# NORTH JACKSONVILLE ACTION PLAN

City of Jacksonville
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## I. Introduction

#### Overview

The Community Redevelopment Act (CRA), Chapter 163, Part III, F.S. provides legislative authority for local governments to use bold new approaches to overcoming the burdens of slum and blighted areas within the state. The CRA outlines a comprehensive program that provides the legal framework and financing mechanisms for local governments to overcome the deteriorating conditions so common to older areas within Florida's cities.

To take advantage of these increased powers authorized by the CRA, a local government must follow statutory procedures for declaring areas in need of redevelopment through a slum and blight study, establishing redevelopment powers, preparing a redevelopment plan, instituting a trust fund and designating a tax increment financing district. The City of Jacksonville has used this economic development tool to successfully redevelop areas meeting the CRA criteria, which defines slum and blighted conditions.

The Jacksonville City Council approved Resolution 90-406-242 designating the Jacksonville International Airport (JIA) area as a blighted area as defined in Section 163.340 of Florida Statutes. The area comprises 22.25 square miles containing approximately 14,245 acres. A map of the area boundary can be found in **Exhibit A**.

The Resolution states the need for a comprehensive plan for redevelopment of streets, highways, access and service roads as well as the redevelopment of sections of residential and commercial sites in the area. The authorizing legislation states that the area meets the criteria as required by Chapter 163 because of the following conditions:

- Faulty or inadequate street layout
- Inadequate parking facilities, roadways, bridges or
- Public transportation facilities incapable of handling the volume of traffic flow into or through the area

In response to the blighted findings, Ordinance 93-159-57 was approved by the Jacksonville City Council approving a Community Redevelopment Plan dated February 28, 1992 for the Jacksonville International Airport (JIA) Redevelopment Area in accordance with the requirements of Chapter 163, Part III. The Ordinance recognizes the area is blighted presenting a serious and growing menace to the public health, safety, morals and welfare of its residents. This constitutes an economic and social liability and authorized the municipality to formulate workable programs for utilizing appropriate private and public resources: to eliminate and prevent the development or spread of blight; to encourage needed community rehabilitation; and to provide for the redevelopment of the blighted area. The adopted Plan determines that the following actions must be taken to redevelop the area.

- Appropriate changes in zoning
- The closing, vacating and removal of streets, alleys and other public walkways
- Relocation of public facilities
- The establishment of new street patterns
- The location and relocation of sewer and water mains, lighting and utility lines and other public facilities
- The construction or addition of public buildings and parks

The legislation authorized the Director of Finance to establish a redevelopment trust fund using the guidelines of tax increment financing (TIF) to develop the fund for projects needed to redevelop the area and correct the blighted conditions within the geographic boundary.

#### **Current Conditions**

Over the past decade, growth within the North quadrant of Jacksonville progressed at a steady pace. The taxable value of development within the area increased over \$85 million from 2008 and taxable values for the CRA are at an all time high of \$956 million. New developments include:

- Coach Leatherwear completed a \$33 million expansion.
- Majestic Realty Co. is constructing a new 500,000 SF multi-tenant warehouse.
- River City Market Place continues to grow adding new national retailers and tenants to the center.
- Silver Hotels has acquired 7 acres and is constructing a new hotel and restaurant.
- Marriott Hotels is constructing a 104 room limited service hotel, Spring Hill Suites.
- Hyatt Place is under construction, a new 121 room limited service hotel.
- Residential development adjacent of River City Marketplace is under construction.
- Jackson–Shaw purchased Tradeport Business Park and is focused on expanding additional development opportunities.

Additionally, a request to amend the existing boundary has been received. The subject parcel consists of 755.21 additional acres and is adjacent to the northeast boundary of the JIA CRA and is illustrated in **Exhibit A**. It was determined that a Finding of Necessity clearly demonstrated six blighted conditions exist thereby meeting the criteria of Chapter 163, Part III F.S. as required for a boundary change. Review and approval was received by the JEDC and by the Jacksonville City Council with the approval of Resolution 2009-330. The following redevelopment plan initiative also includes reference to this annex as part of the Action Plan.

### Major Employers in the JIA CRA

Armor Holdings

Biomet Microfixation, Inc. Braddock Metallurgical Coach Leatherware

Cintas

Dick Gore's RV World Eagle Freight Services Enkei International, Inc. Glasfloss Industries Household Corporation Jackson-Shaw, Inc.

Jacksonville Aviation Authority

Key Controls

Majestic Realty

Patterson Logistics Services

Priority Mail Center

Ring Power

River City Marketplace Sally Beauty Distribution

SK Forwarding

Smurfit Stone Container Corp. Summit Electrical Contractors

Team Air Express

Turbo Action Performance, Inc.

Walter G. Thompson Walter Lorenz Surgical

### II. Focus on the Future

### Looking Ahead

In September of 2003, the City of Jacksonville (COJ), with assistance from the JIA CRA, completed the North Jacksonville Shared Vision and Master Plan to quide all future development and revitalization in this area. The plan was approved by the Jacksonville City Council with 2003-1048-E and was used as a primary resource tool for updating the JIA CRA Redevelopment Plan.

Additionally in December 2003, the COJ and JIA CRA initiated a corridor revitalization plan for an approximately three mile stretch of Dunn Avenue beginning on the west side of its intersection with Lem Turner Road and extending to the east side of its intersection with Interstate 95, Busch Drive from I-95 east to Main Street (US 17). The study corridor then extends north from the south side of Busch Drive along Main Street for approximately four miles to the north side of its intersection with Pecan Park Road.

Working with Florida Department of Transportation the JIA CRA provided funding support which completed a Project Development and Environmental (PDE) study to widen Main Street (US 17) from 2 lanes to 4 and 6 lane configurations from New Berlin Road north to Pecan Park Road. This PD&E study has been completed.

The JEDC worked with the Jacksonville Planning and Development Department, Transportation Planning Division on the completion of a North Area Transportation Study (NATS). The purpose of the plan is to establish priorities and funding for major transportation improvements in the North Jacksonville area including all of Planning District 6 which includes the entire JIA CRA area.

The Jacksonville International Airport, the close proximity to the JAXPORT seaport facilities and surrounding developable areas comprise North Jacksonville's most vital economic assets. Maximizing the economic potential of the area is a very important consideration of this initiative. The JIA CRA should update and modify the Community Redevelopment Plan for the area and in accordance with the intent and specification of Chapter 163.3 Florida Statutes. The North Jacksonville Vision and Master Plan, Dunn Avenue and Main Street Corridor Redevelopment Plan and 1992 JIA Community Redevelopment Plan provide a framework for understanding the viability of the area. After an evaluation of the existing and future conditions, this updated plan will address transportation issues, which has been deemed the most critical element facing the redevelopment of the area. The fundamental element to ensure well planned growth within the JIA CRA and surrounding area will be well planned road projects that will serve the entire quadrant.

#### North Area Transportation Study

North Jacksonville is poised for growth with many redevelopment opportunities offering long-term sustainable results if planned properly. With the expansion and growth of the port facilities, airport authority, industrial development and thriving retail, ultimately the need for well planned logistics including transportation for commerce and residents of the area is imminent.

The Jacksonville Economic Development Commission (JEDC) and the Jacksonville Planning and Development Department (JPDD) collaborated to fund the implementation of a North Area Transportation Study (NATS). The purpose of the plan was to establish priorities and funding for major transportation improvements in the North Jacksonville area including all of Planning District 6 which includes the entire JIA CRA area. Participants in the study included the Florida Department of Transportation, Jacksonville Aviation Authority, Jacksonville Port Authority, Jacksonville Transportation Authority, and North Florida Transportation Planning Organization.

As stated in the Executive Summary, the goal of the study was to define a transportation needs plan that would enhance transportation access, efficiency and safety for businesses and neighborhoods in the North Jacksonville Area. The objectives were clearly stated as follows:

- Maintain a desirable quality of life for residents of Jacksonville's North area
- Efficiently meet transportation needs
- Support economic vitality of the area
- Evaluate and address transportation and land use relationships

The study reviewed existing and future roadways and conditions, as well as various transportation scenarios given the anticipated growth projections for the area. The outcome, based on analysis of future conditions, input from public meetings, input from state and local agencies was a listing of tiered project recommendations. As stated in the report, the tiered recommendations are as follows:

- Projects in the Tier 1 category provide capacity for facilities impacted by anticipated port expansion as well as the development of distribution and manufacturing facilities within the JIA CRA area. They represent the best peak traffic conditions as well as the significant increase in truck traffic generated by port expansion and industrial development.
- Tier 2 projects provide capacity for major collector roads primarily east of I-95 that will be impacted by anticipated port expansion as well as residential and commercial growth. Tier 2 projects address secondary impacts of the port expansion which include increased residential and commercial growth in this area that is expected to generate hundreds of jobs over the next few years.
- Tier 3 projects are outside the direct impact of the port and airport development areas. These facility improvements will be necessary to provide links and capacity from secondary impacts of development and provide for growth in population and services within the study area.

A chart of tiered recommendations is attached in **Exhibit B**.

## III. JIA CRA North Jacksonville Action Plan

Long-term, coordinated planning is the key to the successful redevelopment of the North quadrant of Jacksonville. On Friday, October 16, 2009, the JEDC hosted a workshop to identify the specifics of the transportation issues impacting the area. The purpose of the meeting was to review the NATS study, discuss the tiered recommendations as presented, and create a future action plan that could be implemented to prepare for future growth. Participants included: JEDC, North Florida Transportation Planning Organization, City of Jacksonville Planning and Development Department, Florida Department of Transportation, Jacksonville Transit Authority, Jacksonville Airport Authority, Jacksonville Port Authority and Ghyabi and Associates.

Going forward, the group agreed to work in collaboration to coordinate all transportation activities for the good of the community as well as to leverage funding from all entities which will better enable us to procure the necessary projects to address many of the transportation issues facing North Jacksonville.

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Further, this plan recommends the annexation of 755.21 additional acres to the existing boundary. The property owner is committed to the future development of the property in conjunction with the goals and objectives of the JIA CRA including proposed transportation and utility improvements. Furthermore, it would a benefit to the area as a whole. Plans include a Regional Activity Center (RAC) designation, which positions the property for the necessary private investment that will create new jobs, ultimately enhance property values and generate new tax revenue. The JEDC recommends and supports this expansion.

The following is a sequential listing of the project initiatives prioritized by the participants of the workshop and illustrated in **Exhibit C**. Project prioritization is based on constituent concerns, existing and future business needs, government agency partnerships and funding availability resulting in an integrated transportation system that will stimulate economic growth in the area.

**Prioritized Project Initiatives** 

1 1101101204 1 10 1000 111101411 100									
1A	JIA North Access Road	I-95-Airport Road at Intl Airport	New 4 Lane						
		Road	(2 lane \$28 M)						
			(4 lane \$42 M)						
1B	Flyover-I-95NB to Airport	Airport Road at I-95	Interchange						
	Rd (8)		(\$65 M)						
2	Main Street – US 17 (19)	New Berlin to Airport Cnt Dr (Phase	2 to 4 Lane widening						
	, ,	1)	(\$21 M)						
		Airport Cnt Dr to Pecan Park Rd (II)							
3	Pecan Park Road (15)	I-95 to US 17	2 to 4 Lane widening						
			(\$3.4 M)						
4	Pecan Park Extension (18)	US 17 to Yellow Bluff Road	2 to 4 Lane widening						
			(\$15 M)						
5	Braddock Road (21/22)	New Kings Rd to Braddock Rd	New 2 Lane						
		Lem Turner Rd to Pecan Park Rd	New 2 Lane						
			(\$35 M)						

# IV. Project Funding

Tax Increment Financing (TIF) is a method used to finance redevelopment of slum and blighted areas located in a CRA. The TIF financing structure is designed to capture new tax revenues generated from increased property values.

Originally, a trust fund was established for the JIA CRA as a financing mechanism. As stated in the initial redevelopment plan, the intention and design of the TIF was to be used as a local method of financing projects within the CRA boundary. As evidenced with the River City Market Place Retail Center, the TIF was used and fulfilled its original intent by spurring redevelopment in the deficient area. Since its inception, the incremental revenues have been designated to the trust fund account for utilization within that year.

Over the past few years with the declining economy and stagnant growth of city revenues, the TIF for this area has been used to fill deficits for funding city

services. Revenue created within the boundary in past budget cycles has been applied towards the general fund rather than placed in a revolving trust fund as intended. The TIF produced revenues totaling \$6,377,692 for FY 2009/10 and projections for FY 2010/11 are estimated at \$6,513,186.

The following represents past and current collections for the JIA CRA:

- Total revenue collected over the past seven years -- \$31,550,441
- Total revenue available after encumbrances over the past seven years -- \$22,774,680
- Total revenue projections of available funding over the next 20 years -- \$123,976,097

As previously stated and documented in studies and workshops, managing the growth in north Jacksonville is imperative to its successful development and future sustainability. The premise of this plan is to establish a future policy that begins to readdress the JIA CRA TIF revenues and appropriates them to the implementation of this transportation plan. This plan is supported by all of the transportation agencies and provides the blueprint for guiding transportation improvements in north Jacksonville over the next several years. Ultimately, this future investment in transportation projects will create jobs, expand tax revenues and promote efficiency and safety for businesses and residents in these neighborhoods. In effect, this approval establishes a basis for return on investment and a rational nexus to the proposed use of the TIF.

The plan requires the collaboration and participation of all of the transportation agencies and many different funding sources including TIF revenues, capital improvement projects, funded projects, grants and loans. A desired outcome of this updated Redevelopment Plan is to capture a portion of the TIF revenue stream each year and allocate it towards the prioritized projects listed in this plan. For FY 2011/12, we recommend appropriating \$2 million to be used for the implementation of transportation projects so noted. A gradual increase of \$1 million per year should be added to the original base of \$2 million until the full amount of the incremental difference is restored. The chart below illustrates this tiered approach.

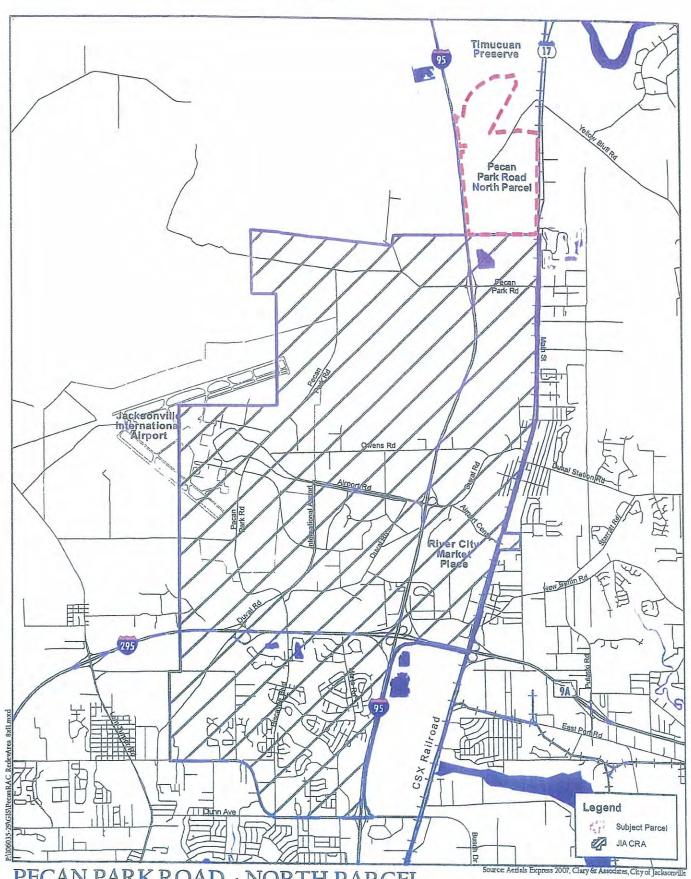
	2011/12	2012/13	2013/14	2014/15
Projected Revenue	\$4,525,956	\$4,655,793	\$4,772,836	\$5,367,237
Annual Appropriation to	\$2,000,000	\$3,000,000	\$4,000,000	\$5,367,237
Transportation Projects				
Unencumbered Balance	\$2,525,956	\$1,655,793	\$772,836	0

Using this approach, a 20 year total of \$114,903,383 could be dedicated towards the implementation of this transportation centric plan.

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# **V. Summary**

This updated plan supports the annex of 755.21 acres, which will encourage development at the far northern portion of the boundary. The owners are committed to working with all of the transportation agencies towards one common goal of managing and planning growth in the area. Further, the economic benefits to the JIA CRA and neighboring community as a result of the plan recommendations will meet our primary objectives of expanding higher wage opportunities, increase growth of small businesses, promote and encourage private capital investment and leverage investment in a distressed area.



PECAN PARK ROAD - NORTH PARCEL Map 1 - Study Area





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Table 5: Recommended Projects

TOTAL CANTAGORNA (CANTAGOR)	[-	-													
S IN N	Add 50' ROW approx .5 mile plus 1 acs. For stormwater (total 4 acs.)	Provides Relief to SR 9-A & Hockscher Dr. Interchange. By-Passes RR Crossing. Requires additional 2-lane bridge (110'long), Wotland impact (3 ac.)	Requires 4-Ln. Bridge (100' long). Wetland Impacts (4.5 ac.). New R.O.W. (9.5 ac.)	Parallel facility to I-95, Additional R.O.W. required (34 ac.) ROW cost on Main St. \$266,000 per acre avg.	285' Bridge over Main St., 280' Br. Over Pulaski Rd., 180' Br. Over Dunn Creek Rd., 250' Br. Over Davis Rd., 1600' Br. Over Dunns Creek, 310' Br. Over Alta Dr., 470' Bridge over Creek, 370' Br. Over RR/New Berlin Rd.,	1120' Bridge over Trout R., 310' Br. Over Dunn Ave.	260' Br. Over Lem Turner (3-lanes), 260' Br. Over Duval Rd. (4-lanes)	Widen to 12' Lanes with paved shoulders.	Replace 210' Br. Over Creck, +75' R.O.W. entire length of project Includes re-alignemnt of aMi. segment.	Cost Estimate from MPO list of priority projects FY 2012/2013	Add 50' R.O.W. length of proj. plus 5 acs for stormwater (28 acs total).	Add 50' R.O.W. length of proj. plus 5 acs for stornwater 36 acs total).	Add 50' R.O.W. length of proj. plus 2 acs for stormwater 13 acs total).	Add 50' R.O.W. length of proj. plus 7 aes. for stormwater 48 aes total). Replace 110 long bridge over ereck.	50' R.O.W. from Main to Summer Breeze plus 1.5 aes. For stornwater (6.5 aes. Total).
Jeo Jino T	\$2,336,422	\$6,103,755	\$5,901,423	\$37,706,760	\$39,583,987	\$23,424,232	\$22,473,383	\$596,242	\$30,736,733	\$65,000,000	\$17,403,125	\$22,694,196	\$8,078,293	\$31,433,547	\$5,512,684
Wetland Mittgation Cost	\$85,000	\$255,000	\$382,500	\$0	\$96,942	0\$	\$0	\$0	\$61,200		\$425,000	\$425,000	\$170,000	\$85,000	0\$
BOW Cost	\$460,000	\$345,000	\$1,092,500	\$9,044,000	80	\$0	80	\$0	\$6,189,091		\$3,220,000	\$4,140,000	\$1,495,000	\$5,520,000	\$747,500
Bridge Cost	20	\$774,400	\$1,560,000	80	\$14,380,800	\$5,491,200	\$2,995,200	20	\$3,276,000		\$0	80	80	\$1,716,000	\$0
Englineering Cost	\$233,664	\$616,872	\$373,881	\$3,738,621	\$3,274,728	\$2,339,091	\$2,540,633	177,772	\$2,766,579		\$1,794,538	\$2,364,678	\$836,516	\$3,145,115	\$621,546
Road Construction Sees	\$1,557,759	\$4,112,483	\$2,492,541	\$24,924,139	\$21,831,517	\$15,593,941	\$16,937,550	\$518,472	\$18,443,863	\$65,000,000	\$11,963,587	\$15,764,518	\$5,576,776	\$20,967,432	\$4,143,638
Cost por Mille	\$3,115,517	\$3,115,517	\$4,793,349	\$3,115,517	\$3,898,485	\$3,898,485	\$4,967,024	\$430,066	\$3,115,517		\$3,115,517	\$3,115,517	\$3,115,517	\$3,115,517	\$3,115,517
Length (Miltes)	0.50	1.32	0.52	8.00	5.60	4.00	3.41	1.08	5.92	1.00	3.84	5.06	1.79	6.73	1.33
anamayoadin]	2 to 4 Lanc Widening	2 to 4 Lanc Widening	New 4 Lanc Facility	2 to 4 Lanc Widening	4 to 6 Lane Widening	4 to 6 Lanc Widening	4 to 8 Lane Widening	Minor	2 to 4 Lane Widening	Interchange	3 to 4 Lanc Widening	2 to 4 Lanc Widening	3 to 4 Lane Widening	2 to 4 Lanc Widening	2 to 4 Lanc Widening
sjimji	Yellow Bluff Rd. to SR 9-A	SR 9-A to New Berlin Rd.	New Berlin Rd. to Zoo Pkwy.	Now Berlin Rd. th Nassau	L-95 to Heckscher Dr.	New Kings Rd. to Lem turner	Lem Turner Rd. to 1-95	Main St. to Heckscher Dr.	Nassau County Linc to 1-295	Flyover - I-95 NB to Airport	New Berlin Rd. to Yellow	Park Avc. Extension to Port of	Jacksonville Frwy. New Berlin Rd. to Eastbort Rd.	Pulaski Rd. to New Berlin Rd.	Main St. to Starratt Rd.
Roadway	Alta Dr.	Alta Dr.		Main St.	SR 9-A		1-295	Eastport Rd.	Lem Turner	Airport Road	Starratt Rd.	Yellow Bluff	Kd. Pulneki Rd	New Borlin	Duval Station
eldniemiT (2102 egne-Rild) (2502 egne-Ridd)	2015	2015		2015	2015		2015	2015	2015	2015	2015	2015	2015	2015	2015
Priority Banking	-	- 2		60	4		5	9	7,	₹ ∞	6	10	=	11 11	13
1917	7 -	-		-	-		-	-	-	2	7			7 7	6

\$49,854,400 \$40,864,645 \$337,430,964

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TOTAL

