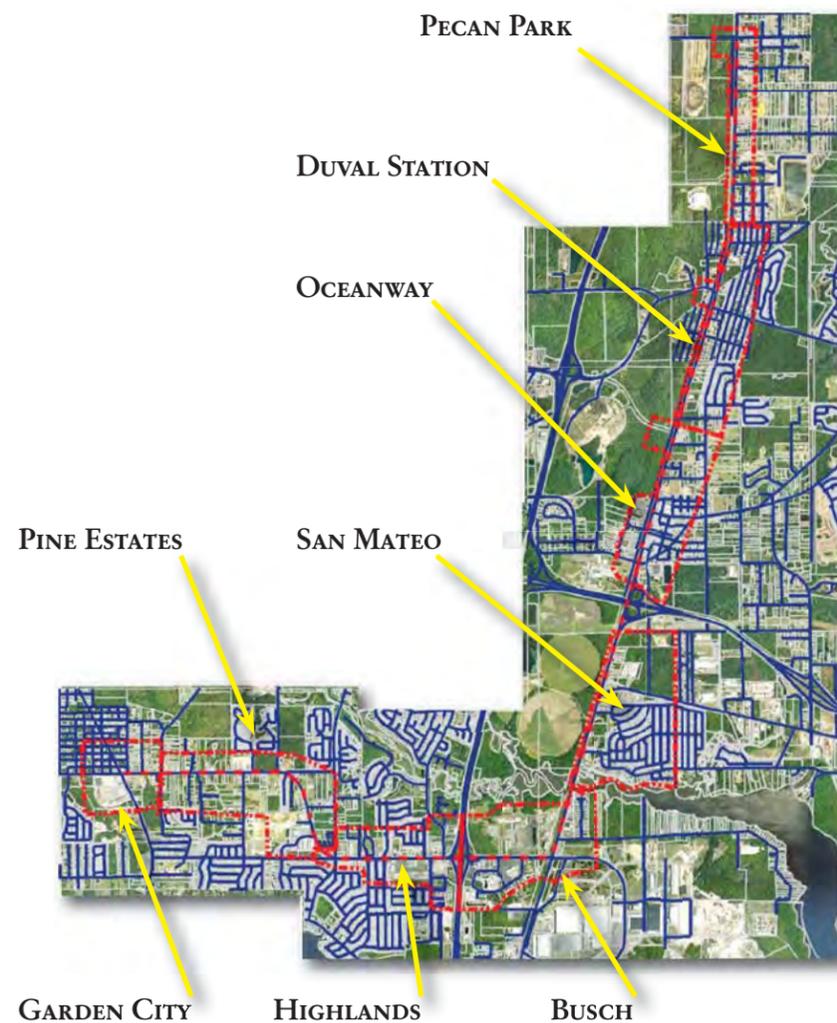
Unlike the Main Street segment, the Dunn Avenue segment has compact residential development on both sides of the roadway and the opportunity to link both sides of the street. The Busch Drive stretch is an employment district.

District # 1 - Garden City District: The Garden City District surrounds the intersection of Lem Turner and Dunn Avenue and is historically known as Garden City. The District is dominated by the poorly utilized shopping center located at the south-west quadrant of the Dunn Avenue and Lem Turner Road intersection and poor quality strip commercial uses converted from small residential lots. The architectural character of the buildings facing the corridor is non-descript and site landscaping is generally poor.

District # 2 - Pine Estates District: The Pine Estate District begins at Duvall Road and runs eastward to just west of Biscayne Boulevard. The west half of the district is attractive, has a good tree canopy and contains newer apartments, offices, churches and some commercial uses in good condition, a significant number of single-family residences and vacant lots remaining. The east half of the district contain some large vacant parcels, some mini-warehouse, a shopping center, government and commercial service and automotive uses, especially on the south side of Dunn Avenue.

District # 3 - Highlands District: The Highlands District gets its name from the Highlands Neighborhood and the Highlands Shopping Center. This district is currently a highly developed collection of automobile oriented strip commercial uses consisting of retail, restaurants, commercial automotive, commercial service, a mini-warehouse, offices, and apartments, and I-95 interchange related uses. These properties were developed over time and some sites are well designed and landscaped and others are not. The number of access points and turning movements is hazardous, there is no consistent theme and architectural design is a hodgepodge of types.

District # 4 - Busch District: The Busch District receives its name from the dominating presence of the Busch Plant and extends from I-95 eastward through Main Street and north along Main Street to the Broward River. The District is a major employment center for North Jacksonville. The south side of the Busch Drive is a grouping of interchange related uses including restaurants, service stations and commercial retail and service uses, a Sam's Club and a large Post Office. Behind the uses facing the roadway is the Busch Drive Business Park which includes a variety of uses providing employment opportunities and creating a market for services.



Corridor Districts

CHARACTER DISTRICTS

The Main Street Segment

The Main Street segment has the CSX Rail line on the west side of the roadway, which precludes private properties from direct access, which, in turn, inhibits linking both sides of the street and creates design and development constraints.

District # 5 - San Mateo District: The San Mateo District receives its name from the community located to the east and runs from the Broward River on the south to 9A. The west side of the roadway is dominated by the CSX Rail Road (no crossings) and a sod farm for spray irrigation of treated effluent from the beer manufacturing process. The east side of Main Street contains retail, mobile home park, gas station, office and commercial services.

District # 6 - Oceanway District: The Oceanway District receives its name from the historic Oceanway Community and runs from 9A to north of the proposed intersection with the East-West Connector Road that provides access to the River City Market Place. There will be only two rail crossings, (New Berlin and the East-West Connector). The east side of the roadway contains a large church property, fast food restaurant, retail shops, commercial and automotive services, an old mobile home park, vacant parcels, and an old motel. Although the area is older, it lacks historic architectural charm.

District # 7 - Duval Station District: The Duval Station District receives its name for a historic rail station that no longer exists and runs from the Oceanway District north to Polk Road. The City has approved a proposed developer driven proposal to shift the Duval Station Road alignment north to connect with Duval Road. This district has a substantial number of vacant parcels, older residences, mobile homes, commercial automotive, commercial services, and office uses.

District # 8 - Pecan Park District: The Pecan Park District serves as a transition between urbanizing districts to the south and more rural areas to the north. Pecan Park Road may be ultimately connected to Yellow Bluff Road through a portion of the "Trednick" property that was identified in the North Jacksonville Vision Plan as a future Master Planned Community. Uses include a single-family subdivision (being developed), many vacant parcels, older single-family/mobile homes, retail, commercial automotive and services, and a mobile home park.



Corridor Districts

PROFILE OF THE CORRIDOR

Overview

A profile of the corridor was extracted from the results of the “Context Analysis” report which included a thorough review of conditions for:

- Development pattern and urban design
- Marketplace conditions and forces
- Mobility/transportation and infrastructure

From these analyses the constraints and opportunities for redevelopment were identified and mapped in terms of opportunities for nodal (re)development sites and public investments.

Development Pattern and Urban Design

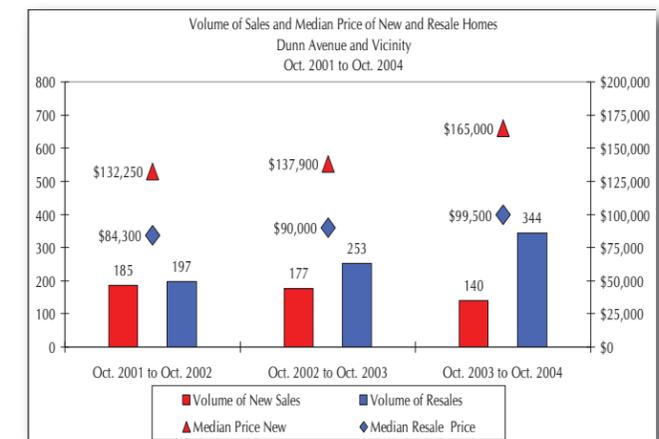
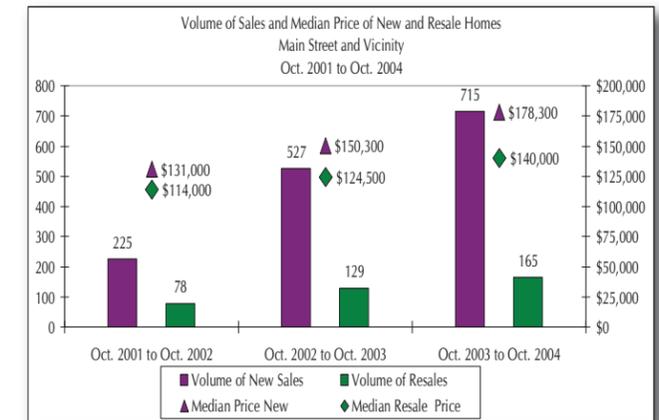
The study of development pattern and urban design issues involved a series of separate studies that occurred at the Character District level and included:

- Wayfinding and Image Analysis
- Existing Land Use and Development Pattern Analysis
- Building and Site Conditions Analysis
- Current Zoning and Future Land use Analysis
- Preliminary Redevelopment Potential Results

Marketplace

The Marketplace Analysis, prepared by Robert Charles Lesser and Company, not only described the market conditions, but provided preliminary development programs for nodal sites. Very summarized market conditions conclusions are as follows:

- The Dunn and Main Segments can be described as middle-income areas with median incomes of approximately \$50,000.
 - o Potential upside exists along and east of Main Street.
 - o This translates to current home affordabilities of \$150,000, possibly higher and a median rental apartment affordability of \$1,000 per month.
 - o The area household types are typically supportive of attached for-sale housing (townhouses or condominiums), smaller-lot homes and rental apartments.
- Over time, significant opportunities for attached and detached for-sale housing, as well as rental apartments will occur.
- Provided a stronger anchor such as a “placemaking” project, substantial upside potential exists for higher-priced, single-family detached housing, as well as attached (townhouses & condominiums) housing in the two corridors.
- Given national trends related to aging and smaller households demand for attached product, could increase significantly with “placemaking” projects.



Wayfinding & Image Analysis



Existing Land Use & Development Pattern Analysis



Building Conditions Analysis



Site Conditions Analysis



Current Zoning



Future Land Use Analysis



Preliminary Redevelopment Potential Results

PROFILE OF THE CORRIDOR - CONTINUED

Marketplace, continued

- Opportunities for office development in the Corridor will emanate from local-serving office users (below 2,000 square feet in size). Incorporation of these smaller office users into mixed-use projects appears to be a strong fit.

Estimated Demand for Local-Serving Office				
Corridor	2008	2013	2018	2023
Dunn	17,000	35,000	59,000	80,000
Main	69,000	156,000	242,000	328,000

- Demand for retail (predominantly local serving) will increase substantially and opportunities for incorporating retail into mixed-use projects will grow.
 - For Dunn Avenue, the strongest performing retail is in the Highlands area.
 - For Main Street, household/income growth has increased and spurring retail growth.

In summary, market-based nodal development opportunities exist along both Dunn Avenue and Main Street. Shorter term opportunities exist along Dunn Avenue and those located along Main Street are dependent on growth and will become more significant over time.

Given the market dynamics present in northern Jacksonville along the two corridor segments, the creation of a 'sense of place' is needed to achieve the best market results.

Infrastructure

Electric, Water, and Sewer

At the early planning phases, it is necessary to identify any major infrastructure issues (electric, water and sewer) and deficiencies that could play a role in limiting or dramatically affecting the cost of future improvements and providing service to (re)development projects. The Jacksonville Electric Authority (JEA) is responsible for providing these services along the Corridor. According to the JEA there are no serious service deficiencies along any part of the Corridor and recent and planned improvements to all of the systems assure a good level of service well into the future. Some infrastructure constraints are as follows:

- The unattractiveness of overhead utilities along the Corridor will need to be addressed. The JEA policy is that they will not fully fund projects to place electric utilities underground or to relocate them behind buildings and prefer the less costly relocation option, and looks for substantial cost sharing from other sources.

- The location of the water service lines and sewer lines within the edge of the right-of-way will limit the size and type of landscaping plant materials or require some relocation, if practical and cost feasible.

Mobility

Roadway Level of Service

Main Street conclusions are:

- Only the two-lane segment of Main Street, from New Berlin Road to Pecan Park Road, operates at an unacceptable level of service (LOS). This segment of Main Street needs to be widened to four lanes in order to improve its level of service, accommodate future growth and avoid concurrency problems.
- The JIA/CRA provided the funding for the Project Development and Environmental (PD&E) Study currently being conducted by the FDOT, which will identify additional right-of-way needs and the type and level of improvements required to accommodate future travel demand.

Dunn Avenue conclusions indicate the need for a viable access management plan:

- Dunn Avenue currently operates at an acceptable level of service but the continuous center turn lane presents a safety issue for area motorists and residents accessing the numerous commercial driveways and side streets. Area residents have nicknamed the six-lane segment of Dunn Avenue, "Death Row".
 - To tame this problem, the construction of a raised landscaped median along Dunn Avenue with strategically located median openings are necessary.
- The four-lane divided segment of Dunn Avenue from Biscayne Boulevard to Lem Turner Road is an emerging commercial corridor, and a raised landscaped median should also be constructed.

Pedestrian Facilities and Bicycle Facilities

Dunn Avenue conclusions are:

- The large residential areas located north and south of the six-lane segment of Dunn Avenue are not fully connected to the Corridor and most of the connecting sidewalks were only constructed for one or two blocks outside of the Corridor.
- On the south side of the Corridor, many of the local streets have sidewalks located on one side of the street.
- The residential areas north and south of the four-lane segment are not connected to the Corridor.
- None of the local streets intersecting Dunn Avenue have sidewalks.
- No bicycle facilities exist and right-of-way constraints may limit construction in San Mateo and Busch Districts, but the PD&E section will include bicycle lanes.

Busch Drive conclusions are:

- Busch Drive is not a pedestrian friendly roadway and sidewalks along Busch Drive are almost non-existent.
- Balmoral Drive, which provides access to the commercial/office development on the south side of Busch Drive, does not have sidewalks.
- No bicycle facilities exist and right-of-way constraints may limit construction.

Main Street conclusions are:

- Only a two-tenth mile section of sidewalk has been constructed along the segment.
- Of the 24 streets which intersect Main Street, only 5 have sidewalks.
- The FDOT- Main Street (US17) PD&E Study will include pedestrian and bicycle facilities.
- No bicycle facilities exist and right of way constraints may limit construction.

DUNN AVENUE/MAIN STREET CORRIDOR SIDEWALK LOCATIONS		
ROAD	DESCRIPTION	DISTANCE
DUNN AVENUE CORRIDOR		
Dunn Avenue	Sidewalks on both sides of the street from Lem Turner Road to I-95	2.89 miles
Duval Road North	One side of street	.3 mile
Duval Road South	Sidewalks on both sides of street Sidewalk on one sides of street	.1 mile .5 mile
Pine Estates Road East	Sidewalk on one side of street	.6 mile
Montward Road	Sidewalk on one side of street	.3 mile
Traci Lynn Drive	Sidewalks on both sides of street	.2 mile
Mar Vic Lane	Sidewalk on one side of street	.2 mile
Biscayne Blvd. North	Sidewalks on both sides of the street to I-295 Overpass	1.9 miles
Biscayne Blvd. South	Sidewalk on one side of street to Broward Road	.5 mile
Briarcliff Road	Sidewalks on both sides of street Sidewalk on one side of street	.1 mile .3 mile
Regency Drive	Sidewalk on one side of street near the commercial area	.05 mile
Monaco Drive	Sidewalk on one side of street	.4 mile
Harts Road	Sidewalks on both sides of the street Sidewalk on one side of street	1.4 miles .7 mile

PROFILE OF THE CORRIDOR

Transit Service

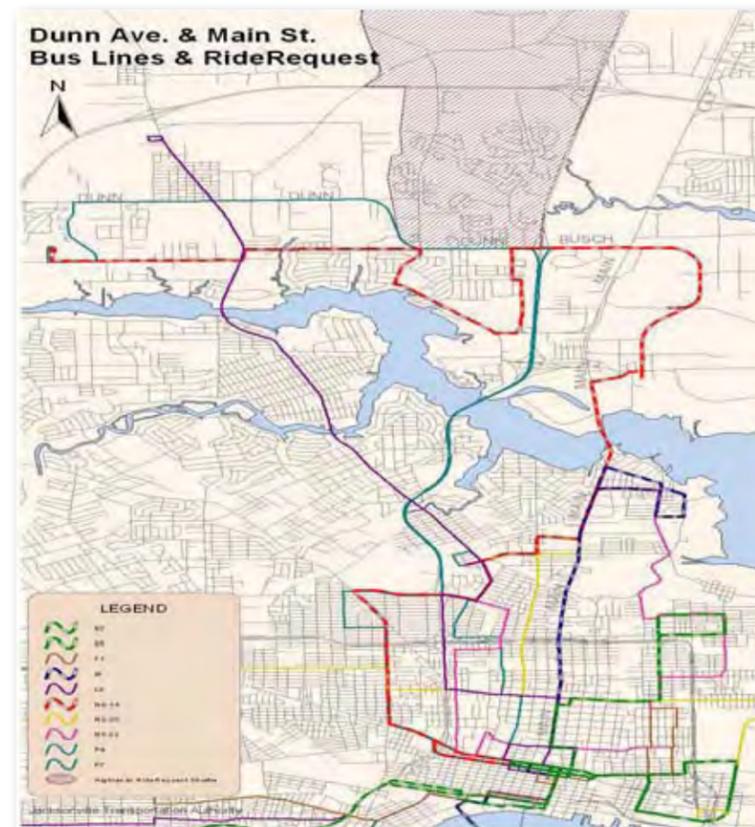
Conclusions for bus service are:

- Jacksonville Transportation Authority (JTA) provides transit service (one bus) to only the east-west leg of the Dunn Avenue/Main Street Corridor.
- Fixed route transit service is not provided to the densely populated residential area located north of Dunn Avenue, between Harts Road and Biscayne Boulevard because of residents' objections. In an attempt to provide minimum transit service to the Harts Road/Biscayne Boulevard area, JTA has implemented a demand response service called Ride Request.
- Transit service has not been provided to areas adjacent to the North Main Street Corridor due in part to the rural development patterns and population densities.
- As development densities increase, a formal request should be made to JTA to extend transit service to the north leg of the Corridor.

Conclusions for Bus Rapid Transit / Light Rail Transit Service are:

- The feasibility of implementing Bus Rapid Transit (BRT) service and ultimately Light Rail Transit (LRT) service was evaluated by the JTA and the North/Southeast Corridor could positively impact the Dunn Avenue/Main Street Corridor.
- A transit station is proposed for construction within the Corridor in each of the two build alternatives.
 - In Refined Alternative 1, the BRT/LRT will utilize the north-east corner of the I-95 right-of-way with its northern terminus at Busch Drive with a possible future extension to the River City Market Place and the Jacksonville International Airport. Access to the station will be via Busch Drive.
 - If Refined Alternative 2 is constructed, the BRT/LRT will use the Lem Turner Road right-of-way with a station located in the vicinity of the Lem Turner Road/Dunn Avenue intersection.
- **The proposed “Placemaking” projects identified in this plan, the Highlands Node and the Garden City Node should be considered as locations for these facilities. The combination of rapid transit and high intensity mixed use projects is occurring throughout the Country and each project would greatly benefit from the synergy between the two investments.**

JACKSONVILLE TRANSPORTATION AUTHORITY
TRANSIT ROUTE MAP



Other Transportation Improvements

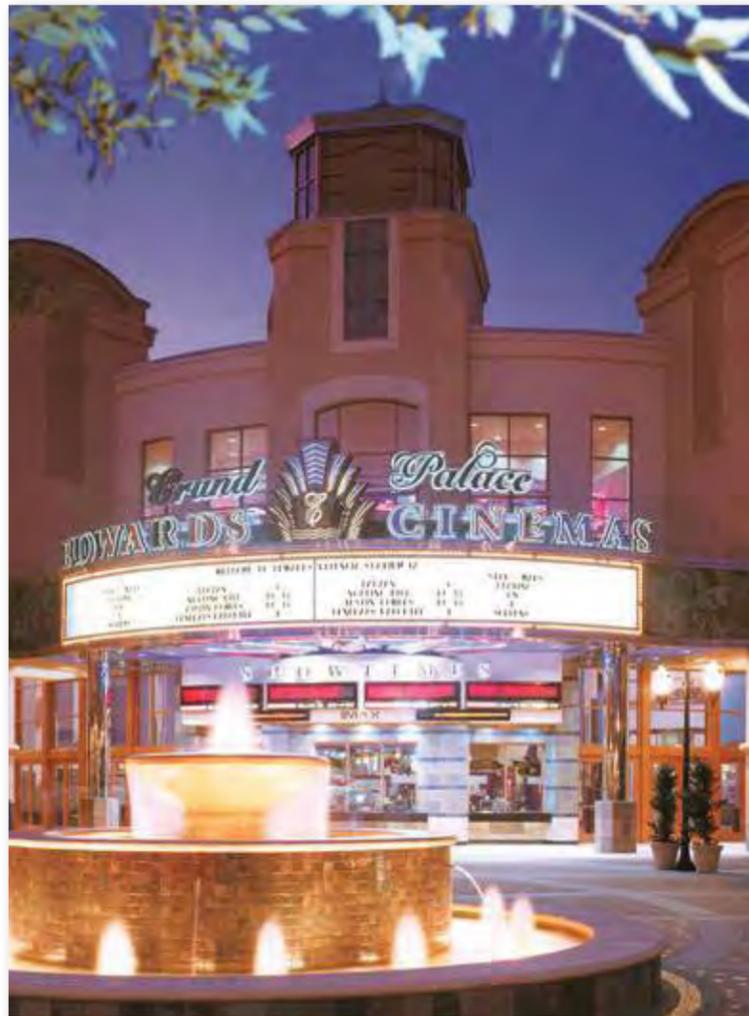
Transportation improvements which would improve traffic flow in the Corridor are as follows:

- **Regency Drive Extension** – a low cost improvement which allows traffic from Harts Road to travel westbound on Dunn Avenue using the signalized Regency Drive intersection, thereby removing many westbound trips from the Harts Road/Dunn Avenue intersection.
- **Harts Road Extension** – an east-west access road for the many residential subdivisions that have developed along Harts Road. It would divert traffic from Harts Road and its intersection with Dunn Avenue and provide direct connections to Biscayne Boulevard and Duval Road.
- **Main Street/Eastport Road Overpass** – will eliminate the stopping of traffic on Main Street at Eastport Road by CSX trains moving cargo to JaxPort, which is an inconvenience to area motorists and a possible hindrance to police, fire and rescue.

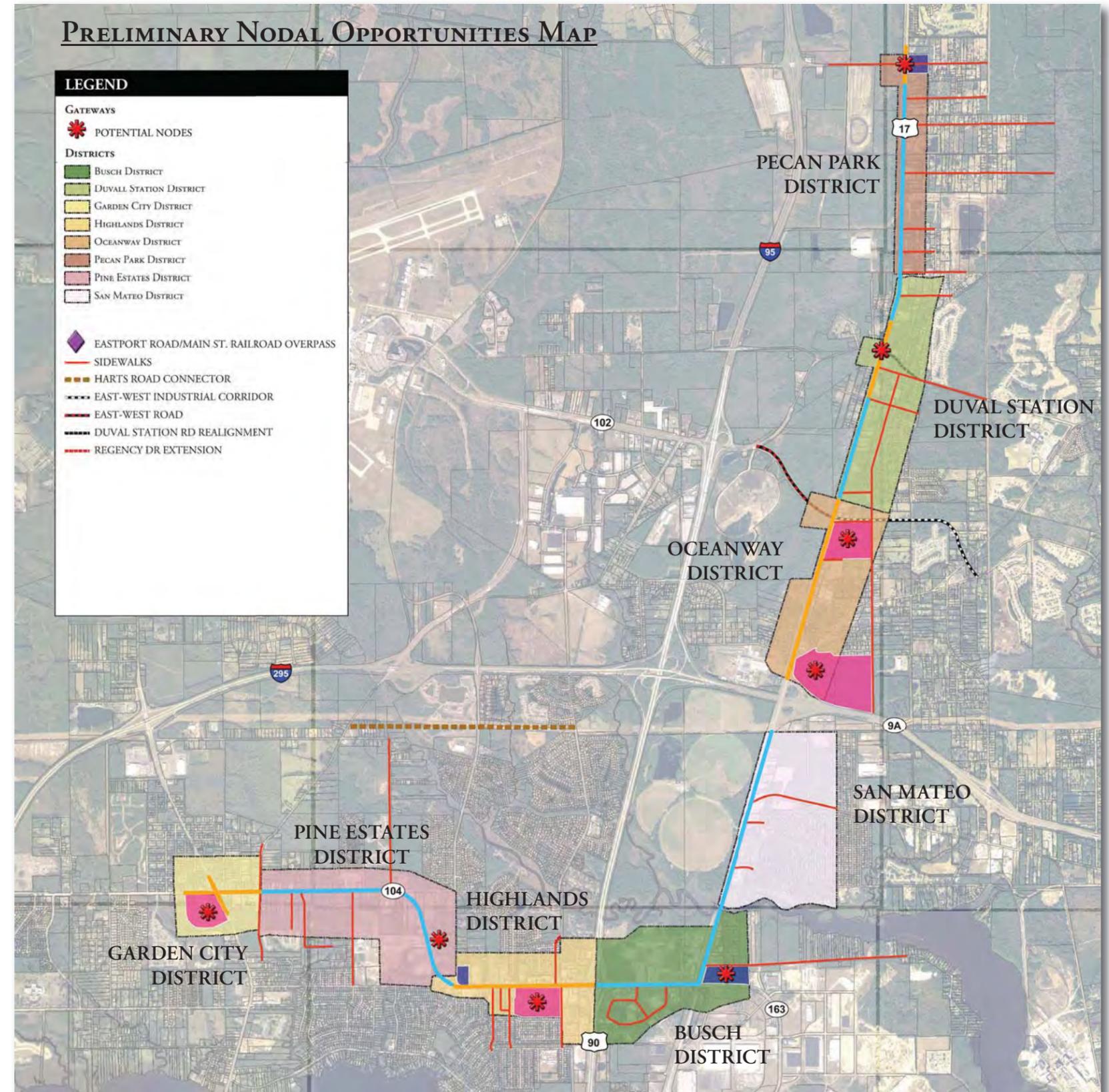
PROFILE OF THE CORRIDOR

Profile Summary:

The primary purpose of the Context Analysis was to determine if there are opportunities for a public realm “Placemaking” program and for private realm “placemaking” projects at key market driven-selected locations. The results are that there are varying levels of “public realm” opportunities for streetscape improvements and character branding for the Character Districts. Also there are varying levels of “private realm” economic opportunities (neighborhood, community and regional) for potential nodal sites to accommodate “placemaking” projects.



One Type of Placemaking Anchor



CONCEPTS EVALUATED

Overview

- From the direction provided by the:
- North Jacksonville Vision and Master Plan, (Overview)
 - Case Studies, and (Examples of Success)
 - Corridor Profile, (Constraints and Opportunities)

The opportunities for redevelopment were designed conceptually to provide a basis for technical and public evaluations that would guide preparation of the Redevelopment Plan and Program. Thus, public realm and private realm concepts were evaluated and described in the Conceptual Approaches Report and summarized as follow:

Private Realm Concepts

The concept for private realm redevelopment improvements is to focus on the key nodal locations that take advantage of superior economic potential to create ‘placemaking projects’. Some of the nodal sites identified in the Context Analysis did not survive the rigorous evaluation during this phase. Additionally, the preliminary project development programs were often modified due to the characteristics of the individual sites that impact site design. Projects were ranked and for the higher ranking “Catalyst” projects, detail pro-forma (financial analysis) were prepared and used as a basis for further refining of the development programs and final ranking the projects.

District # 1 - Garden City District: This district contains an important nodal site located in the southwest quadrant of the intersection of Dunn Avenue and Lem Turner Road, currently containing a shopping center of approximately 46.55 acres, that was developed as a single entity by C/O Developers Diversified. The site is currently owned by six (6) different entities with the major owner being GS II Jacksonville Regional LLC. The second major owner is Ken Mart Realty Inc., First Coast Energy LP owns an out-parcel containing an abandoned service station, McDonalds Corporation owns an out-parcel with a McDonalds, CPI Associates II owns an undeveloped out-parcel on Dunn and CPI IV owns an undeveloped out parcel on Main Street.



Garden City Site

There are only six (6) separate owners with only two (2) major owners making assemblage very possible and providing a design opportunity to work around or in conjunction with other property owners. Currently the site is an under utilized community/neighborhood shopping center with struggling tenants, which could only worsen as new centers develop to the north and to the west. The site is correctly sized to accommodate a conversion to a “placemaking” project.

Because of its regional accessibility there is both short-term and long-term demand for residential for sale and rental units. Also, the existing grid and network of residential streets in this area provide an excellent opportunity for additional residential development in this area, which could additionally support neighborhood commercial development. The retail demand and office demand is not on a community shopping center scale, but some neighborhood commercial could be successful if reconfigured into a more mixed use and pedestrian village center containing a village square or green and surrounded by residential units. The redevelopment of this site into a village concept mixed use center would be the creation of a focal point for the surrounding neighborhoods, as well as demonstrating new investment that would have a “ripple effect” on surrounding parcels.



Development Concept #1



Development Concept #2

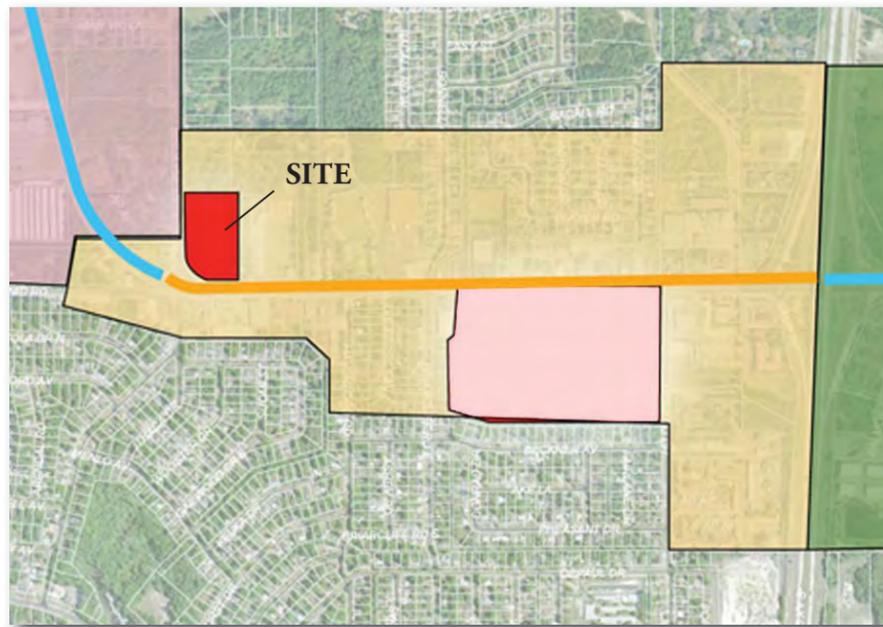
Concepts Evaluated

CONCEPTS EVALUATED - PRIVATE REALM

District # 2 - Pine Estates District: This node did not contain a nodal site.

District # 3 - Highlands District West: This node is located in the northeast quadrant of Biscayne Boulevard and Dunn Avenue and contains approximately 13 acres, with only 4 separate parcels and 3 owners making assemblage very possible.

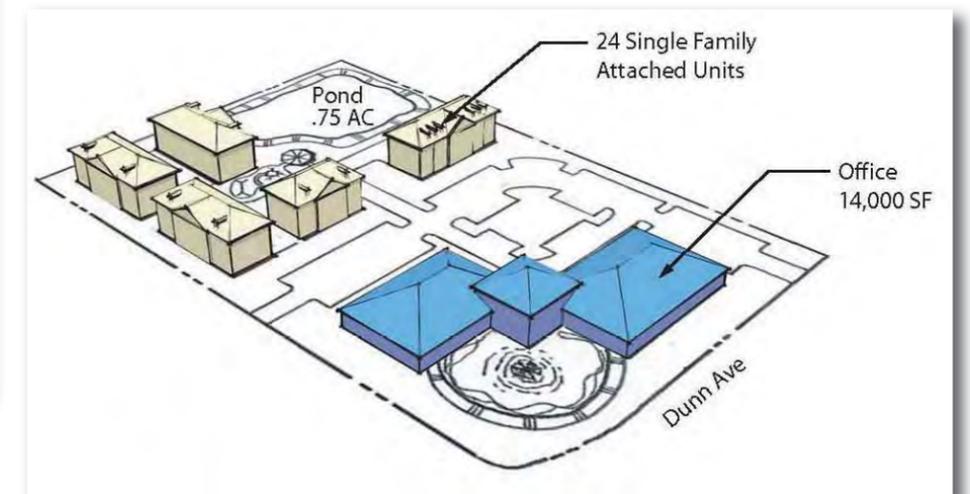
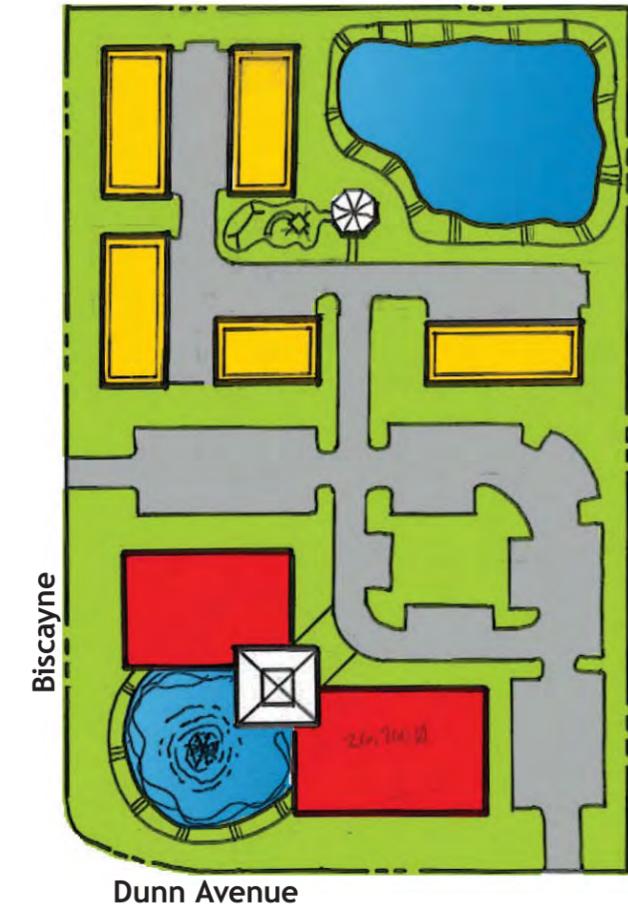
The site has sufficient market demand for a small mixed use project in the near term but, is not large enough to be a major catalyst impact upon the redevelopment of surrounding properties.



Aerial of Site



Fountain as a Landmark



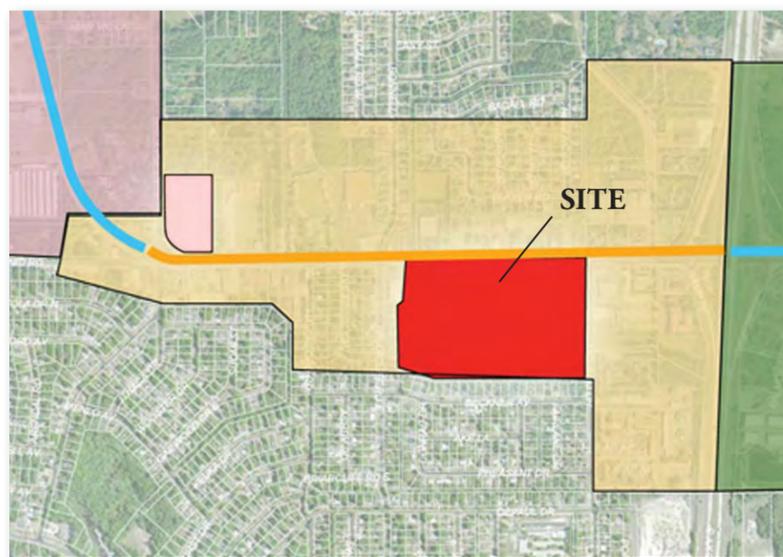
CONCEPTS EVALUATED - PRIVATE REALM

District # 3 - Highlands District East: This node is located in the southwest quadrant of I-95 and Dunn Avenue to the west of the off-ramp. The site is the Highlands Shopping Center containing approximately 37.5 acres and is predominantly owned by one entity (Regency Centers LP), but has four (4) small out-parcels making assemblage very possible and providing a design opportunity to work around, or in conjunction with, other property owners. Currently the site is a somewhat under utilized shopping center comprised of two (2) neighborhood centers, one anchored by a Publix and one formerly anchored by a Winn Dixie.

Based upon expenditure data and information from local sources, it appears that the largest support for the retail and services uses is from both the apartment housing to the south (walking market) with poor sidewalks and households in the surrounding community that drive to the center. The site is correctly sized to accommodate a conversion to a “placemaking” project and because of its regional accessibility there is additional short term retail demand and longer term residential and office demand that could be captured. The redevelopment of this site into a village concept mixed-use center, would be the creation of a new focal point for North Jacksonville, as well as demonstrating new investment that would have a large “ripple effect” on surrounding parcels.



Aerial of Site



Development Concept



Private Realm

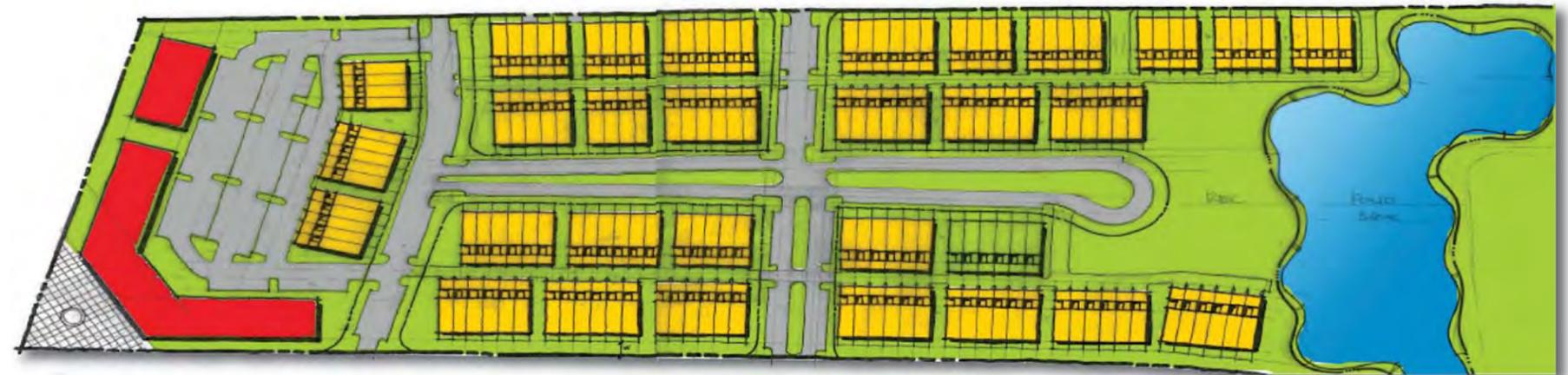
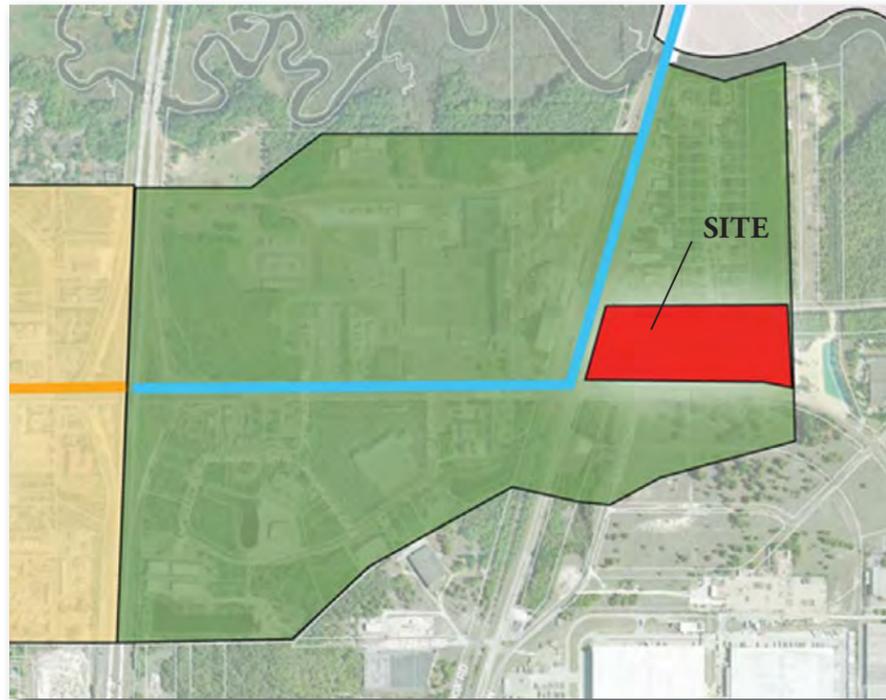
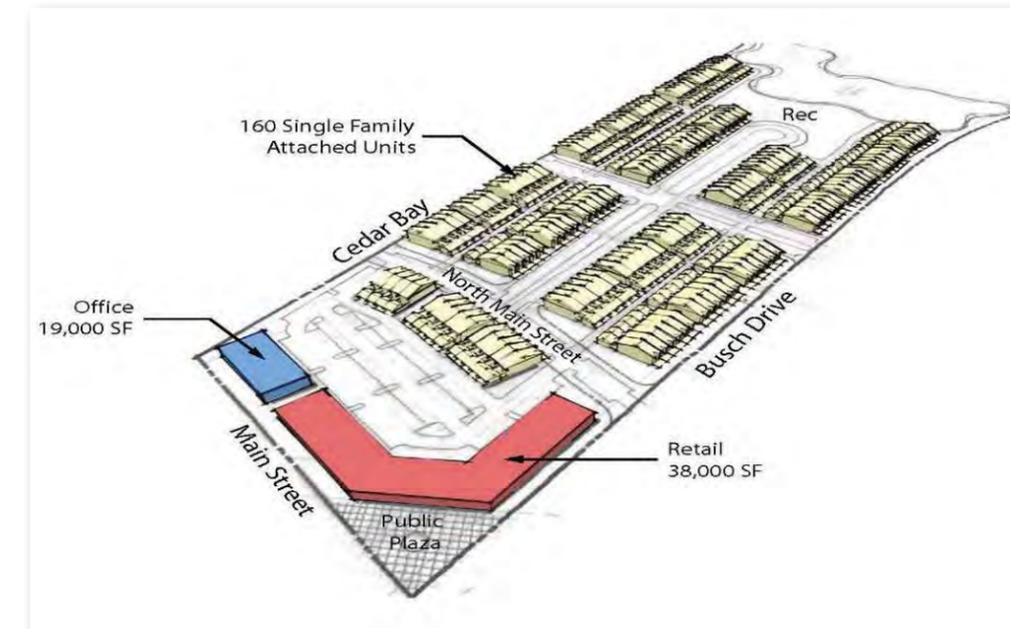
CONCEPTS EVALUATED - PRIVATE REALM

District # 4 - Busch District: This nodal site is located in the northeast quadrant of Busch Drive and Main Street and contains approximately 25 acres. There are only four (4) separate owners and six (6) parcels making assemblage very possible. The continuation of Busch Drive into Imeson International Industrial Park is designed to accommodate heavy traffic and large vehicles, and creates some design issues for a mixed use project. Currently the site is planned for industrial development and the City is studying the impact of the loss of industrial lands for other purposes.

Currently, this site is surrounded by single-family residential land to the north and undeveloped industrial land to the south and is situated among the major employment core within the area. As such, it appears to present a long-term opportunity for small-scale commercial development of which could be supportive of the day time employees and for residential uses to house the local work force. The major problem with the site is the market demand is long term to very long-term.



Aerial of Site



Development Concept

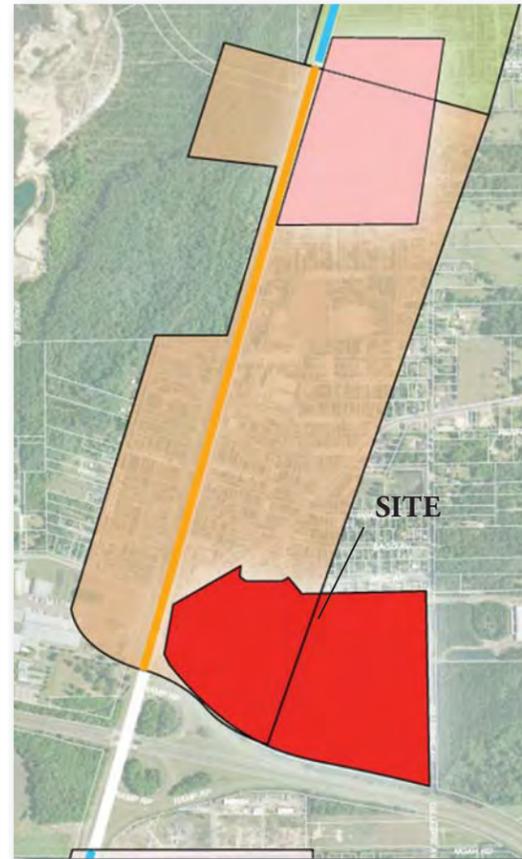
Private Realm

CONCEPTS EVALUATED - PRIVATE REALM

District # 5 - San Mateo District: This district did not contain a nodal site.

District # 6 - Oceanway District – South, (New Berlin & 9A): This nodal site is located in the southeast quadrants of the Main Street and New Berlin Road intersection. Initially, the site was initially not recommended for a project because the juxtaposition of the large church property at 9A and Main Street (south of New Berlin Road) and the City Park impeded the ability to design a realistic project. This problem was resolved when members of the JIA/CRA approached the church and determined that they would consider relocating to a larger site and that the City may entertain the relocation of public parks. The City policy for relocating public park facilities is that any privately driven relocation must improve the facility sufficiently to warrant City Council consideration. The site is approximately 100 acres and contains 23 parcels, which makes assemblage a major hurdle.

Oceanway has received designation as a “Town Center” under the City of Jacksonville Town Center Program designed to support local organizations in redeveloping areas of the City that continue to serve a community and have some historic or aesthetic character. Currently, this intersection is geared towards neighborhood serving retail on the east side of Main Street. Given interstate access, opportunities for a village center would be for more regional-serving uses, including regional retailers, with egress and ingress being significant design issues. A regional retailer at this site would potentially be able to capture demand from up to 5 miles away, in addition to some outside capture from other interstate users located further away. There is currently a little over 424,000 square feet of retailing in the area which could grow to 700,000 in the next ten years, if a “placemaking” could be created. The project could be a focal point for the community and provide a strong catalyst for improving the image of the area and attracting investment along the Corridor.



Development Concept

Aerial of Site

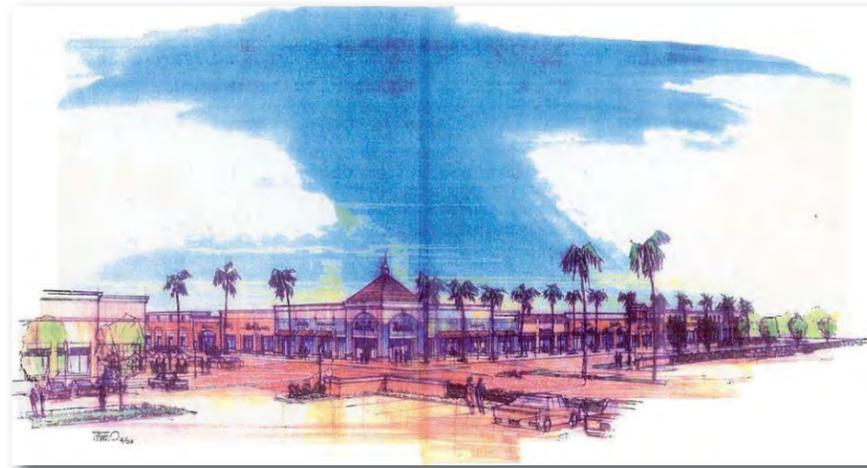
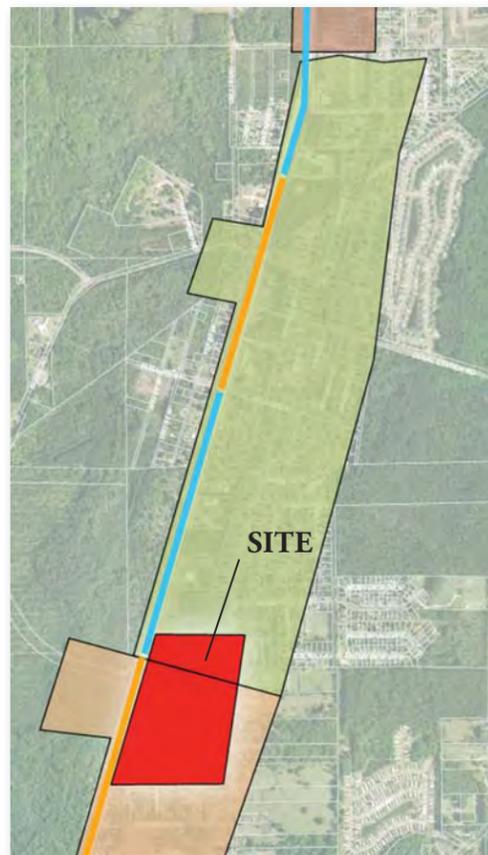
Private Realm

CONCEPTS EVALUATED - PRIVATE REALM

District #6- Oceanway District North (East-West Connector):

This nodal site is located in the southeast quadrant of Main Street and the proposed East-West Connector Road (proposed 150 feet right-of-way) that is planned to extend eastward to connect to New Berlin Road and leads westward to the River City Marketplace. The site includes 26 acres and incorporates the First Coast Land Development project, which is partially constructed and under utilized commercial uses, some residential. The project would require assemblage of 19 parcels. Main Street improvements are years away from construction and the East-West Connector is not currently programmed for improvement in the short-term. The future widening will take significant property on the east side of the road, which has already impacted the leasing plans for the First Coast Project.

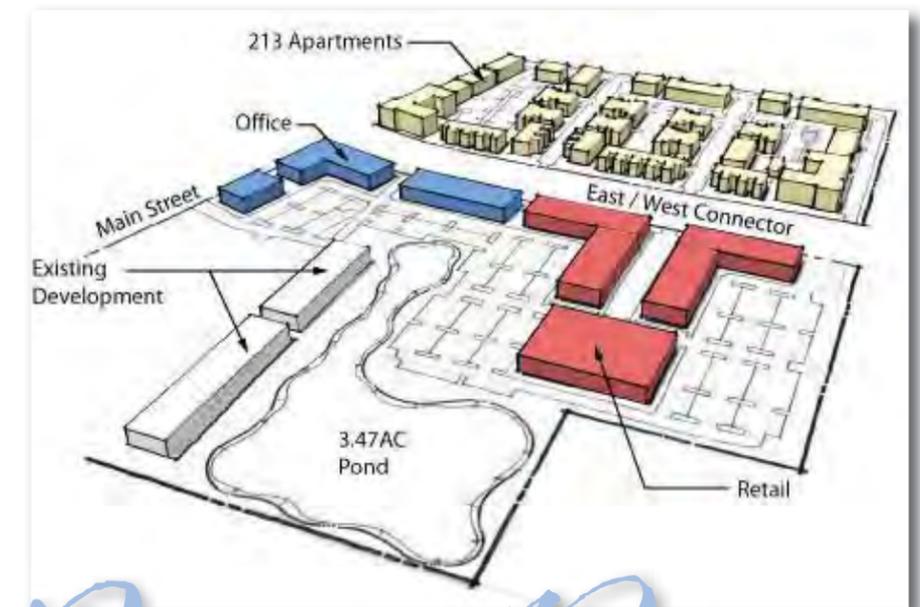
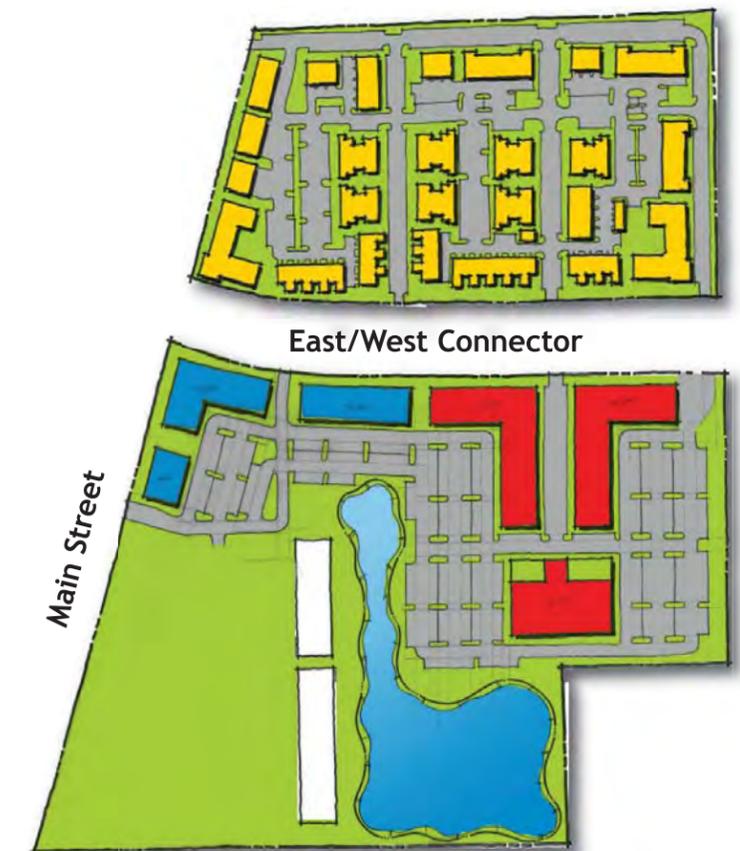
Proximity to the River City Marketplace is the driving force for this nodal site and market for a project that would be supportive but not competitive with the larger project. As a result of the River City Marketplace and the construction of the proposed East-West Connector to extend eastward to New Berlin Road, there is an opportunity for this node to become very significant. The planned road will allow for greater through traffic from the momentum of households growing to the east. Given these factors, this site is well positioned for a small-scale mixed-use center, which can serve as complimentary to the larger planned regional uses at the River City Market Place.



Artist's rendering of River City Marketplace



Aerial of Site



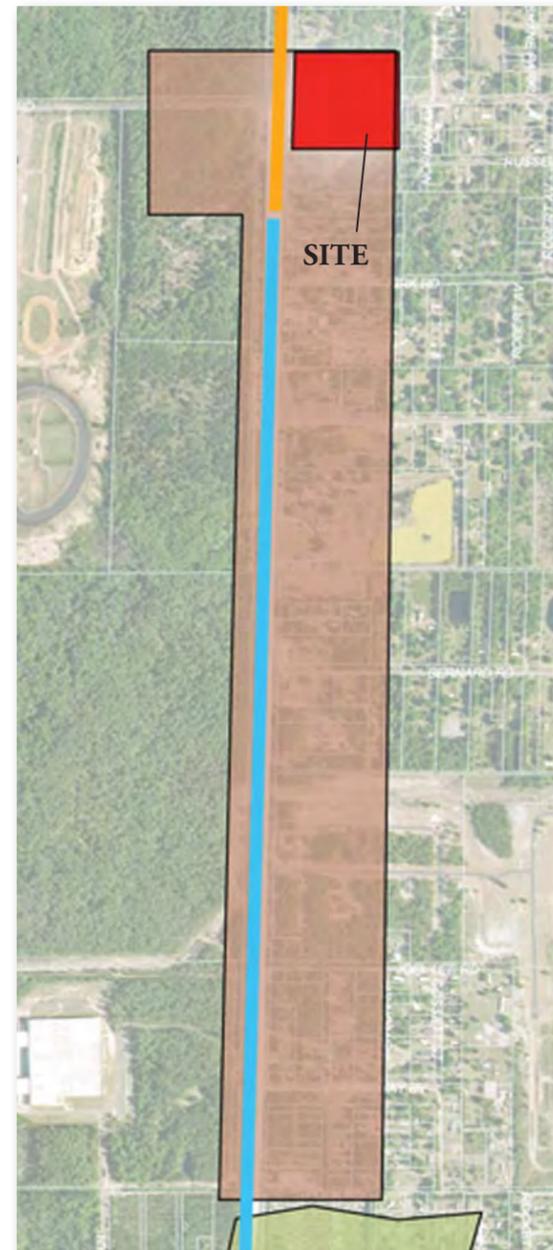
Private Realm

CONCEPTS EVALUATED - PRIVATE REALM

District # 7 - Duval Station District: The nodal site at Duval Station was eventually deleted because currently proposed site plans inhibit the ability to create a “placemaking project”.

District # 8 - Pecan Park District: This nodal site is located in the northeast and southeast quadrants of the Main Street and Pecan Park Road intersection and contains approximately 11 acres. There are twelve (12) separate owners making assemblage difficult. The North Jacksonville Vision and Master Plan recommends that Pecan Park Road will be widened and pushed through to Yellow Bluff Road and serve the expected future development of the Trednick property, but this improvement is not programmed. Main Street improvements are expected to be years away from construction and the future widening is expected to take significant property on the east side of the road.

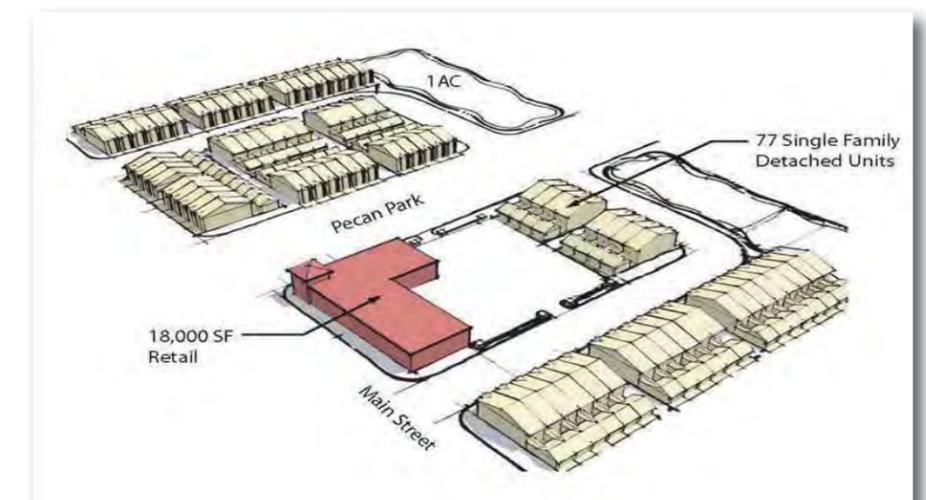
The market opportunities and development program for this site hinge on the development timing of the Trednick site for a highly amenitized Master Planned Community, as it would provide the support and momentum needed for development at this node. In summary, even if everything worked out for the development of this site it is not a significant enough project to be a catalyst project. This is not a high priority site for short term (re)development, but could have longer term potential if the problems identified above are addressed and land assembly achieved.



Aerial of Site



Development Concept



Private Realm

CONCEPTS EVALUATED - PRIVATE REALM

Ranking of Concepts

A matrix comparison of the most significant controlling factors that impact the potential for near-term successful (re)development of the nodal sites is presented below. The controlling factors are considered to be as follows:

- **Market Size:** Does the project have a sufficiently large market potential to create a true catalyst “Placemaking” project that will spin off investment in surrounding properties?
- **Market Timing:** Is the potential market viability mostly short, mid or very long term
- **Infrastructure:** Is there a need for major infrastructure improvements such a new road to create the (re) development opportunity
- **Regulatory:** Are their significant regulatory hurdles such as land use plan change necessary to accommodate the mixed use project
- **Assemblage:** Is the assemblage of parcels necessary and to what extent It should be noted that the assemblage of separate parcels is often the most difficult obstacle to overcome and this factor is weighted by a factor of two (2 times the basic #)
- **Summary Score:** The categories will be scored on a 1 to 4 ranking with 1 being the lowest score (weakest and most difficult) and 4 the highest (greatest potential). Thus, a high numerical ranking provides the indication that the project should be considered for implementation.

Private Realm Matrix Analysis of Nodal Projects							
	Pecan Park	East-West Connector	Oceanway South	Busch & Main	Highlands	Biscayne & Dunn	Garden City
Market Size	1	3	4	2	4	2	3
Market Timing	1	2	3	2	4	2	4
Infrastructure	4	4	4	4	4	4	4
Regulatory	4	4	4	2	4	4	4
Assemblage (x 2)	(2)	(2)	(2)	(4)	(6)	(2)	(6)
Summary	12	15	17	14	22	14	21

Pro-forma Analysis: Only the two (2) highest ranking projects warranted pro-forma evaluations. The purpose of these analyses is only to make a reasonable determination if these projects have a chance of occurring given the assumptions that guide the analyses. Further, the analyses are designed to provide guidance to decision makers if it appears that some level of public private partnerships may be necessary to create these “placemaking” projects.

The basic assumption driving each of the analyses is that these projects sites are to be totally acquired by a new developer at prices reflected by comparable sales information obtained throughout the City. Additionally, each detailed analysis estimated cost based on information obtained from developers of similar projects, City officials for permit and fair share fees, general or sub-contractors, and architects and engineers involved with recent similar projects. Projections and analyses were prepared using methods and information utilized by real estate consultants and developers for evaluating similar projects.

A basic concept for any developer is the need to provide investors with a rate of return on their investment that will compete with or beat other competitive forms of investment. Currently, developers and their investors are looking at an Internal Rate of Return (IRR) on their invested equity of approximately 20% on these types of development projects. If a project fails to approach an IRR of 20%, it is not likely to be developed or at least not in the near term. If the initial analysis did not achieve the IRR objective, the product mix was altered to create a more successful project and to insure achieving a 20% to 25% premium in sales and lease rates based on the experience of other similar “placemaking” projects.

Where a project failed the IRR test, but is close to the 20% IRR, and the project is extremely desirable because it will have a major catalyst impact upon quality of life and the economic success of surrounding properties, the City and JIA/CRA may desire to find an appropriate set of incentives to help make the project be successfully developed.

Private Realm Matrix Analysis of Nodal Projects Continued							
	Pecan Park	Oceanway North	Oceanway South	Busch & Main	Highlands	Biscayne & Dunn	Garden City
Summary	12	15	17	14	22	14	21
Proforma Results					4		2
Grand Summary	12	15	17	14	26	12	23

Private Realm

CONCEPTS EVALUATED

Public Realm Concepts

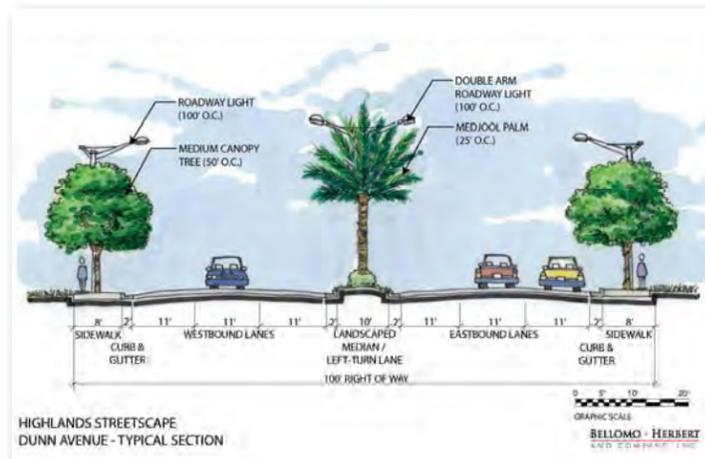
The concepts for public realm redevelopment improvements along the Corridor were designed to establish some strong visual elements that will serve to unify both the Dunn Avenue/Busch Drive and Main Street segments, and to create branding and identity for the eight (8) Character Districts. Further, technical analysis and public input were used to rank and help select the projects that will have the very best potential to leverage private development investments in “catalyst/placemaking projects”.

Streetscape Concepts for Placemaking

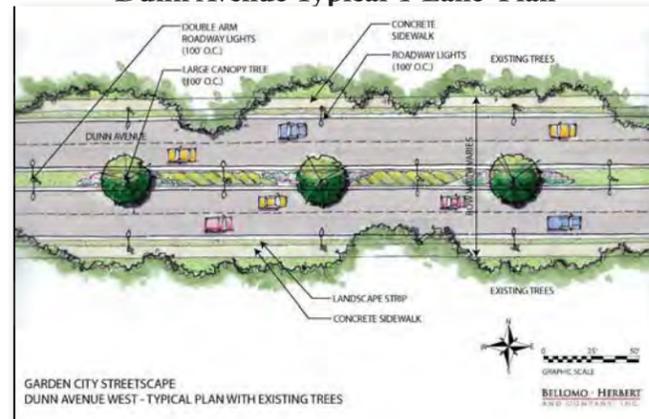
Dunn Avenue and Busch Drive Segment

The Dunn Avenue – Busch Drive Segment of the Corridor includes the Garden City, Pine Estate, Highlands and Busch Drive Districts. Although there will be some variations in some of the design components of the streetscape, the typical street cross section is as follows:

Dunn Avenue Typical 6-Lane Cross Section



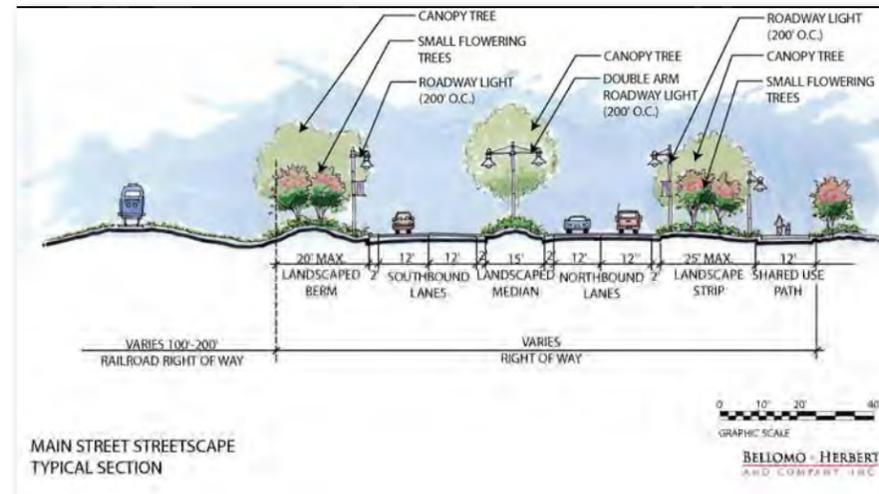
Dunn Avenue Typical 4-Lane Plan



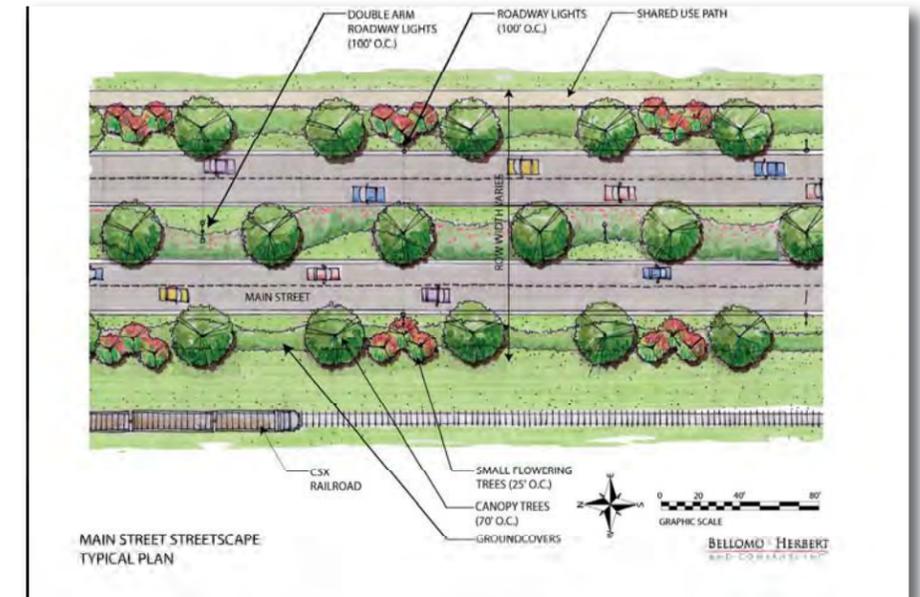
Main Street Segment

The area to the north of 9A along the Main Street Segment of the Corridor is dramatically different from the area south of 9A. The most appropriate area and the best opportunity to create a future pedestrian friendly streetscape exists from Pecan Park Road to 9A and includes the Pecan Park, Duval Station, and Oceanway Districts. The stretch south of 9A to Busch Drive includes the San Mateo District and portions of the Busch District. The area to the south of 9A has existing medians that are planned to be landscaped and is not recommended for creation of an urban highly pedestrian streetscape. If it is determined through public input that a more urban design is desired, the cross section from north of 9A is generally appropriate.

Main Street Cross Section



Main Street Plan View Streetscape



Public Realm

CONCEPTS EVALUATED - PUBLIC REALM

Gateways

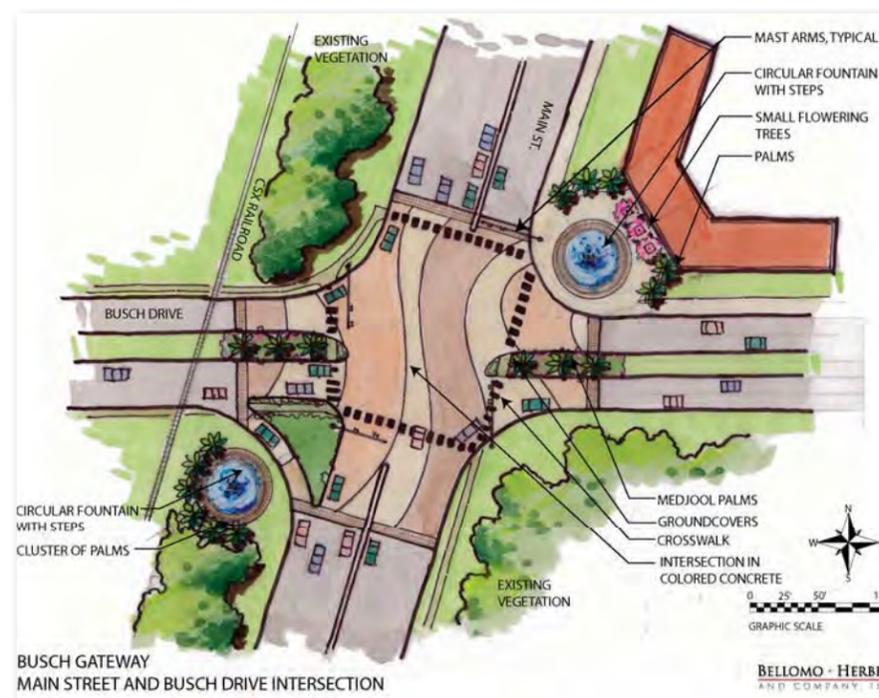
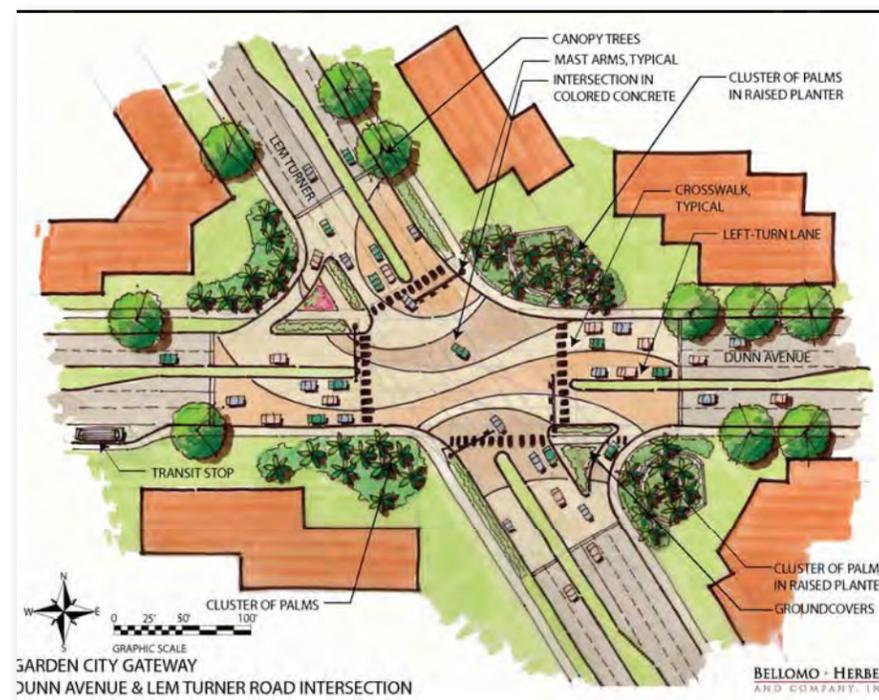
Gateways may be architectural structures, signage, or landscaping, or some combination thereof, that introduces the entrance to a geographic area and creates a “sense of arrival”. A gateway that becomes a landmark feature in the community is a significant public improvement and generally involves architectural structure, signage and landscaping. The following locations provide significant opportunities for gateway features:

Garden City Gateway: Dunn Avenue and Lem Turner is a major intersection proposed for a nodal (re)development project and should receive pedestrian oriented streetscaping to support the “placemaking” project. This intersection provides an opportunity to introduce the corridor revitalization program from the west approach using textured pavement, traffic calming features, landscaping and causing new buildings to frame the intersection.

Busch Gateway: The Main Street and Busch Drive intersection is proposed for a nodal redevelopment project. This intersection provides a great opportunity to introduce the corridor revitalization program from the south and east using textured pavement, traffic calming features, landscaping and causing new buildings, a fountain and landscaping to frame the intersection.

Oceanway Gateway: Main Street and New Berlin is a major intersection that introduces the Oceanway area, which already serves as a form of mixed use nodal development. Main Street should receive streetscaping in conjunction with the FDOT widening project to support the continuing Oceanway revitalization efforts. This intersection provides an opportunity to introduce the Oceanway area revitalization program from 9A and Main Street and conversely Main Street from the east approach.

Pecan Park, East - West Connector, and Duval Station Gateways: These are future major intersections with Main Street. Both Pecan Park and the East – West Connector have the opportunity to become nodes for “placemaking” redevelopment. Main Street should be streetscaped in conjunction with the FDOT road widening project, which provides great opportunities to create gateways.



Public Realm

CONCEPTS EVALUATED - PUBLIC REALM

Interstate Gateways and Landmarks: It is important to make the most of existing opportunities, such as highway overpasses by incorporating a high level of architectural detail and other urban design elements. The Dunn Avenue and I-95 Interchanges and the 9A and Main Street Interchange offer opportunities to market to and create a favorable impression to the regional community.

Wayfinding Concepts

Wayfinding utilizes a variety of tools to move pedestrians and vehicular travelers through a complex urban environment. The main tool for the corridor will be signs and gateways that direct a traveler to a destination. A well designed wayfinding program will not add yet more signs, but create an attractive and concise message system with fewer, and well located signs.

A starting point is to create a commonly used logo to create area identity and branding for North Jacksonville. This branding for North Jacksonville should capture and reinforce a powerful and high quality feature of North Jacksonville that stands out in the psyche of City residents.

Once the larger area has an appropriate logo, each of the unique Districts and neighborhoods along the corridor can create a compatible and unique logo that may be incorporated into a wayfinding system.



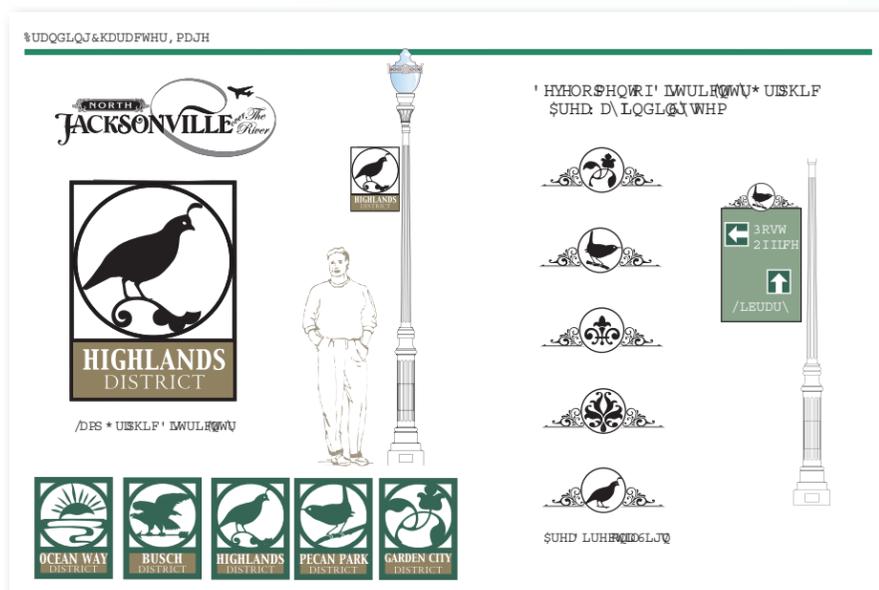
Public Realm

CONCEPTS EVALUATED - PUBLIC REALM

Wayfinding Concepts - Continued

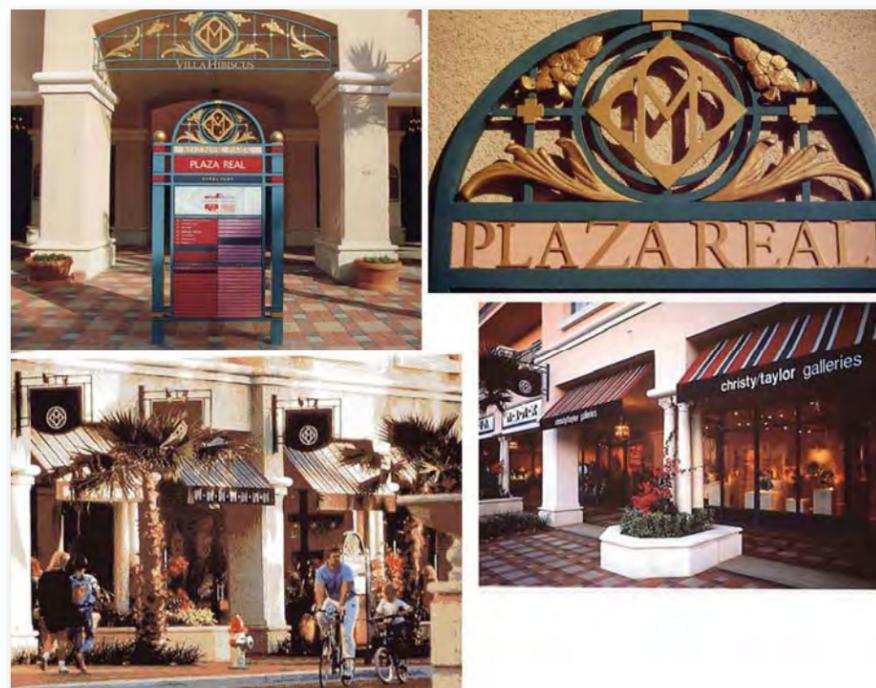
Developing Unique Street Graphics

Once the Districts, Neighborhoods and Village areas have established logos, it is possible to create unique street graphics that will help to unify the Corridor while establishing unique local identities and clear messages to the traveler. The District, Neighborhood or Village signs will provide the directional signage leading to the important public buildings and special events in the community.



Creating Address Value Through Good Signage

One of the most unappealing parts of the existing Corridor street scene is the proliferation of unattractive pole signs competing for the traveler's attention. Signs are absolutely necessary to the success of businesses. Signs can, however, add to or detract from the success of business and can create a low value address or conversely a high value address. This is not necessarily attributable to the amount of money spent on the signage, but on the amount of time and effort spent in creating an appropriate sign package that works with the architecture and landscaping of the business.



Transit Shelters for Placemaking

Transit shelters can be opportunities for strong visual placemaking elements that serve transit patrons and create landmarks.



Public Realm

CONCEPTS EVALUATED - PUBLIC REALM

Ranking of Projects:

Public project concepts were evaluated for the various Districts and ranked based upon their potential impacts. The investment of public funds to “set the table” and create a favorable environment for attracting higher quality private investment is a proven public mechanism that has a long history of success. This does not mean that public investment in beautification and infrastructure will change economic conditions in the short term. It will not. If, however, Public investment coincides with real market potential, the strategic public investment may be warranted and have very positive impacts. Further, the creation of a long-term program of continual public improvement in an area indicates a commitment by City officials that improvement in the economy of this area of the community is a priority and is something that business people and developer will respond to.

The issue for public officials is to select the best District or Districts along the Corridor to invest in, that will achieve the best market and investment results. The following matrix analysis is an attempt to prioritize a District within the corridor for a major public investment in streetscaping. The preliminary controlling factors are considered to be the following:

- **Multiplier Effect:** Based upon the “Private Realm Matrix Comparison” below, a public investment has a high potential to attract significant private investment and increase the tax base significantly in the short term.
- **Public Safety:** The project has the potential to solve significant existing public safety problems because of the addition of landscaped medians, designated pedestrian cross walks, improved signage and wider sidewalks.
- **Pedestrian Enhancement:** The project has a high potential to create a successful pedestrian environment because of the activities and businesses present and proposed, and the ability to benefit from or improve connectivity to surrounding neighborhoods.
- **Summary Score:** The categories will be scored on a 1 to 4 ranking with 1 being the lowest score and 4 the highest potential impact. Thus, a high numerical ranking provides the indication that the project should be considered for implementation.
- An asterisk identifies that near-term streetscaping is not possible in the near-term because the North Main Street PD&E Study is currently being prepared and future roadway and any associated streetscape improvements are several years into the future.

Public Realm Matrix Analysis Of the District Streetscape Projects							
	Pecan Park	Duval Station	Oceanway	San Mateo	Busch Drive	Highlands	Garden City
Multiplier Effect	*	*	*	0	3	4	3
Public Safety	*	*	*	3	2	4	3
Pedestrian Enhancement	*	*	*	4	2	4	4
Summary	*	*	*	7	7	12	10

In summary, the highest scoring projects are preliminarily ranked as follows:

- Highlands District (Include both the Highlands project and Biscayne project)
- Garden City Node
- * North Main Street was not ranked and its future depends on the results of the PD&E study

The widening of North Main Street that will occur in the future is the perfect opportunity for the City to “piggy back” the FDOT project through the use of a Joint Participation Agreement (JPA) to cause streetscaping. It is important to note that South Main Street and Busch Drive already present existing opportunities to for aesthetic enhancement with landscaping the existing medians and without having to bear the expense of an urban streetscape project.

Public Realm

CORRIDOR VISION

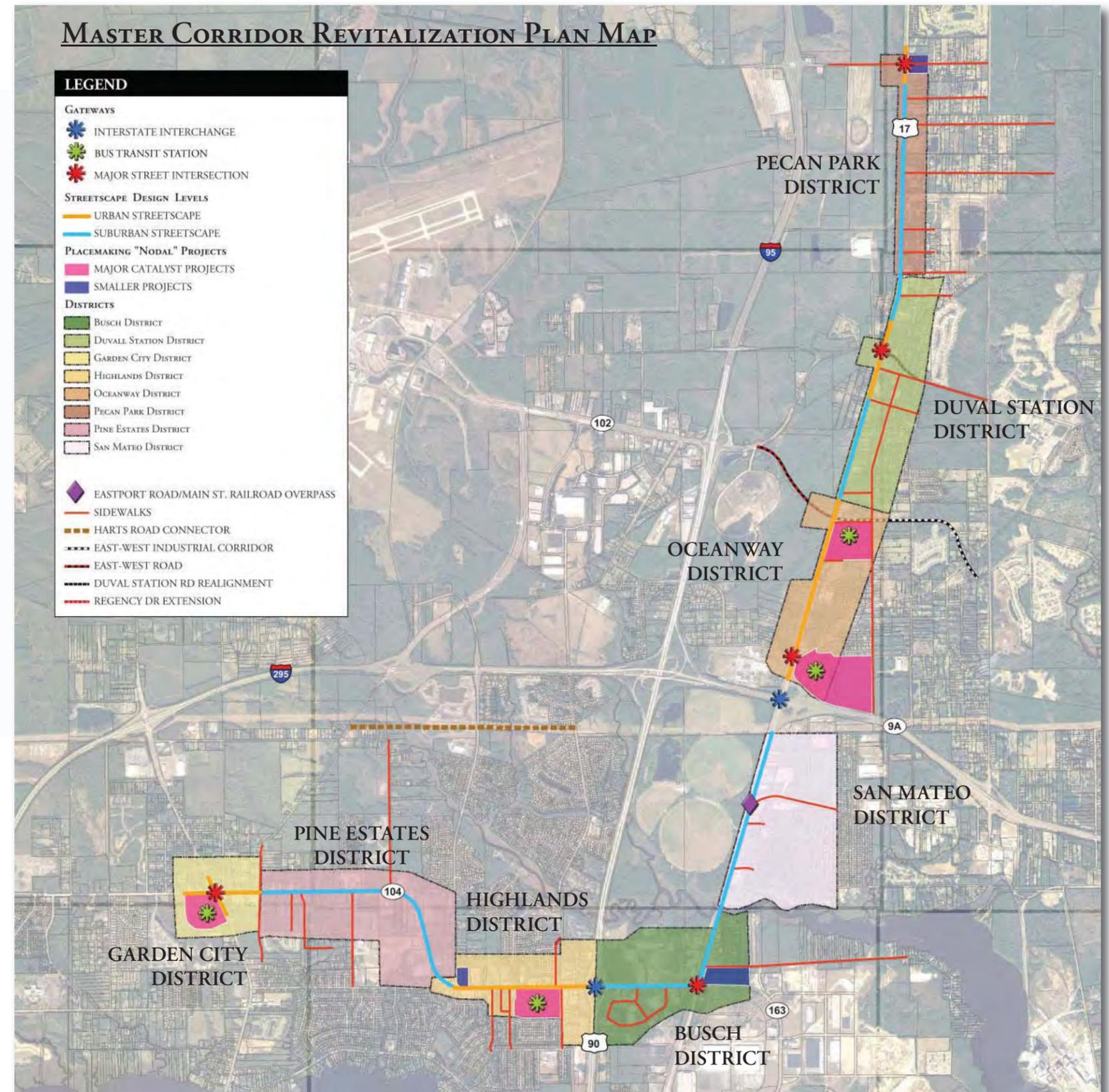
Vision Statement

To invest in a “public realm” project that is best suited to leverage private investment in a “Placemaking” project and create a great public gathering place for North Jacksonville citizens.

Major Plan Elements

The Corridor Revitalization Plan is organized based upon the previously described Character Districts. The detailed recommendations of the Corridor Revitalization Plan are found in the subsequent section titled District “Placemaking” and Urban Design Plan.

The Master Corridor Revitalization Plan Map serves only to indicate the basic concepts of the plan from an overview perspective.



Shared Vision