



Jacksonville International Airport Community Redevelopment Area

Benchmarking & Strategic Assessment



REVISED DRAFT REPORT
October 27, 2016

PREPARED FOR:
THE CITY OF JACKSONVILLE



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THE STUDY TEAM EXTENDS OUR SINCERE THANKS TO THE NUMEROUS GROUPS, INDIVIDUALS, CITY AND STATE DEPARTMENTS AND AGENCIES, WHO PROVIDED NEEDED INPUT INTO THE PREPARATION OF THIS REDEVELOPMENT PLAN:

JIA CRA ADVISORY BOARD
OFFICE OF ECONOMIC DEVELOPMENT
PUBLIC WORKS DEPARTMENT
JACKSONVILLE ELECTRIC AUTHORITY
FLORIDA DEPARTMENT OF TRANSPORTATION
NORTH FLORIDA TRANSPORTATION PLANNING ORGANIZATION
BUILDING CODES DEPARTMENT
PROPERTY APPRAISER'S DEPARTMENT

PREPARED FOR:
THE CITY OF JACKSONVILLE



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EXECUTIVE SUMMARY

The Legacy JIA CRA Master Plan was comprised of three basic components of related work programs that are formed under Ch. 163 F.S. and refined by (1) the specific Blight Conditions to be mitigated, (2) the Legacy CIP projects to be implemented, and (3) the pursuit of defined CRA Program Goals and Objectives that are described in broad terms within the Master Plan. These CRA Master Plan Program Goals include improvements of social, economic and aesthetic character as well as positioning the CRA area as a regional presence that extends benefits beyond the boundary of the CRA.

BLIGHT CONDITIONS/FINDING OF NECESSITY

The 1993 JIA CRA Master Plan identified blight conditions from varied sources and earlier periods of study that served as the basis for the formation and boundary of the CRA. Contemporary review of these identified blight conditions does not find either a specific reproducible method of measurement described or inferred by the Legacy Documents, or a precise original definition of the blight conditions. The blight conditions identified by numerical value in the 1993 Master Plan were adopted as fact and are accepted for contemporary analysis as the Legacy conditions, although no method of reproducing the same statistical conclusion will be performed.

BLIGHT CONDITION/FINDING OF NECESSITY – SUBSTANDARD HOUSING

JIA CRA Determination of Blight and Legacy CRA Masterplan both establish that 41% of the housing units or dwelling units are sub-standard. This determination is found (1980 census) to apply within census tract 103 and is projected to apply uniformly within the CRA as a significant geographic area within the census tract.

BENCHMARKING ASSESSMENT – SUBSTANDARD HOUSING

Building Permit activity, field analysis and mapping indicate several enclaves in each CRA sub-area where residential property conditions meet the typical criteria associated with sub-standard housing including age with a lack of improvements over time in association with neighborhood conditions which lack some of all typical public services of paved roads, curbs, drainage improvements, sewer collection, potable water, fire flows, lighting and sidewalk connectivity. These are now location mapped for reference.

BENCHMARKING REPORT CONCLUSIONS FOR SUBSTANDARD HOUSING indicate a significant statistical improvement reducing the 41.0% sub-standard housing value established in the Legacy CRA documents. The housing condition improvement has occurred via both a statistical increase in newer housing units constructed within the CRA and through more detailed census block data and tract boundaries which remove the requirement for extrapolation to determine the current data set. Utilizing contemporary methods of measurement, by individual property, and consistent definitions of sub-standard housing we conclude that by 1995, the CRA Boundary contained 8.6% substandard housing. This same method of measurement of 2015 conditions indicates an increase in substandard housing to 11.0% of total housing within the CRA, not including recently constructed multi-family units within the River City DRI.

CRA PLAN STATUS AND IMPLICATIONS to address the identified neighborhood housing (NRZ) conditions. It should be noted that many of the sub-standard conditions that exist in the report identified NRZ enclaves, represent elements of needed improvement, management, maintenance, social, elder care and family services that are beyond the means of CRA administration and CIP budgets. Many existing municipal and regional service providers directly participate in this regard and should be the prime agencies to facilitate specific improvements. Neighborhood outreach to collectively address “old Florida” lifestyle preference that may no longer work for residents required to age in place of rely on family compound living arrangements with multiple housing units, mobile homes and recreational vehicles serving to support property ownership in the face of declining values.

The Benchmarking Report can serve as a method of Neighborhood Revitalization Zone (NRZ) documentation and communication originating from the CRA provided reporting to municipal and Regional service providers, and serve as a mechanism to influence neighborhood development efforts largely outside of any CRA oversight or established CIP budget where inconsistent with statutory expense and Legacy Plan implementation.

The North and South CRA sub-areas exhibit low percentage levels of sub-standard housing which is similar in percentage to most of Duval County and no longer meets the substandard level of housing conditions supported by the Redevelopment Act. The Central sub-area continues to have a significant percentage (47.3%) of sub-standard NRZ housing conditions and represents atypical housing, infrastructure, platting and access that meet current Findings of Necessity criteria under Ch. 163 F.S.

BLIGHT CONDITION/FINDING OF NECESSITY – VACANT AND UNDERUTILIZED LAND

The JIA CRA Determination of Blight and Legacy CRA Masterplan both establish that 54% of the gross land within the CRA Boundary was vacant or under-utilized. This determination is found to apply within the boundary utilized for the 1993 Master Plan, which was adjusted in later years to better match with the City Atlas and property lines. The Legacy CRA Master Plan or Blight Study does not locate the specific vacant land or define the precise criteria for defining the underutilization/uneconomic use of land which is projected to apply uniformly within the geographic area of the CRA.

BENCHMARKING ASSESSMENT – VACANT & UNDERUTILIZED LAND

The 1993 CRA Plan established 9,183 acres as vacant and under-utilized which is 54.5% of the gross acreage utilized in the CRA documents prior to boundary adjustment.

Based on uniform contemporary methodology of measurement criteria and definition, the CRA reduced vacant and under-utilized land from the Legacy Enabling Conditions of 9,183 acres in 1990 to 5,943 acres in 1995. This reduced land acreage is utilized for the CRA benchmarking comparison to 2015 utilizing the same measurement criteria. The 2015 property improvement value & GIS map series indicates an increase in the **VACANT** land category in terms of parcel count and acreage when compared to the 1995 CRA baseline condition. All other categories of property improvement value have changed in support of the CRA objective of reduction in **UNDERUTILIZED** land. The Underutilized category of land reduced from 188 parcels in 1995 to 92 parcels in 2015 along with a proportional reduction in acreage and attendant valuation.

BENCHMARKING REPORT CONCLUSIONS FOR VACANT & UNDERUTILIZED LAND indicate a minor statistical improvement since 1995 within the CRA by consistent measurement and methodology. Although significant improvements in the economic utilization of land has occurred within the CRA, it has occurred largely within the established Developments of Regional Impact that were excluded from the Legacy plan determination of under-utilized land areas. Further analysis of the 1995 baseline data and 2015 condition indicates that increasing both high-value job generating land use and middle income housing land use has not reduced the land parcels and acreage at the **VACANT** end of the valuation scale.

CRA Plan status and implications to address vacant and under-utilized land conditions. It should be noted that GIS map data now exists as a result of the Benchmarking report that determine the strategic location, opportunity and constraints associated with the previously undocumented determination of excess vacant land. Many reasons exist to support under-utilized land from the perspective of the land owner, that may value the lifestyle and natural resource or passive recreation opportunities of vacant land which must maintain Silva cultural or agricultural green belt tax status as an affordable strategy of land ownership. Focusing CRA resources on regional transportation systems and infill of DRI development programs, while successful & productive endeavors, has not provided any improvement in the Vacant category of land within the CRA since 1995. If the CRA Master Plan were to be updated and continued in the future, a focus on the needs of the specific mapped remaining vacant land and the ability of the private sector to finance the improvements necessary to move the target land into productive economic use will be needed.

EXECUTIVE SUMMARY

These activities are typically provided or supported by Economic Development agencies at the local and State level which support site location and selection efforts and recruitment of new business opportunities. Significant remaining vacant land availability exists with the CRA Boundary that requires either the attention of the CRA or other established Economic Development agencies that can support the creation of Public Private Partnerships and the extension of Public Services to the remaining vacant land in the study area.

JIA CRA ENABLING CONDITIONS – MISSING AND INADEQUATE STREET LAYOUT

The 1990 Blight Study and 1993 CRA Master Plan both establish conditions consistent with Ch. 163 F.S. that support the formation and operations of a CRA. These Legacy documents address but do not specifically map areas within the CRA that are missing streets or comprised of streets or ROW that is missing or inadequately laid out in relation to land and geographic features. Missing and inadequate streets are generally described in the Legacy Documents as the predominant condition as well as the likelihood that future growth projections will overwhelm existing streets and cause inadequate transportation conditions.

BENCHMARKING ASSESSMENT – MISSING AND INADEQUATE STREET LAYOUT

In 1995 the CRA Southern sub-area contained 177 l.f. of Public or private street ROW per acre of non-ROW land. In 1995 the CRA Central sub-area contained 85 l.f. of Public or private ROW per acre of non-ROW land and in 1995 the CRA Northern sub-area contained 47.9 l.f. of Public or private ROW per acre of non-ROW land.

In 2015 the CRA Southern sub-area contained 430,518 l.f. of ROW or 212 l.f. per acre of non-ROW land area indicating consistent growth in street construction in relation to land parcels. Analysis of GIS parcel and ROW data indicated 4 small neighborhood enclaves which pre-date modern subdivision regulations that exhibit single family residential lots with multiple dwellings and some lots lacking street frontage on private or public platted ROW.

In 2015 the CRA Central sub-area contained 1,036,728 l.f. of ROW or 361 l.f. per acre of non-ROW land area indicating consistent robust growth in street construction in relation to land parcels. Analysis of GIS parcel and ROW data indicated 5 small neighborhood enclaves which pre-date modern subdivision regulations that exhibit single family residential lots with multiple dwellings and some lots lacking street frontage on private or public platted ROW.

In 2015 the CRA Northern sub-area contained 228,680 l.f. of ROW or 48 l.f. per acre of non-ROW land area indicating minimum growth in street construction in relation to land parcels.

Benchmarking Report Conclusions for Missing and Inadequate street layout indicate a significant improvement in the Central and Southern sub-areas within the CRA since 1995. Minor statistical improvement over the life of the CRA within the Northern sub-area by consistent measurement and methodology. Much of the Southern sub-area is built-out and although small undeveloped tracts remain, no significant street improvement in alignment or ROW corridor addition would be needed to accommodate remaining growth. Minor opportunities for street-end connectivity exist within the Southern and Central sub-areas that would be consistent with the CRA Master Plan and recent revisions to the City Comprehensive Plan that favor improvements to street network connectivity and capacity over lane-mile expansion of existing arterial and collector corridors. Significant opportunity remains in the Northern sub-area to increase street access to comparable levels found in the CRA Central Sub-area which represents a typical ratio of street ROW to land area found in urbanizing regions of Duval County.

CRA Plan status and implications to address missing streets and adequate street layout. It should be noted that GIS map data now exists as a result of the Benchmarking report that will assist in determining the strategic location, opportunity and constraints associated with future road ROW that could serve identified remaining land areas within the CRA. Other public transportation agencies typically take the lead role in planning, funding and implementing new transportation network improvements. Dedicated transportation planning and funding will occur with or without formal CRA engagement. New development patterns in the CRA Northern sub-area that create employment opportunities and meet QTI or Intermodal land use will continue to generate funding for needed infrastructure regardless of CRA oversight. The process of formalizing new road improvement programs along with multi-agency funding sources occurs largely outside of the CRA statutes. The Legacy JIA CRA Master Plan did not define a process or method of controlling or increasing future street network that was not already identified in the attendant Legacy CIP for transportation projects.

JIA CRA ENABLING CONDITIONS – PROVISIONS OF PUBLIC SERVICES

The Legacy CRA Plan identified a lack of Public Utilities among other deficiencies that contributed to the Findings of Blight conditions as well as limiting the development of available land within the CRA. The Legacy FoN and Legacy Plan did not map or measure the extent of public utility services or create a CIP element to specifically address future Public Utility Services. The Legacy Plan did define an overall Program Goal for the CRA to support the provisions of public services within the CRA to address both established neighborhood areas and to support the sound development of available land.

BENCHMARKING ASSESSMENT – PROVISIONS OF PUBLIC SERVICES

In addition to analyzing utilities relative to available land (RD) zones, sub-consultant Jones Edmunds compared land use development over the life of the CRA Plan. Current building codes would require the provisions of utilities meeting minimum standards in these areas. Approximately 2,026 acres of land have developed with full Public Services during this time-frame, which serves as a broad benchmark for the JIA CRA. The breakdown of these acres for the three areas of study is as follows: North Area: 519 acres; Central Area: 890 acres; and South Area: 617 acres. Reviewing the Public Services development that has already taken place within the CRA provides valuable insight into the potential future development patterns within the boundaries of the JIA CRA.

CRA PLAN STATUS AND IMPLICATIONS TO ADDRESS PROVISIONS OF PUBLIC SERVICES

Genesis Group has determined that the CRA Legacy Plan Enabling Conditions or Program Goals related to Utilities availability and capacity cannot be measured specifically for the 1993 condition, but can be evaluated for the current condition relative to both identified neighborhoods and available land. While this analysis will not provide a precise benchmark of accomplishment over time, it will identify the remaining areas of opportunity and attendant costs should the CRA elect to continue supporting the provision of additional Public utilities. Due to overlapping public agency responsibility and funding sources, the CRA would not typically be expected to become the primary provider of utilities, but would serve as an indicator of need and point of coordination for priorities within the CRA Boundary.

JIA CRA CAPITAL IMPROVEMENT PROGRAM

The Legacy CRA Master Plan established a CIP in accordance with Ch. 163 F.S. that requires this element as part of the formation and implementation of a CRA. The CIP is expected to align with the tenants of the CRA Master Plan and serve to direct projected TIF funding. Benchmarking CIP expenditure over time and modifications to the CIP in value, content or time-frame can provide an understanding of the accomplishments and priorities of CRA administration.

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BENCHMARKING ASSESSMENT – The CIP provides for CRA project funding for 32 transportation projects and acknowledges that other agencies have prime responsibility for funding and program management. Benchmarking this component of the Legacy CRA Master plan indicates that all CIP Projects are completed or no longer relevant/viable except for 3 CIP Projects that remain in adopted long range transportation improvement programs. The remaining CIP Projects are all lane-mile capacity improvement projects which do not directly support primary CRA Master Plan goals of providing land access and extension of public services.

CRA PLAN STATUS AND IMPLICATIONS - The CRA Board will need to establish a method of linking CRA TIF funding for the remaining 3 CIP Projects to reserve transportation impact fee credits for land within the CRA as a reasonable nexus.

All 3 CIP Projects are established in regional LRTP/SIS programs and would be expected to receive full funding by established transportation agencies focused on maintaining transportation capacity without further CRA funding.

JIA CRA PROGRAM GOALS & OPPORTUNITIES

The Legacy CRA Master Plan Program Goals include achieving improvements of social, economic and aesthetic community character as well as positioning the defined CRA area as a regional presence that extends benefits beyond the boundary of the CRA.

BENCHMARKING PROGRAM GOALS & OPPORTUNITIES

Benchmarking these broadly defined CRA Program goals can be a challenge where measurement of the baseline conditions was not provided within the Legacy documents, however many aspects of the described Program Goals and Objectives can be measured for change, improvement, or more precisely defined with contemporary technology to reduce the Program goals into definable elements.

BENCHMARKING PROGRAM GOALS & OPPORTUNITIES – ECONOMIC DEVELOPMENT

The JIA CRA has produced an increase in jobs of approximately 17,500 within the CRA, not counting JIA expansion or the recent UF/Shands and Amazon projects, since the CRA formation, utilizing a baseline year of 1995. Benchmarking the CRA performance in this regard shows that Duval County had 630,000 non-farm jobs in 2015 which is a job/area density of 686.2 jobs per gross sq. mile. The JIA CRA contains 18,498 jobs in 2015 (not counting JIA related operations jobs of 23,040 and land area exceeding the CRA boundary) which is a job/area density of 958.4 jobs per sq. mile.

ECONOMIC DEVELOPMENT – TAX BASE

The 2015 JIA CRA assessment report has a FY 1995/96 tax assessment value indicating the incremental taxable value was 23,737,724 compared to an estimated \$784,778,577 in FY 17. Benchmarking this to Duval county as a whole indicates that the 2015 taxable value averages \$51,922,859 / sq. mile for the entire County while the CRA establishes 40,662,102 / sq. mile in the year 2015. While this may appear low, in spite of the growth rate, the JIA CRA has 4,023 acres of public facilities which are a disproportionate factor when comparing the relatively small land area of the CRA.

By netting out the JIA airport facilities from the CRA gross land area, the taxable rate increases to \$60,367,582 / sq. mile. Clearly significant accomplishment in increasing the taxable land value has occurred within the CRA both in terms of growth rate since inception and overall valuation rates when compared to current levels County wide.

ECONOMIC DEVELOPMENT - PROVISION OF LAND TO STRENGTHEN THE COMMERCIAL BASE

Overall, since 1995 around 2,026 acres have developed with building permit activity along with water management district permitting. This level of new land development included new single family land use of 744 acres which indicates 1,282 acres of gross new land conversion into the target range of non-single family.

Review of the increase of taxable property values based on improvements to land within the CRA also supports this Program Goal by the documented 394% increase in value since 1995 on non-residential land parcels.

12.00% of the net parcel acreage within the CRA Southern sub-area is available for new land development in 2016 which is a lower percentage than is typically found in urbanizing suburban areas of Duval County.

12.9% of the net parcel acreage within the CRA Central sub-area is available for new land development in 2016 which is a lower percentage than is typically found in urbanizing suburban areas of Duval County.

23.4% of the net parcel acreage within the CRA Northern sub-area is available for new land development which is a normal percentage for typical suburban areas of Duval County.

JIA CRA PROGRAM GOALS & OPPORTUNITIES – REVITALIZATION OF EXISTING BUILDING CONDITIONS

Benchmarking the CRA performance in this regard shows that the existing land parcels within the CRA that had habitable or non-habitable structures demolished since the baseline year of 1995 total 69 structures through 2016

The CRA has relied on private market forces to direct this element of the Master Plan rather than by direct intervention. The 1995 baseline property condition analysis performed as part of this report indicated 269 possible CRA land parcels exhibiting the potential for sub-standard structures. The removal of 69 is a significant accomplishment for the CRA, however the 2015 conditions indicate that the number of CRA parcels currently exhibiting the potential for sub-standard structures has increased to 508.

There were no specific actions defined in the Legacy CRA documents or specific CRA areas of focus for these stated Program Goals of the Master Plan. Relying on improved general market forces to assist in this regard was a reasonable approach for the CRA since inception. The 2016 Benchmarking Report provides the basis for the CRA Board to either address this Plan Goal more specifically within the administration of the CRA or to assign responsibility to other established agencies.

JIA CRA PROGRAM GOALS & OPPORTUNITIES – PUBLIC SERVICES & STANDARDS

This tenant of the Legacy CRA Master Plan is focused on the extension of public infrastructure standards within the CRA to support new development and to enhance existing conditions. Benchmarking the CRA performance in this regard shows that the existing collector roads and arterials within the CRA have undergone significant improvement since 1993. Older established neighborhoods are mostly unchanged since formation of the CRA.

JIA CRA PROGRAM GOALS & OPPORTUNITIES – AREA ACTION PLANS

This tenant of the Legacy CRA Master Plan is designed to allow the CRA to create focused solutions to the redevelopment deficiencies broadly described within the CRA, over time, and in response to new specific redevelopment opportunities in need of CRA support. There is no limit to the size, location or nature of the Action Area Plans which can be initiated by the CRA but require financial analysis and approval by the full City Council.

EXECUTIVE SUMMARY

Benchmarking the CRA performance in this regard shows that the large size of the CRA boundary has allowed isolated areas of land & economic conditions to remain unchanged since formation of the CRA. These areas defined as the NRZ zones in this report, may benefit from more focused CRA support via Area Action Plans or assignment to other established City Agencies and Social sector initiatives.

The RDA zones identified in this report could also be considered for Area Action Plans by the CRA Board, however, historically these types of land development opportunities will self-initiate as market forces and incremental development patterns create opportunities both for land owners and end uses of the land. This type of activity will occur within the CRA regardless of the proactive participation of the CRA and can be supported by the City Economic Development functions.

Questions have been raised regarding the size of the Legacy CRA and relevance to the current conditions where extensive improvements have occurred over the life of the CRA. The Legacy CRA Boundary can reduce in size and location only by full closure of the existing CRA and re-forming of a new CRA with sufficient Findings of Necessity and with the re-set of the TIF base year.

The use of Area Action Plans within the current CRA structure could serve to focus CRA resources into select areas without CRA closure and reformation.

Alternatively, The CRA Master Plan could be updated with Area Action Plans, prior to closure of the overall CRA. The closure process for the CRA would require coordination and integration of the newly updated CRA Master Plan and Area Action Plans into the City Comprehensive Plan, thus transferring responsibility to the City for the remaining CRA Program Goals and Objectives.

CONCLUSIONS & RECOMMENDATIONS

The formation of the CRA in 1990 utilized the existence of three Conditions of Blight (Enabling Conditions) documented to allow CRA planning, administration and funding per Florida statutes. These same three Conditions of Blight defined within the specific CRA legal boundary determination also supported the adoption of 32 Capital Improvement Program elements and 15 general CRA Program Goals and Objectives.

CRA activities to eradicate blight conditions since Master Plan adoption in 1993, along with regional economic growth and improved analytical tools of the JIA CRA Boundary conditions to the year 2015, **conclude that this CRA has accomplished the elimination of defined Blight Conditions and no longer exhibits the three Conditions of Blight which provide the foundation for all other CRA activity.** Therefore, the City JIA CRA Board must accordingly direct future CRA planning and strategic decisions for remaining activities.

Strategic Direction - for the CRA administration include the following options:

- 1. CRA Closure with intergovernmental coordination**
- 2. CRA Closure with defined/adopted Area Action Plans**
- 3. CRA Closure with FoN analysis for new conditions of blight/boundary.**
- 4. CRA TIF cap and closure schedule**

The above CRA options have different directions to the same conclusion which is the concluding goal of all Community Redevelopment Areas; which is to remove the Conditions of Blight to allow normal municipal activities and private sector interests to enable productive social and economic benefits.

CRA closure requires both financial accountability and text amendment/modification to the Comprehensive Plan in addition to notice and adoption of local resolution by the CRA Board and City Council.

Financial accountability includes TIF revenue commitments via Bonds, CIP Program Budgets, Public/Private Development Agreements, Contractual obligations, and expense reimbursement for CRA related activities past and projected thru closure. Additional consideration for TIF Trust fund balance disbursement, conveyance of any property, easements or development rights held by the CRA.

JIA BACKGROUND

JIA CRA DESCRIPTION

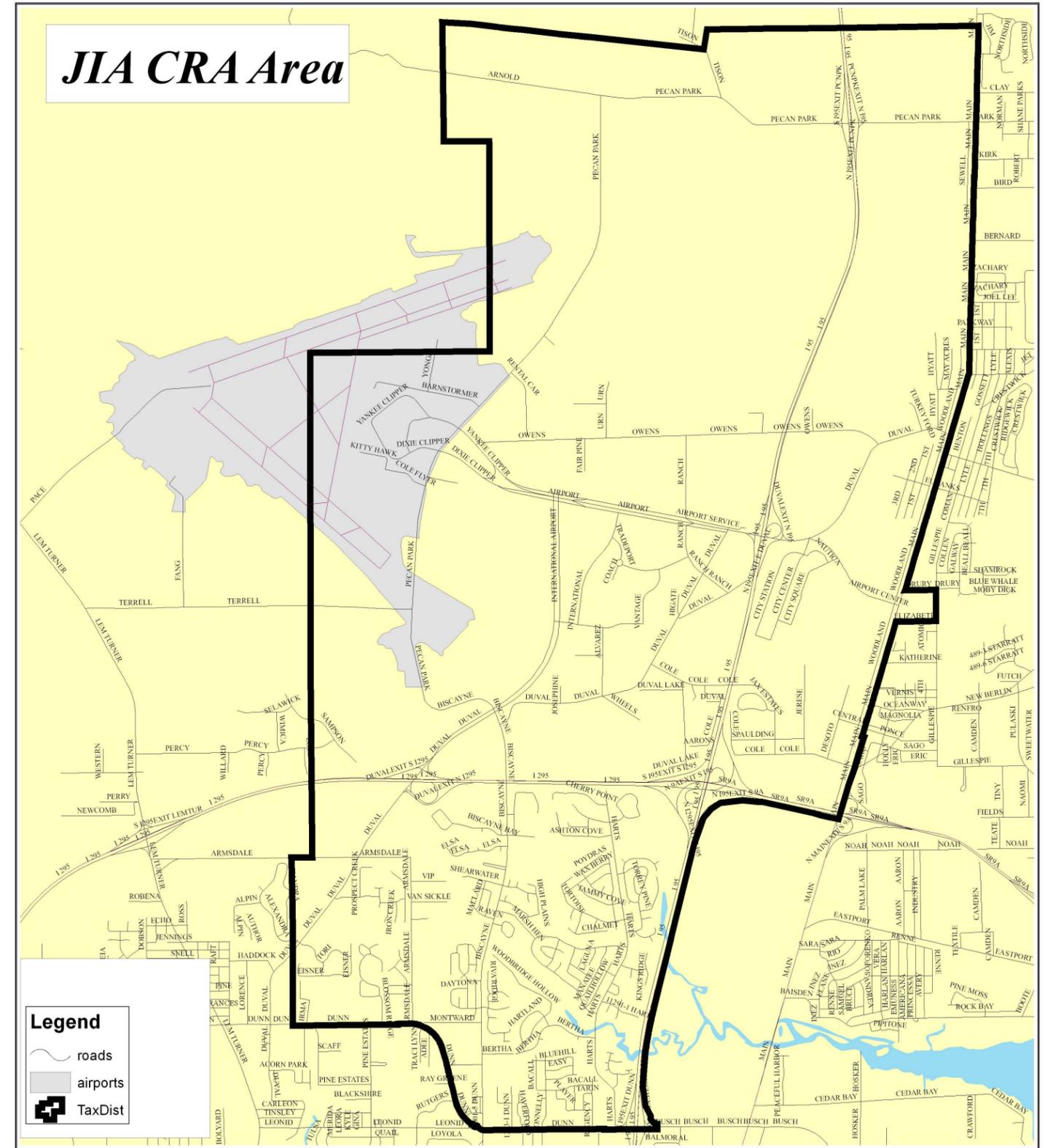
The Jacksonville International Airport (JIA) Community Redevelopment Area (CRA) was created in 1993 through the adoption of Ordinance No. 93-159-57 in accordance with the requirements of Chapter 163, Part III, Community Redevelopment Act of 1969, Florida Statutes, as amended. The JIA CRA consists of approximately 14,245 acres in the North District encompassing the eastern portion of the JIA and surrounding parcels of land to the north, west and south. The JIA CRA boundary is defined by the following roadways and/or approximate territories (**Exhibit 1**):

- Northern boundary is located approximately 1,700 +/- feet north of Pecan Park Road.
- Southern boundary is located along Dunn Avenue.
- Eastern boundary is located along Interstate 95, State Route 9A and Main Street/U.S. Highway 17
- Western boundary is located through the core of the Jacksonville International Airport, culminating at its southwestern most terminuses of Irma Road and Dunn Avenue.

JIA CRA BACKGROUND

The legislative history of the creation, adoption and amendment of the JIA CRA boundary, agency, plan and its trust fund in summary are as follows:

- By way of City of Jacksonville **Ordinance 90-406-242**, the Finding of Necessity was performed identifying the JIA CRA as a “blighted area” as required by Sections 163.335, 163.340, 163.355, Florida Statutes; having been adopted on July 24, 1990.
- By way of City of Jacksonville **Ordinance 90-407-243**, the City of Jacksonville resolved that there was a public need to create a Community Redevelopment Agency, as a recommending body to the Jacksonville City Council, as well as oversee proposed projects, CRA Trust Fund allocations, JIA CRA Plan amendments, and implementation of all activities within the JIA CRA; having been adopted July 24, 1990.
- By way of City of Jacksonville Ordinance 90-409-293, the City of Jacksonville established the Community Redevelopment Agency for the JIA CRA.
- By way of City of Jacksonville **Ordinance 93-159-57**, the City of Jacksonville adopted the Jacksonville International Airport Community Redevelopment Area Plan; and established the Redevelopment Trust Fund, directing the Tax Collector to establish the 1993 Tax Assessment as the base, or “frozen value”, for the increment as required by section 163.387, Florida Statutes; having been enacted on February 23, 1993 and approved on March 3, 1993.
- By way of City of Jacksonville **Resolution 93-2098-523**, amending Resolution 90- 406-242, the City of Jacksonville corrected technical and scrivener’s errors in the boundary legal description for the Jacksonville International Airport Redevelopment Area.
- By way of City of Jacksonville **Resolution 94-290-83**, amending Resolution 90-406-242 as amended, the City of Jacksonville provided a new legal description for the Jacksonville International Airport Redevelopment Area that can be more easily traced in public records.
- By way of City of Jacksonville **Ordinance 2009-330-A**, the City of Jacksonville found that a necessity existed for the rehabilitation, conservation or redevelopment of blighted areas known as Pecan Park Road North Parcel, consisting of approximately 755.21 acres. A Finding of Necessity Report was adopted proposing the inclusion of the Pecan Park Road North Parcel (two subject parcels proposed for inclusion into the CRA boundary) into the JIA CRA Plan was adopted May 26, 2009 and approved May 29, 2009.
- The primary component of the 2012 Plan Update was a confirmation of consistency with the City Comprehensive Plan, an update to transportation related project funding. The recommended 750 acre boundary expansion was not approved.



PRIOR RELEVANT STUDIES & REPORTS

Since the creation of the 1993 CRA Master Plan (Legacy Plan), numerous agency reports, plans, studies and standards have been prepared that include portions of the CRA or heavily influence the surrounding community context and infrastructure improvement programs. The Legacy CRA Master Plan has not undergone a significant update other than determining consistency with the Comprehensive Plan in 2012. These prior relevant documents are utilized within the scope of this report to determine constraints and opportunities related to the established Legacy CRA Master Plan and the underlying relevance to the current conditions of 2016.

CURRENT CHALLENGES & QUESTIONS

Given the age, accomplishments and changes within and surrounding the JIA CRA, many aspects of the Legacy Master Plan are being questioned during contemporary management and actions by the JIA CRA Board/Advisory Board. Additional data & analysis is needed to support strategic decisions by the JIA CRA.

The JIA CRA Benchmarking & Strategic Assessment is expected to address the areas listed below:

1. Determine the initial intent of the JIA CRA. Identify the reasons for the creation of the JIA CRA, define the historical objectives, and identify the original goals and expectations of the CRA.
2. Using statistical and other data, assess changes in the JIA CRA and area of influence since inception of the CRA. For example, change in property values, private capital investment that has occurred within the boundary and surrounding area should be utilized to gage the success of the CRA.
3. Based on a measurement of the success of the CRA, make a determination as to the future need of the CRA with respect to the original goals and objectives.
4. JIA CRA boundary options. Should the size of the JIA CRA be amended? If so, what should the new boundary include and how would it impact the Tax Increment Financing District? Is there a smaller specific area that should be the focus of a new CRA boundary? Are these the areas that should be considered for inclusion within the CRA? The purpose would be to focus on developing areas with less success due to the general character of the area (i.e. residential/rural).

JIA CRA Context 1990 – 2015 Transition

<ul style="list-style-type: none"> Area DRI Annual Monitoring Reports TPO North Area Rail Study TPO Long Range Transportation Program City Bicycle-Pedestrian Master Plan FDOT Strategic Intermodal System Plan JEA Septic Tank Phase-Out Program City Master Stormwater Plan City Comprehensive Plan / Elements 	<ul style="list-style-type: none"> Dunn Ave. Main St. Redevelopment Plan JIA CRA Plan Amendment - 2012 North Jacksonville Action Plan - 2010 North Jacksonville Shared Vision Plan 2003 Select Grant Funding Programs FEMA Flood Zone & SLOSH Zone City Building Permits 1995-2015 City Tax Assessor Records 1995-2016 SJRWMD Wetland Inventory GIS Data Community Redevelopment Act (CRA), Chapter 163, Part III, F.S. Site Visual Inspections
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Legacy Documents:

- City Council Resolution 90-406-242
- Community Redevelopment Plan dated February 28, 1992 for the Jacksonville International Airport (JIA) Redevelopment Area
- City Council Ordinance 93-159-57

A COMPENDIUM OF THESE REFERENCED DOCUMENTS IS SHOWN ABOVE



ANALYSIS & BENCHMARKING SCOPE

The Time-line of the 1993 CRA formation with legislative history and actions by the CRA, coupled with local development agreements for three area Developments of Regional Impact as well as evolved market context and newer regional guiding documents will require analysis that goes beyond typical CRA Master Plan update considerations. The successful approach to the work scope will require independent apolitical data collection and analysis by experienced consultants that understand the historical time-line of both statutory CRA practices and stated performance objectives that were relevant at the time of the determination of need. (Legacy Plan & Enabling Conditions)

Further experience with DRI monitoring reports and related infrastructure mitigation, pipelining of transportation impacts and housing metrics will be analyzed for the initial phase of the work scope. Analysis of existing and programmed future build-out conditions and deficiencies based on a series of measured data sets will allow for a framework supporting strategic decisions regarding the viability of the CRA/TIF as a format for implementation of development controls and support of neighborhood scale revitalization which are documented within the CRA boundary.

Challenges for the proper nexus analysis of overall CRA purpose/performance exist due to the lack of specificity within the foundational CRA plan methodologies and updates with regard to non-transportation improvements and attendant cost estimates which would be necessary to meet the stated CRA/FON purpose and goals as defined CIP elements.

TIF SOURCE / TARGETS / CIP – Development patterns and attendant increases in TIF increment have occurred within concentrated areas of the CRA while much of the expended CIP has been directed towards these same areas or in transportation projects with limited access to undeveloped areas of the CRA. This has resulted in limited spending on re-development initiatives to support established residential neighborhoods or established corridor commercial revitalization. CIP distribution within the CRA and intergovernmental coordination activity has been directed in response to significant Public Private Partnership opportunities that utilize private sector development finance. The large scale of the CRA and range of land use has established an opportunity, with challenges, to ensure that all defined target areas within the CRA benefit from the prior success of TIF increment creation. The large scale of the original CRA plan and broadly defined Findings of Necessity (FoN) have also allowed for significant variance of CIP distribution.

LAND USE – The Legacy CRA Plan has an unusual range of land use intensity given the large acreage value of vacant/agricultural, public/governmental and active DRI mixed-use developments with significant private sector investment. Significant changes in land use/zoning have occurred in both acreage and assigned density/intensity over the years. Future potential for further land use modification and the effect on TIF projections are not well defined within the CRA paper trail through the 2012 update.

TRANSPORTATION / MOBILITY – Many of the transportation projects listed as target CIP programs within the Legacy CRA Plan have area-wide or broad regional significance and network improvement value with many other funding agencies with principal responsibility for transportation systems and the movement of goods and services.

These Legacy CIP projects typically occur within scheduled cost-feasible funding time frames that may not improve with the addition of CRA TIF contributions. Rail and multi-modal values have not yet been addressed within the CRA Plan over its life, although a new east-west short-haul rail corridor has been added to the TPO program which will cross within the CRA.

HOUSING VALUES & GROWTH – The Legacy CRA Redevelopment Plan indicated that approximately 12% of the CRA acreage was developed for residential use and that 41% of the housing units were substandard (1984 Study Citation) and 66% of the housing had a value below \$40,000 (1980\$). The Finding of Necessity used several residential areas to determine blight including Biscayne, Turtle Creek and Jacksonville North Estates. In addition, one of the original CRA goals was to also benefit the surrounding San Mateo, Oceanway, and Pecan Park neighborhoods. At the time of the development of the CRA Master Plan the Redevelopment Area and surrounding lands did not have any major retail opportunities which hampered the residential development of the CRA and surrounding areas. The development of River City Market Place was and is now a major catalyst of major residential developments within Planning District 6.

JOBS/HOUSING BALANCE – the major intent of the Legacy CRA Redevelopment effort was promoting the area as a major employment HUB & Regional Activity Center for not only Planning District 6 but for the City as a whole. Employment growth within the CRA requires documentation, appears to be significant; specifically, at the Airport itself and the Tradeport. Prior to the development of the River City Market Place little residential development followed the growth of jobs within or approximate to the CRA. The River City Market Place, while also a major employment hub, because of its retail offerings it is now a catalyst of residential developments throughout Planning District 6.

JOBS/WORK FORCE HOUSING – Typical job generation associated with the growth in retail land use will increase the demand for affordable housing and rental housing units in the area. Individual DRI scale analysis of the impacts on affordable housing at build-out needs to be compiled against baseline CRA conditions to determine if the CRA housing stock will continue to meet demand while maintaining real estate values and neighborhood stability. This may be already be addressed by the DRI and RPC.

SEWER/WATER/UTILITIES – significant deficiencies in septic tank performance exist within the CRA and significant areas of established residential areas have no access to City sewer services. These conditions have not been addressed directly by the Legacy CRA CIP improvement programs. Other issues related to fire flows and communications typically exist within neighborhoods of the era. Additional analysis and quantification is needed.

BLIGHT CONDITIONS – The age range of the CRA neighborhoods along with targeted CRA area improvements have created a range of traditional blight determinations that is not consistent across the CRA and some Legacy determinations of Blight may have been addressed by current growth and improvements to the greatest extent possible. Other conditions contributing to blight may remain and are largely not defined well by the Legacy CRA Plan or targeted in the Legacy CIP.

AREA OF INFLUENCE/COMMUNITY CONTEXT – The Greater North Jacksonville area has benefited from internal CRA area Job creation and the construction of new infrastructure within the CRA. Documentation of this scale of economic impact which is largely outside of the Legacy CRA /TIF program may be required to fully understand the past and projected performance of the CRA in terms of traditional FON elements as well as serve as a framework for a broader value set to be used in determining the future of the JIA CRA.

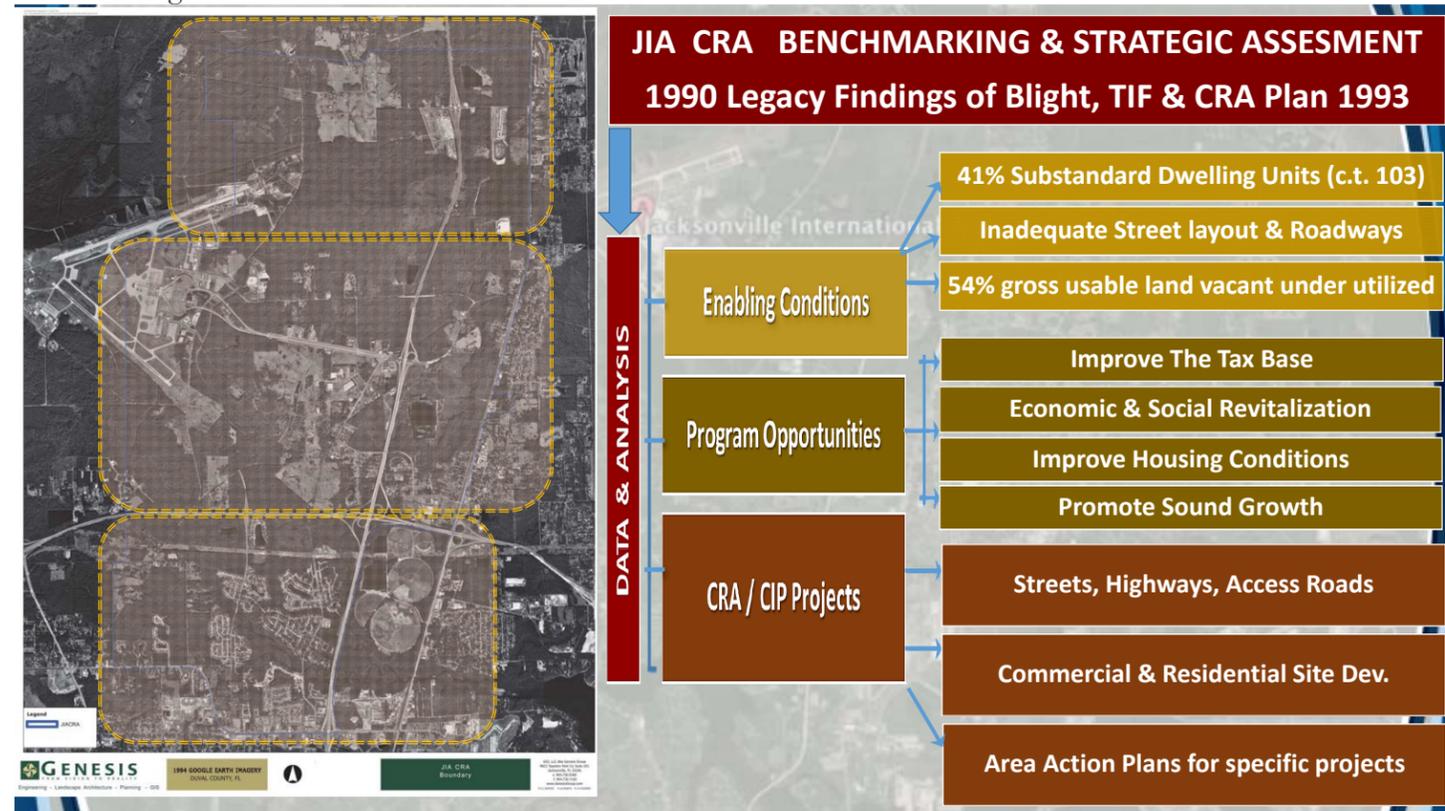
GENERAL BENCHMARK METHODOLOGY – Define the Legacy conditions and plan elements. Use or create similar metrics from 1995 and update to present. Include: Employment, housing units, housing values, substandard housing, office/industrial/retail developments, land utilization, open space/conservation/recreation, septic tanks, water, fire flows, transportation/mobility. If needed expand the area of CRA economic influence to all or most of Planning District 6. Include the JIA Airport itself is a regional asset, along with the TradePort and River City Market development program and Development Agreement conditions as CRA accomplishment in the metrics.

BENCHMARK & STRATEGIC ASSESSMENT METHODOLOGY

The 1993 JIA CRA Master Plan identified blight conditions from varied sources and periods of study that served as the basis for the formation and boundary of the CRA. Contemporary review of these identified blight conditions does not find either a specific reproducible method of measurement described or inferred by the 1993 Plan documents, or a precise definition of the blight factors. The blight conditions identified by numerical value in the 1993 Master Plan were adopted as fact and are accepted for contemporary analysis as the legacy conditions, although no method of reproducing the same statistical conclusion will be performed.

The best method of reliably measuring the accomplishments within the CRA during the period from the 1993 Legacy Plan is to create and apply a uniform definition and measurement protocol to the blight conditions that enabled the creation of the CRA. This is accomplished by defining a base year of data collection and analysis of 1995 which is within the initial time-frame that the CRA would be generating tax increment and forming implementation activities. The baseline data can then be defined in a similar fashion for the Legacy conditions in 1995 as well as the same contemporary conditions in 2015 or 2016 based on available data. This allows for an accurate assessment via consistent measurement and by applying the same definitions to the conditions being measured.

The Legacy Plan data collection efforts included large regions of Northern Duval County, regional plans and utilized census districts that extended beyond the boundary of the CRA. Assumptions for applicability and consistency were made to extract blight conditions within the CRA Boundary. The methodology for this report will focus data collection & analysis on just the CRA proper and further define the CRA into a Northern, Central and Southern sub-district for greater understanding of the CRA.



1. CRA LEGACY ANALYSIS: Compile 1990 & 1995 Data of CRA Area Conditions, Findings, Plan elements into GIS/CAD for contemporary analysis and comparison. All relevant available socio-economic, physical infrastructure, property valuation, building permit and land use data to be organized into three organizational components for evaluation:

ENABLING CONDITIONS – All Findings of Necessity per Ch. 163 consistent with the time-line.

PROGRAM OPPORTUNITIES – Goals and Objectives for the CRA operations and defined area of influence which may extend beyond the legal CRA boundary in social and economic terms.

ELIGIBLE PROJECTS – Measurement and definition of all defined Capital Improvements programmed within the foundational Legacy CRA Plan, and formation of support Projects discussed within the CRA Plan context that would be necessary to implement the Plan, but not originally specified within the CIP.

2. CRA CONTEMPORARY ANALYSIS: Compile current Data from 2015-2016 City records Comprehensive Plan, and contemporary data sources to define existing CRA area Conditions. Enter Plan elements/data into GIS/CAD to provide comparison and accomplishment values beyond the Legacy Data Set. All socio-economic, physical infrastructure and land use data to be organized into three organizational components for evaluation, comparison and application of relevance filters:

ENABLING CONDITIONS – All Findings of Necessity per Ch. 163 current status and direction.

PROGRAM OPPORTUNITIES – Goals and Objectives for the CRA operations and defined area of influence which may extend beyond the legal CRA boundary in social and economic terms.

ELIGIBLE PROJECTS – Measurement and definition of all defined Capital Improvements programmed within the current CRA Plan, and formation of support Projects discussed within the CRA Plans context that would be necessary to implement the Plan, but not originally specified within the CIP or time-line of CIP programming.

3. BENCHMARKING & ASSESSMENTS - Utilizing comparative, relevance and event filters, determine remaining CRA strategic direction for Conditions within the CRA boundary, remaining Program Opportunity, and attendant actionable Projects. Benchmarking of CRA accomplishment across the time-line and identification of Institutional overlap and events which may render CRA program elements assignable or no longer viable. Strategic assessment to include:

DRI – area Development Agreements, Annual Monitoring Reports will be assessed to determine CRA Program overlap or remaining opportunity.

INSTITUTIONAL – Local, State & Regional implementation programs and funding that partially or fully address CRA program elements. (FHA, FDOT, FDOT/SIS, JTA, JEA, JAA, TPO, FDEP, COJ, JaxPort, SJRWMD)

ECONOMIC – CRA Time-line Capital Expenditures, Area Reinvestment Agreements, soft costs with calculation of incremental property values and cumulative value movement for the CRA boundary and Planning sub-area.

INFRASTRUCTURE – Non-transportation services provided within the CRA and targeted residential neighborhoods to include cumulative Level of Service (LOS) for potable water, fire flows, sewerage collection and treatment. Stormwater management facilities & flood zone.

BENCHMARK & STRATEGIC ASSESSMENT METHODOLOGY

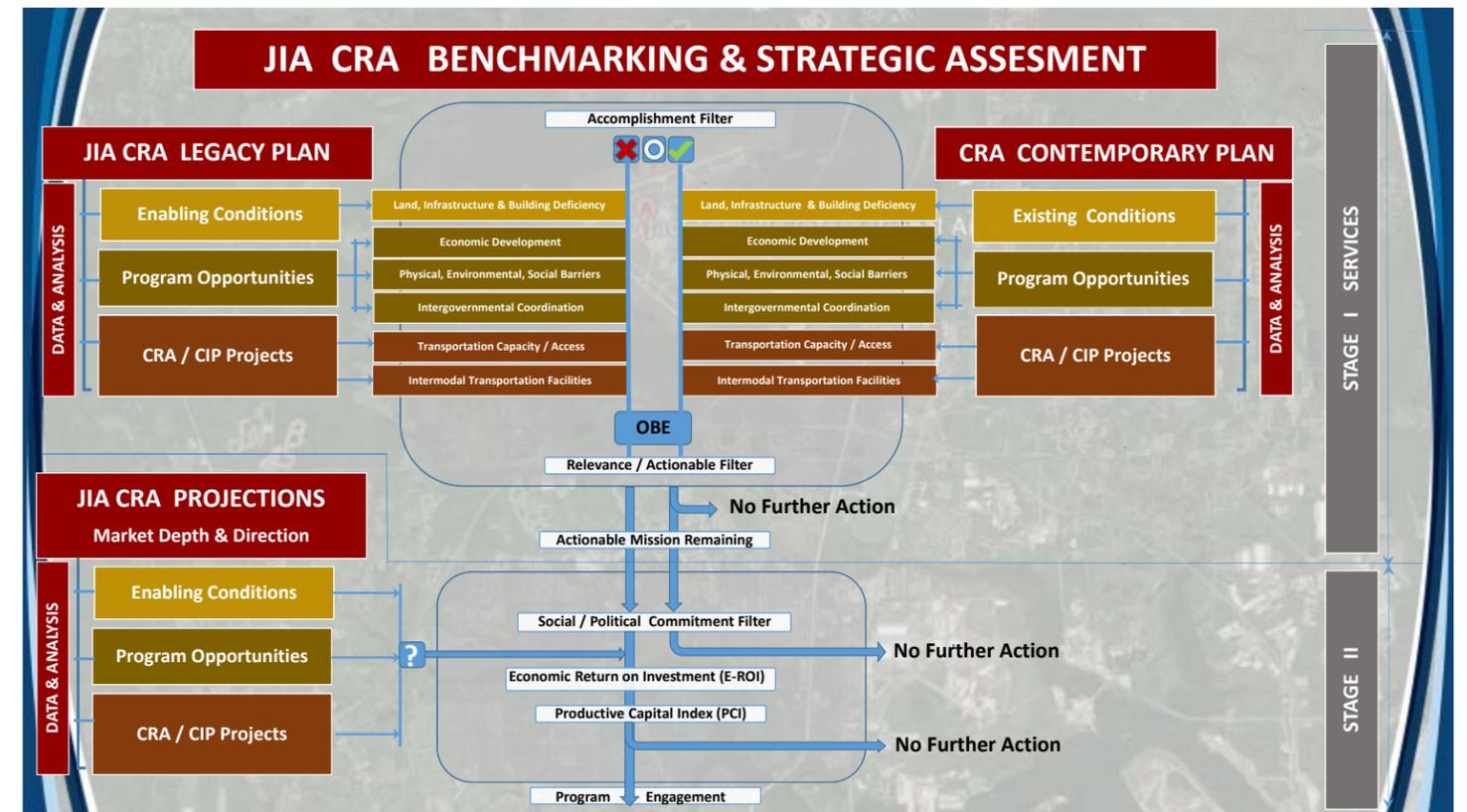
JOBS/HOUSING BALANCE – Evaluate the change in area employment and job value compared to changes in area housing units in quantity and qualifying income range. Determine if CRA growth or influence from surrounding has altered the jobs/housing balance.

JOBS/WORK FORCE HOUSING – Analyze the affordable housing metrics and prior DRI evaluations and area job generation methodology to determine if the CRA area has improved the ratio of locally available affordable housing.

ACTIONABLE REMAINING CRA PROGRAM – based on the prior analysis, provide a summary of CRA accomplishment to date and any defined CRA program that remains relevant and actionable.

INTERIM BRIEFING – Reporting to the CRA Advisory Board

Stage I report deliverable & presentation to the CRA Advisory



CRA DEMOGRAPHICS AND ECONOMICS

JIA CRA LEGACY

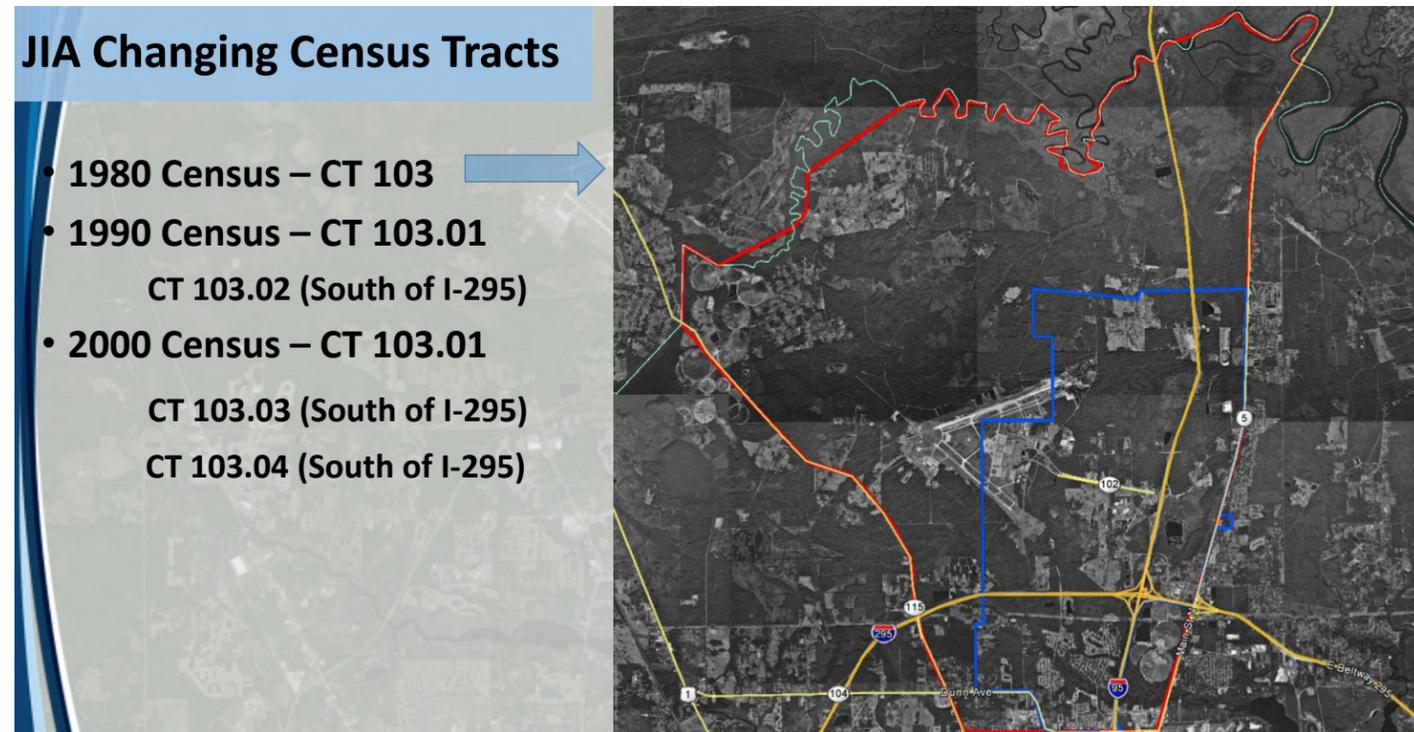
On July 24, 1990, the City of Jacksonville by Ordinance 90-406-242 concurred with the Finding of Necessity Report and found that the area surrounding the Jacksonville International Airport (JIA) to be a “Blighted Area” and by Ordinance 90-407-243 created the JIA Community Redevelopment Agency (JIA CRA). The JIA CRA Community Redevelopment Plan was adopted by Ordinance No. 93-159-57.

The JIA CRA commissioned Genesis to evaluate the 1993 JIA CRA Community Redevelopment Plan and current conditions. At the start of the planning effort, it was determined that neither the original Findings of Necessity Report nor its backup data were available. Therefore it was necessary to collect historic data that could be used to reconstruct the Findings of Necessity and supporting documentation for the 1993 JIA CRA Community Redevelopment Plan.

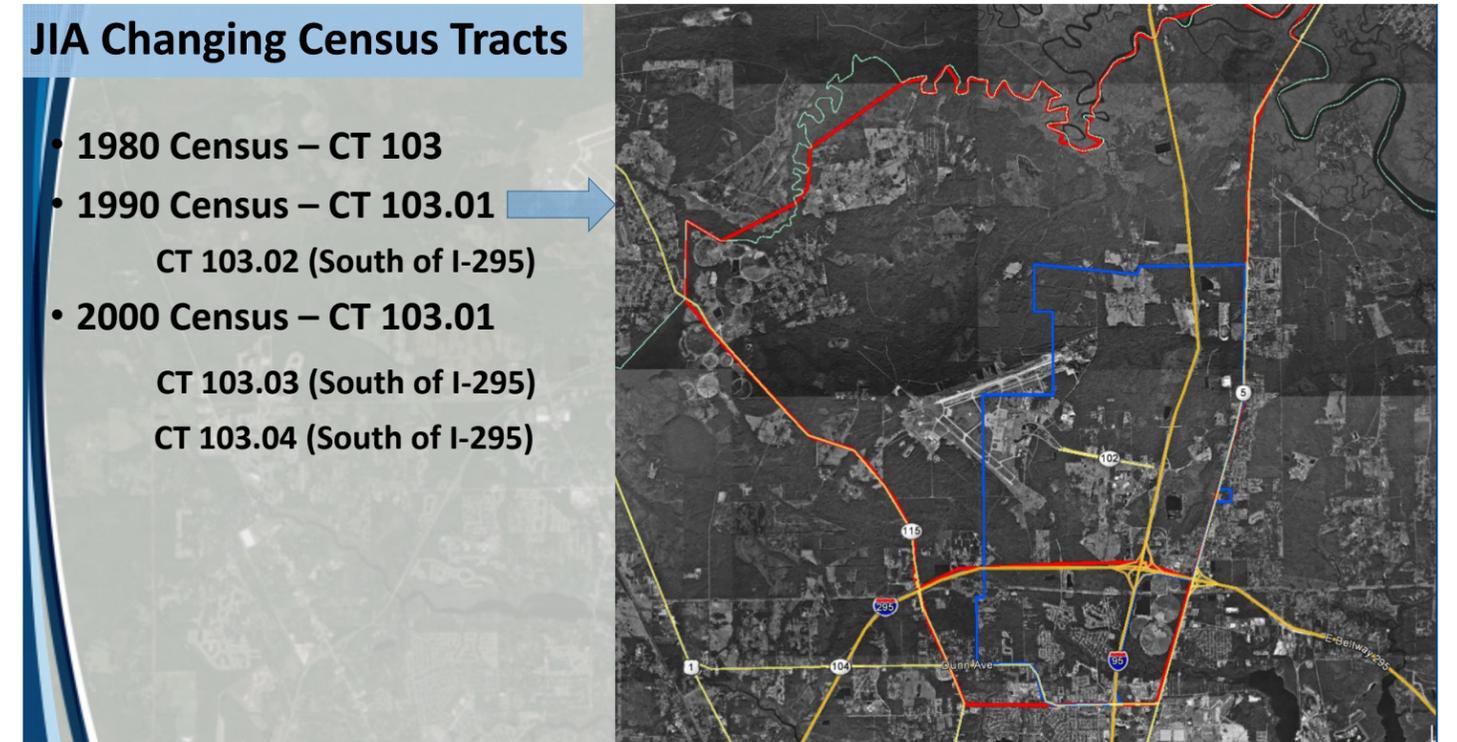
The 1993 JIA CRA Community Redevelopment Plan did not contain any socio economic data other than some basic 1980 Census housing data and a referenced 1984 University of North Florida Housing/HUD Study on substandard housing. That study stated because the JIA CRA contained the largest share of housing in Census Tract 103; that its findings would be a good representation of the CRA. It concluded that the Study Area had 41% substandard housing. Therefore, with a lack of direct background data, the TEAM reviewed US Census data for 1990, 2000, 2010 and 2014.

Due to the amount of growth within Duval County and the City of Jacksonville between 1980 to present; the US Department of Census changed boundaries of Census Tract 103 by subdividing the original tract into new tracts.

As stated, the 1993 JIA CRA Community Redevelopment Plan defined the overall study area as Census Tract 103 based on the 1980 Census. The following graphic depicts the 1980 boundary of Census Tract 103 and the JIA CRA redevelopment area.



The 1990 US Census divided Census Tract 103 into two new census tracts: 103.01 and 103.02. As shown, the composite boundaries of the two census tracts are the same as the 1980 census tract 103. The new census tract 103.01 lies above I-295 and census tract 103.02 lies below I-295.



Due to growth within the area, the 2000 US Census further divided the census tracts. The northern tract (Census Tract 103.01) remained the same, while Census Tract 103.02 was divided into two new tracts: Census Tract 103.03 and Census Tract 103.04.

CRA DEMOGRAPHICS AND ECONOMICS

JIA Changing Census Tracts

- 1980 Census – CT 103
- 1990 Census – CT 103.01
CT 103.02 (South of I-295)
- 2000 Census – CT 103.01 →
CT 103.03 (South of I-295)
CT 103.04 (South of I-295)

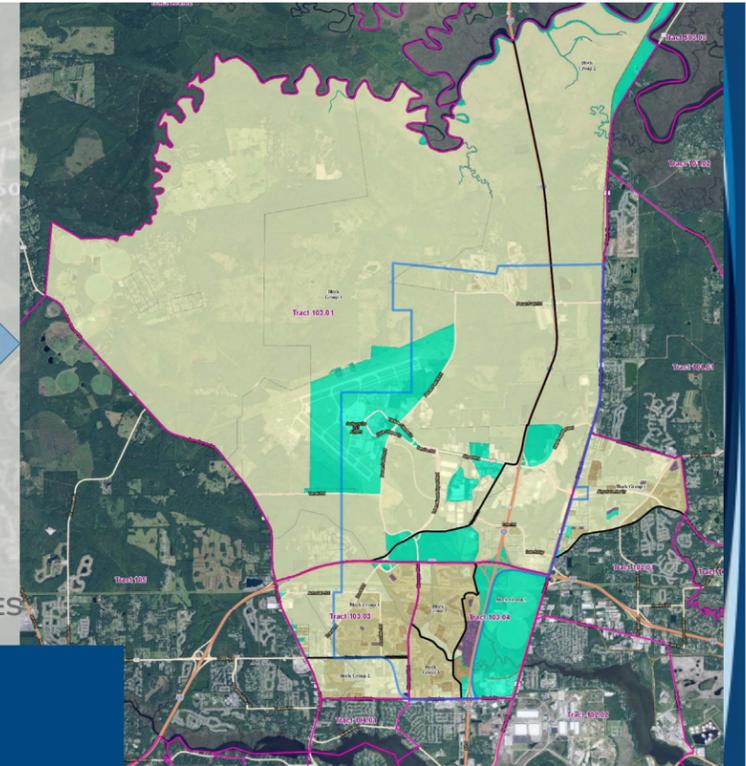


FIGURE X. CHANGES TO JIA CRA CENSUS BOUNDARIES

JIA CRA CENSUS TRACT	
1980 CENSUS -	CT 103
1990 CENSUS -	CT 103.01 CT 103.02 (SOUTH OF I-295)
2000 CENSUS -	CT 103.01 CT 103.03 (SOUTH OF I-295) CT 103.04 (SOUTH OF I-295)

Legacy Demographics

While no demographic data is contained within the 1993 Community Redevelopment Plan, the Plan references the 1980 Census (at the time of the 1993 Community Redevelopment Plan the 1990 Census data had not been released). Between 1980 and 1990 the study area experienced significant growth and a major demographic change. The area grew by 53%, of which 88% of the growth was African Americans. Based on Census housing data the percentage of poverty declined from 7% to 5%.

TABLE X. DEMOGRAPHIC CHANGE: 1980-1990

	1980	1990	Change
Census Tract	103	103.01 103.02	1980-90
Population	6,404	9,799	3,395
White	4,994	5,369	375
% White	78%	55%	11%
Black	1,349	4,326	2,977
% Black	21%	44%	88%
Other	61	104	43
% Other	1%	1%	1%
Poverty (Units)	65	173	108
% Poverty	7%	5%	-2

Source: US Census, 1980 and 1990

LEGACY HOUSING

The original CRA Redevelopment Plan indicated that approximately 12% of the CRA acreage was developed residential use and as already mentioned that 41% of the housing units were substandard (1984). It further reported that 66% of the housing had a value below \$40,000 (1980\$) compared to a national median average of \$63,100. The Finding of Necessity was reported to have used several residential areas to determine blight including Biscayne, Turtle Creek and Jacksonville North Estates. In addition, one of the original CRA goals was to also benefit the surrounding San Mateo, Oceanway and Pecan Park neighborhoods. At the time of the CRA Redevelopment Plan, the Redevelopment Area and surrounding lands did not have any major retail opportunities (other than Duns Avenue) which hampered the residential development of the CRA and surrounding areas. The development of River City Market Place was and is now a major catalyst of major residential developments within Planning District 6.

The 1993 Community Redevelopment Plan reported that there were approximately 3,084 dwelling units within Census Tract 103 as of 1988. The 1990 Census reported that the area had 3,623 dwelling units. Approximately 48% of the units were single family, 33% multi-family and 19% mobile homes.

TABLE X. HOUSING TYPE, 1990

CRA DEMOGRAPHICS AND ECONOMICS

Housing Type	1990	103.01	103.02	Total	Percent
Single Family detached	416	1,285	1,701	47.0%	
Single Family attached	0	25	25	0.7%	
2 units	3	8	11	0.3%	
3 or 4 units	0	81	81	2.2%	
5-9 units	0	157	157	4.3%	
10-19 units	2	619	621	17.1%	
20-49 units	0	248	248	6.8%	
50 or more	0	80	80	2.2%	
Mobile Homes	526	150	676	18.7%	
Other	0	23	23	0.6%	
Total	947	2,676	3,623	(X)	

SOURCE: US CENSUS, 1990

The majority of housing were built after 1980 (49.8%). As of 1990, only 9% of the housing were 30 years or older.

TABLE X. HOUSING YEAR BUILT

Housing Year Built	1990	103.01	103.02	Total	Percent
1989-1990	12	326	338	9.3%	
1985-1988	163	818	981	27.1%	
1980-1984	181	305	486	13.4%	
1970-1979	275	753	1,028	28.4%	
1960-1969	151	312	463	12.8%	
1950-1959	99	94	193	5.3%	
1949 or earlier	67	68	135	3.7%	
Total	948	2,676	3,624	100.0%	

SOURCE: US CENSUS, 1990

According to the 1990 Census, 92.5% of the dwelling units were occupied (7.5% were vacant). Owner occupied housing represent 59% of the occupied housing and renters accounted for 41% of the occupied housing.

TABLE X. HOUSING TENURE, 1990

Housing Units	1990	103.01	103.02	Total	Percent
Total	948	2,676	3,624		
Occupied Housing	895	2,456	3,351	92.5%	
Owner	733	1,246	1,979	59.1%	
Renter	162	1,210	1,372	40.9%	
Vacant	53	220	273	7.5%	

SOURCE: US CENSUS, 1990

Of the occupied housing, the southern tract (103.02) had a slightly higher mean income.

TABLE X. MEAN INCOME, 1990

Mean Income by Tenure	1990	103.01	103.02
Owner Occupied	\$36,825	\$37,877	
Renter Occupied	\$24,928	\$25,308	

SOURCE: US CENSUS, 1990

While Census Tract 103.02 had a slightly higher median income; the median house value was slightly lower than Census Tract 103.01.

TABLE X. HOUSING AND INCOME, 1990

Income and Housing Value	1990	103.01	103.02	Total
Housing	948	2,676	3,624	
Median Household Income	\$31,087	\$31,639	na	
Median House Value	\$34,223	\$33,528	na	

SOURCE: US CENSUS, 1990

SUBSTANDARD HOUSING

The Department of Commerce defines substandard housing as occupied dwelling units that are lacking complete facilities and/or are overcrowded. The 1990 Census reports that 173 dwelling units or 5.2% of the area's housing was substandard.

TABLE X. SUBSTANDARD HOUSING, 1990

CRA DEMOGRAPHICS AND ECONOMICS

Census Tract	Above I-295	Below I-295	Total
Occupied Housing Units	895	2,456	3,351
Substandard			
Lacking Complete Facilities	14	107	121
Overcrowding	0	0	0
Poverty (Units)	37	136	173
% Poverty	4.13%	5.54%	5.16%

SOURCE: US CENSUS, 1990
2010 CENSUS

DEMOGRAPHICS

The 2010 US Census estimated that the study area (old census tract 103) had a population of 17,834, a net growth of 8,035 persons since 1990. Approximately 69% of the growth was African American, 27% White and 4% were defined as “Other”.

The number of dwelling units that lack complete facilities (substandard) declined by 54 units, while overcrowded units increased by 101 units.

Table x. Study Area Demographics, 2010

Census Tract	1990			2010		
	Above I-295	Below I-295	Total	Above I-295	Below I-295	Total
Population	3,394	6,405	9,799	4,120	13,714	17,834
White	2,658	2,711	5,369	2,969	1,917	4,886
% White	78%	42%	55%	72.1%	14.0%	27.4%
Black	711	3,615	4,326	1,012	11,224	12,236
%Black	21%	56%	44%	24.6%	81.8%	68.6%
Other	25	79	104	139	573	712
% Other	1%	1%	1%	3.4%	4.2%	4.0%
Substandard						
Lacking Complete Facilities	14	107	121	41	26	67
Overcrowding	0	0		18	83	101

SOURCE: US CENSUS, 1990

RESIDENT AGE

Census Tract 103.01, which lies north of I-295, residents are older than the southern census tract residents having a median age of 39.2 years.

TABLE X. DEMOGRAPHICS, 2010

Geography	Census Tract 103.01	Census Tract 103.03	Census Tract 103.04
Total population - 16 years and over	3,495	4,814	5,527
Percent; Total population - 16 years and over	84.8	74.5	76.2
Total population - 18 years and over	3,382	4,623	5,246
Percent; Total population - 18 years and over	82.1	71.6	72.3
Total population - 21 years and over	3,178	4,329	4,894
Percent; Total population - 21 years and over	77.1	67	67.5
Total population - 62 years and over	607	685	832
Percent; Total population - 62 years and over	14.7	10.6	11.5
Total population - 65 years and over	476	535	610
Percent; Total population - 65 years and over	11.6	8.3	8.4
Total population - Median age (years)	39.2	32.4	35.8

CRA DEMOGRAPHICS AND ECONOMICS

HOUSING

Based on the 2010 Census, there were 7,291 housing units within the Study area, an increase of 3,667 dwelling units (a gain of slightly over 100%) between 1990 and 2010. Of the total units, 63% were owner occupied; a significant increase over 1990's 59%. In 2010, 37% of the occupied housing units were rentals; a significant decrease compared to 1990's 41%.

TABLE X. HOUSING CHARACTERISTICS, 2010

SOURCE: 2010 US CENSUS

QT-H1-Geography-Census Tract 103.01, Duval County, 2010 Census Summary File 1

Subject	Census Tract 103.01		Census Tract 103.03	
	Number	Percent	Number	Percent
OCCUPANCY STATUS				
Total housing units	1,612	100	2,731	100
Occupied housing units	1,420	88.1	2,464	90.2
Vacant housing units	192	11.9	267	9.8
TENURE				
Occupied housing units	1,420	100	2,464	100
Owner occupied	982	69.2	1,481	60.1
Owned with a mortgage or loan	676	47.6	1,312	53.2
Owned free and clear	306	21.5	169	6.9
Renter occupied	438	30.8	983	39.9
VACANCY STATUS				
Vacant housing units	192	100	267	100
For rent	117	60.9	141	52.8
Rented, not occupied	0	0	0	0
For sale only	22	11.5	57	21.3
Sold, not occupied	1	0.5	8	3
For seasonal, recreational, or occasional use	7	3.6	1	0.4
For migratory workers	0	0	0	0
Other vacant	45	23.4	60	22.5

2014 AMERICAN COMMUNITY SURVEY

Detailed bicentennial Census data is no longer be collected (as shown earlier) but instead will be compiled from the annual American Community Survey (ACS). Because of smaller sample sizes, the Census Bureau recommends that a 5-year trend be used to estimate the latest statistics for the JIA CRA; which in the case of this analysis is 2014 (the 2010-2014 ACS trended data).

POPULATION/HOUSING

Between 1990 and 2014, the study area's population increase by 87% and was estimated to contain a population of 18,148 residents. Occupied housing units increased by 93% by 2010 and numbered 6,476 dwelling units.

TABLE X. 2014 POPULATION AND HOUSING

Summary (complete CT)	Census		ACS	
	1990	2010-2014	Change	%
Population	9,799	18,348	8,549	87.2%
Housing (occupied)	3,351	6,476	3,125	93.3%

SOURCE: 1990 US CENSUS AND 2010-2014 ACS

RACIAL BY BLOCK GROUP

In 2014, the Study Area's racial composition was 30% White and 66% African American.

TABLE X. RACIAL COMPOSITION BY BLOCK GROUP, 2014

Racial Composition 2010-2014 ACS	CT 103.1		CT 103.3		CT 103.4			Total #
	Block Group 1	Block Group 2	Block Group 1	Block Group 2	Block Group 1	Block Group 2	Block Group 3	
% within CRA	100%	100%	60%	10%	100%	100%	100%	
Population	3,207	1,020	5,599	1,436	1,699	3,317	2,070	18,348
White	2,409	776	1,124	623	338	191	122	5,583
African American	686	175	4,251	758	1,279	3,077	1,948	12,174

SOURCE: 2010-2014 ACS

HOUSEHOLD INCOME

Median household income for the Study Area ranges from \$52,450 for Census Tract 103.01 (north of I-295) to \$39,289. The latter figure is subject to large margin of error as shown in the Table below.

TABLE X. MEDIAN HOUSEHOLD INCOME, 2014

Geography	Total; Estimate; Households	Total; Margin of Error; Households	Median income (dollars); Estimate; Households	Median income (dollars); Margin of Error; Households
Census Tract 103.01	1,381	99	\$52,450	\$6,261
Census Tract 103.03	2,520	179	\$41,997	\$7,121
Census Tract 103.04	2,575	210	\$39,289	\$16,962

Source: 2010-2014 ACS

CRA DEMOGRAPHICS AND ECONOMICS

Table x. Median Household Income and Housing Value by Block Group, 2014

Income and Housing Value 2010-2014 ACS	CT 103.1		CT 103.3		CT 103.4			Total #
	Block Group 1	Block Group 2	Block Group 1	Block Group 2	Block Group 1	Block Group 2	Block Group 3	
Housing	1,008	736	2,255	492	900	1,191	945	7,527
Median Household Income	\$63,824	\$33,144	\$42,457	\$40,991	\$27,054	\$65,446	\$33,977	-
Median House Value	\$164,400	\$78,000	\$120,100	\$88,700	\$142,400	\$137,100	\$125,400	-

SOURCE: 2010-2014 ACS

HOUSING TYPE

According to ACS data, 60% of the housing within the study area is single family detached housing. Mobile homes comprise approximately 7% of the housing stock. During the time period of 1990-2014, housing units with 10-19 units grew by 339% and units with 20-49 units grew by 103%.

TABLE X. HOUSING TYPE, 2014

Housing Type	1990			2010-2014				2014-1990	
	103.01	103.02	Total	CT 103.1 Total	CT 103.3 Total	CT 103.4 Total	Total #	Change	Percent Change
Single Family detached	416	1,285	1,701	841	1,647	2,039	4,527	2,826	60.2%
Single Family attached	0	25	25	20	131	0	151	126	19.8%
2 units	3	8	11	0	96	0	96	85	12.9%
3 or 4 units	0	81	81	19	63	220	302	221	36.7%
5-9 units	0	157	157	33	225	237	495	338	46.4%
10-19 units	2	619	621	135	197	472	804	183	339.3%
20-49 units	0	248	248	223	266	0	489	241	102.9%
50 or more	0	80	80	50	48	68	166	86	93.0%
Mobile Homes	526	150	676	423	74	0	497	-179	-377.7%
Other	0	23	23	0	0	0	0	-23	-100.0%
Total Housing Units	947	2,676	3,623	903	1,100	997	7,527	3,904	92.8%

SOURCE: 1990 US CENSUS AND 2010-2014 ACS

TABLE X. HOUSING TYPE BY BLOCK GROUP, 2014

Housing Type 2010-2014 ACS	CT 103.1		CT 103.3		CT 103.4			Total #
	Block Group 1	Block Group 2	Block Group 1	Block Group 2	Block Group 1	Block Group 2	Block Group 3	
	100%	100%	100%	100%	100%	100%	100%	100%
Single Family detached	633	208	1,305	342	330	1,191	518	4,527
Single Family attached	13	7	131	0	0	0	0	151
2 units	0	0	96	0	0	0	0	96
3 or 4 units	0	19	63	0	130	0	90	302
5-9 units	0	33	117	108	118	0	119	495
10-19 units	0	135	183	14	285	0	187	804
20-49 units	0	223	266	0	0	0	0	489
50 or more	0	50	30	18	37	0	31	166
Mobile Homes	362	61	64	10	0	0	0	497
Total	1,008	736	2,255	492	900	1,191	945	7,527

Source: 2010-2014 ACS

HOUSING TENURE

As of 2014, 63% of the study area's occupied housing was owner occupied, and increase of 2,112 units since 1990. Vacant housing increased by 778 units which maybe a result of foreclosures (remnant of the Great Recession) with housing valued as less than the mortgage values (referred to being "underwater").

TABLE X. HOUSING BY TENURE, 2014

Housing Units	1990			2010-2014				2014-1990 Change	Percent Change
	103.01	103.02	Total	CT 103.1	CT 103.3	CT 103.4	Total		
Occupied Housing	895	2,456	3,351	1,381	2,520	2,575	6,476	3,125	93.3%
Owner	733	1,246	1,979	957	1,536	1,598	4,091	2,112	106.7%
Renter	162	1,210	1,372	424	984	977	2,385	1,013	73.8%
Vacant	53	220	273	363	227	461	1,051	778	285.0%

SOURCE: 1990 US CENSUS AND 2010-2014 ACS

TABLE X. HOUSING TENURE BY BLOCK GROUP, 2014

Housing Year Built 2010-2014 ACS	CT 103.1		CT 103.3		CT 103.4			Total #
	Block Group 1	Block Group 2	Block Group 1	Block Group 2	Block Group 1	Block Group 2	Block Group 3	
Total Housing	1,008	736	2,255	492	900	1,191	945	7,527
Occupied Housing	890	491	2,054	466	657	1,113	805	6,476
Owner	722	235	1,281	255	196	929	473	4,091
Renter	168	256	773	211	461	184	332	2,385
Vacant	118	245	201	26	243	78	140	1,051

SOURCE: 1990 US CENSUS AND 2010-2014 ACS

CRA DEMOGRAPHICS AND ECONOMICS

HOUSING AGE

2010-2014 ACS data is subject to sampling errors but the 2014 data indicates the 62% of the housing has been built since 1990. As of 2014 approximately 11% of the study area's housing stock is at least 44 years old.

TABLE X. AGE OF HOUSING, 2014

Housing Year Built	1990			2010-2014				2014-1990 Change	Percent Change
	103.01	103.02	Total	CT 103.1	CT 103.3	CT 103.4	Total		
2010+				36	141	0	177	177	100%
2000-09				776	1,226	626	2,628	2,628	100%
1990-99				257	536	1,043	1,836	1,836	100%
1980-89	356	1,449	1,805	317	399	574	1,290	-515	-28.5%
1970-1979	275	753	1,028	97	198	470	765	-263	-25.6%
1960-1969	151	312	463	136	119	259	514	51	11.0%
1950-1959	99	94	193	33	83	64	180	-13	-6.7%
1949 or earlier	67	68	135	92	45	0	137	2	1.5%
Total	948	2,676	3,624	1,744	2,747	3,036	7,527	3,903	107.7%

FOOTNOTE: 2010-2014 FIGURES ARE SUBJECT TO SAMPLE ERRORS

TABLE X. AGE OF HOUSING BY BLOCK GROUP, 2014

Housing Year Built 2010-2014 ACS	CT 103.1		CT 103.3		CT 103.4			Total #
	Block Group 1	Block Group 2	Block Group 1	Block Group 2	Block Group 1	Block Group 2	Block Group 3	
2010+	0	36	141	0	0	0	0	177
2000-09	343	433	1,074	152	95	388	143	2,628
1990-99	185	72	422	114	316	343	384	1,836
1980-89	251	66	363	36	149	285	140	1,290
1970-79	78	19	117	81	184	158	128	765
1960-69	116	20	35	84	156	0	103	514
1950-59	16	17	72	11	0	17	47	180
1949 or earlier	19	73	31	14	0	0	0	137
Total	1,008	736	2,255	492	900	1,191	945	7,527

SOURCE: 2010-2014 ACS

HOUSING VALUES

The median value of housing within the study area ranged from \$140,600 to \$113,400, according to the 2010-2014 ACS. The highest values are north of I-295 (Census Tract 103.01).

TABLE X. HOUSING VALUES, 2014

Subject	Census Tract 103.01, Duval County, Florida				Census Tract 103.03, Duval County, Florida				Census Tract 103.04, Duval County, Florida			
	Estimate	Margin of Error	Percent	Percent Margin of Error	Estimate	Margin of Error	Percent	Percent Margin of Error	Estimate	Margin of Error	Percent	Percent Margin of Error
VALUE												
Owner-occupied units	957	+/-106	957	(X)	1,536	+/-154	1,536	(X)	1,598	+/-179	1,598	(X)
Less than \$50,000	121	+/-67	12.60%	+/-6.7	36	+/-40	2.30%	+/-2.6	74	+/-61	4.60%	+/-3.8
\$50,000 to \$99,999	214	+/-58	22.40%	+/-6.1	586	+/-140	38.20%	+/-9.0	192	+/-99	12.00%	+/-6.2
\$100,000 to \$149,999	168	+/-58	17.60%	+/-5.9	398	+/-118	25.90%	+/-7.2	687	+/-187	43.00%	+/-10.8
\$150,000 to \$199,999	153	+/-58	16.00%	+/-5.7	352	+/-120	22.90%	+/-6.9	480	+/-169	30.00%	+/-9.3
\$200,000 to \$299,999	210	+/-67	21.90%	+/-6.3	108	+/-81	7.00%	+/-5.2	151	+/-93	9.40%	+/-5.7
\$300,000 to \$499,999	70	+/-39	7.30%	+/-3.9	56	+/-66	3.60%	+/-4.3	0	+/-19	0.00%	+/-2.5
\$500,000 to \$999,999	11	+/-17	1.10%	+/-1.8	0	+/-19	0.00%	+/-2.6	0	+/-19	0.00%	+/-2.5
\$1,000,000 or more	10	+/-15	1.00%	+/-1.5	0	+/-19	0.00%	+/-2.6	14	+/-24	0.90%	+/-1.5
Median (dollars)	\$140,600	+/-24,327	(X)	(X)	\$113,400	+/-13,081	(X)	(X)	\$133,300	+/-	(X)	(X)

SOURCE: 2010-2014 ACS

OWNERSHIP HOUSING AFFORDABILITY

Affordability is defined by the Federal Government as not more than 30% of household income being spent on housing. Within the study area, housing affordability is an issue. Households that paid more than 30% for housing ranged from a high of 56.8% to a low of 36.6% as shown in Table x.

TABLE X. OWNERSHIP HOUSING AFFORDABILITY

Subject	Census Tract 103.01, Duval County, Florida				Census Tract 103.03, Duval County, Florida				Census Tract 103.04, Duval County, Florida			
	Estimate	Margin of Error	Percent	Percent Margin of Error	Estimate	Margin of Error	Percent	Percent Margin of Error	Estimate	Margin of Error	Percent	Percent Margin of Error
SELECTED MONTHLY OWNER COSTS AS A PERCENTAGE OF HOUSEHOLD INCOME												
Housing units with a mortgage	585	+/-99	585	(X)	1,262	+/-171	1,262	(X)	1,259	+/-193	1,259	(X)
Less than 20.0 percent	162	+/-52	27.70%	+/-9.0	301	+/-128	23.90%	+/-9.3	486	+/-162	38.60%	+/-11.0
20.0 to 24.9 percent	104	+/-51	17.80%	+/-8.4	248	+/-109	19.70%	+/-8.4	138	+/-85	11.00%	+/-6.7
25.0 to 29.9 percent	45	+/-32	7.70%	+/-5.5	251	+/-100	19.90%	+/-7.8	52	+/-49	4.10%	+/-4.0
30.0 to 34.9 percent	17	+/-20	2.90%	+/-3.4	56	+/-46	4.40%	+/-3.7	59	+/-61	4.70%	+/-4.9
35.0 percent or more	257	+/-97	43.90%	+/-12.3	406	+/-115	32.20%	+/-7.9	524	+/-183	41.60%	+/-12.6

SOURCE: 2010-2014 ACS

CRA DEMOGRAPHICS AND ECONOMICS

JACKSONVILLE INTERNATIONAL TRADEPORT

The Jacksonville International Tradeport is a Development of Regional Impact (DRI). It contains 450 acres and 4.5 million sq. ft. of development. The CRA has assisted in bring In the 1990s, the Coach Inc., Sally Beauty Co. and American Body Armor and Equipment — now known as Armor Holdings to the Tradeport.

Since 1995 Coach has had three (3) expansions and employees over 400 employees.

FIGURE X. COACH TRADEPORT FACILITIES



A more recent addition is Mercedes which occupies 415,000 sq. ft. of space and had a recent (2016) expansion adding 150 additional employees to the Tradeport.

FIGURE X. MERCEDES TRADEPORT FACILITIES



The Tradeport is largely built-out, with only 2 remaining vacant parcels

FIGURE X. JACKSONVILLE INTERNATIONAL TRADEPORT
SOURCE: JACKSONSHAW.COM

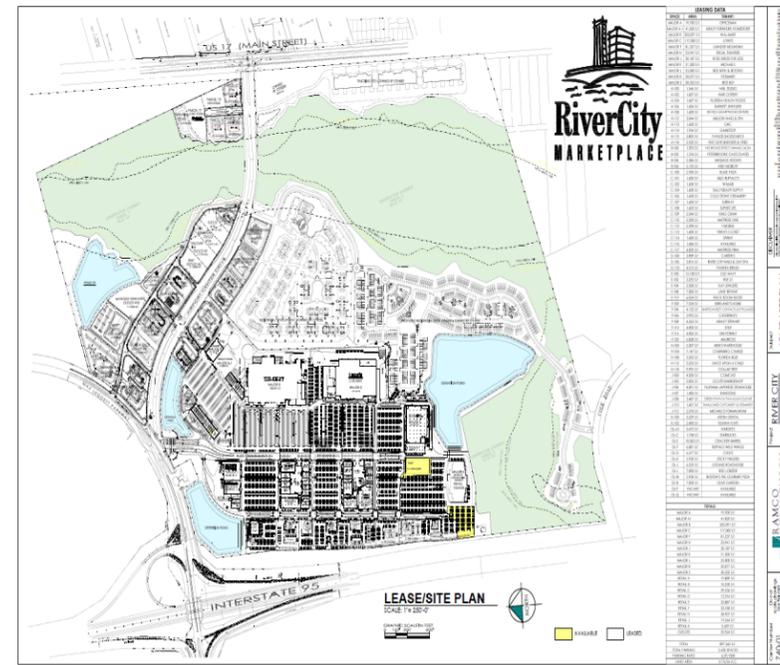
RIVER CITY MARKET PLACE

River City Market Place is an 899,588 open area regional retail center which opened in late 2006. The CRA used tax increment financing for incentives that paved the way for construction of River City Marketplace. The overall plan for the 425 acre mixed use project included the 125 acre shopping district, 900 residential units, 300 hotel rooms and 133,000 sq. ft. of light industrial space.

FIGURE X. RIVER CITY MARKET PLACE RETAILERS, 2015



FIGURE X. RIVER CITY MARKET PLACE SITE PLAN



CRA DEMOGRAPHICS AND ECONOMICS

CURRENT DEVELOPMENTS

Two major developments are under construction within the JIA CRA. Sands Jacksonville is constructing a 110 Bed Hospital and Office Tower that is reported to employ 350.

FIGURE X. SHANDS JACKSONVILLE NORTH



FIGURE X. PROPOSED AMAZON DISTRIBUTION CENTER



Amazon has just announced the selection of Jacksonville for its 170 acre, 800,000+ sq. ft. distribution center. This \$200 million development will employ 1,500.

CURRENT CRA JOB CREATION

An analysis of the occupied development space within the CRA indicates an overall employment of 18,498 excluding Airport employment. That number will increase to 20,348 in early 2017 with the addition of Amazon and Sands Jacksonville North.

TABLE X. EMPLOYMENT ESTIMATES

JIA CRA Section	Employment
Total North	696
Total Central	15,994
Total South	1,808
Total Excluding Airport	18,498

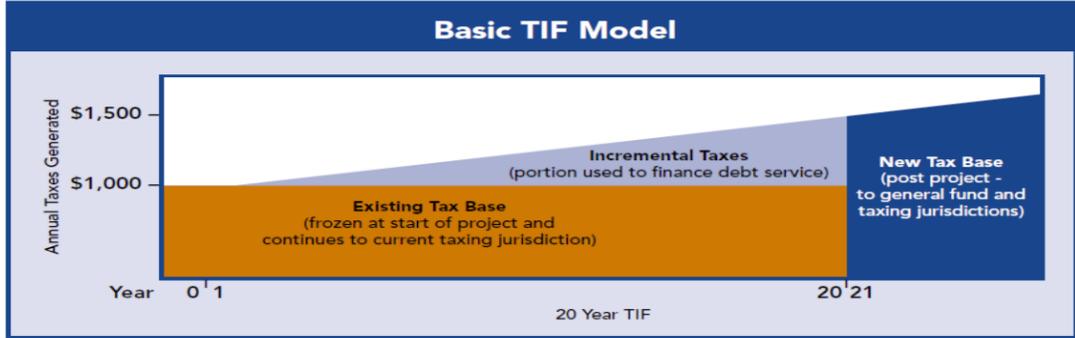
SOURCE: CITY OF JACKSONVILLE; STRATEGIC PLANNING GROUP, INC.

JIA CRA FUNDING

The CRA receives most of its funding from Tax Increment Financing (TIF). TIF is a development finance tool that captures the future value of an improved property to pay for the current costs of those improvements. The TIF process involves three basic steps. First, the TIF district’s geographic boundaries are established. Second, the initial value of all land within the district is assessed, which in the case of the JIA CRA was 1993. Third, the 1993 value of property tax revenue is established as a baseline and is frozen. As development occurs and revenue from property taxes rises, this increase—or increment—above the baseline is used to pay debt service for the improvements made to the district.

In this way, municipalities are able to build infrastructure and incentivize development without raising taxes.

FIGURE X. BASIC TIF MODEL



From the CDFA *Tax Increment Finance Best Practices Reference Guide* © 2007. For illustrative purposes only.

At the time of this draft, the City of Jacksonville had not provided the historic annual Incremental tax revenue (nor supporting data as to the baseline, overall taxable value, millage rate, etc.).

A non-published draft 2015 JIA CRA Assessment Report referenced COJ Office of Council Auditor data for FY 1995-1996 through FY 2014-2015¹. That draft report stated the Base Year taxable value was approximately \$189 million.

The CRA Budget for FY 2017 shows TIF revenue of \$8,979,358. Assuming a property tax rate of 11.4419, the CRA should have a taxable value of \$784.8 million. This represents an increase in TIF revenues of 7.4% over FY 2016 TIF revenues of \$8,362,186. With the construction of the Amazon Distribution Center, Shands North and the continued rebound of residential property values, TIF revenues should exhibit significant growth over the next two years

¹ As stated in the text, this data has not been verified.

JIA CRA ENABLING CONDITIONS

SUBSTANDARD HOUSING

The formation of the CRA in 1990 utilized a Determination of Blight based upon 3 conditions found within the described boundary of the CRA. The CRA Boundary and legal description was adjusted slightly in later years to better align with defined property and natural boundaries. For the purpose of this benchmarking analysis, the amended boundary will be utilized uniformly for area measurement and will be utilized for sub-area analysis of the Southern, Central and Northern zones.

Data Collection, analysis and Benchmarking the accomplishments of the CRA since 1993 will focus on the “Determination of Blight” conditions, defined by statute at the time of the CRA formation which are currently termed “Findings of Necessity”.

BLIGHT CONDITION/FINDING OF NECESSITY – SUBSTANDARD HOUSING UNITS

JIA CRA Determination of Blight and CRA Masterplan both establish that 41% of the housing units or dwelling units are sub-standard. This determination is found to apply within census tract 103 and is projected to apply uniformly within the CRA as a significant geographic area within the census tract.

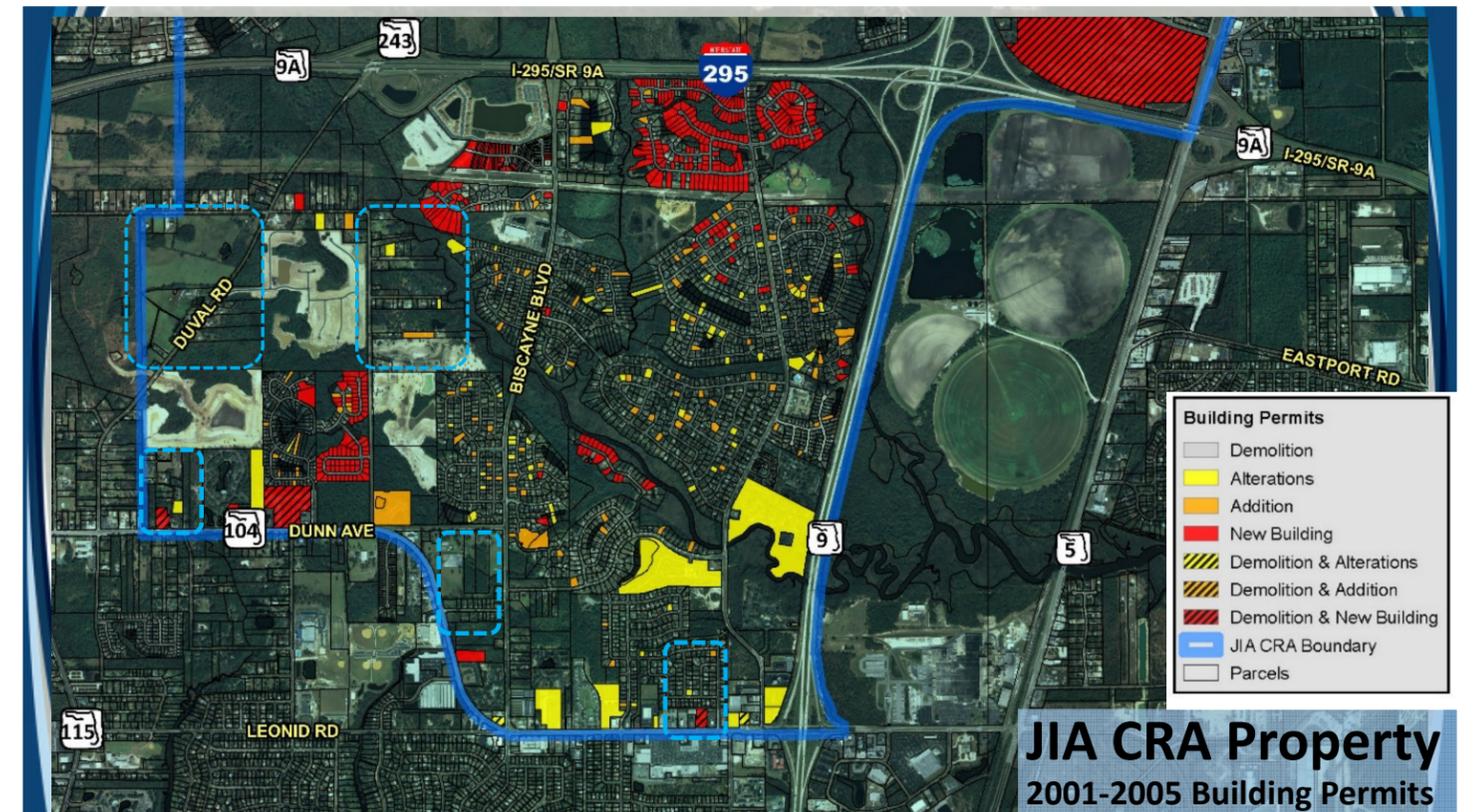
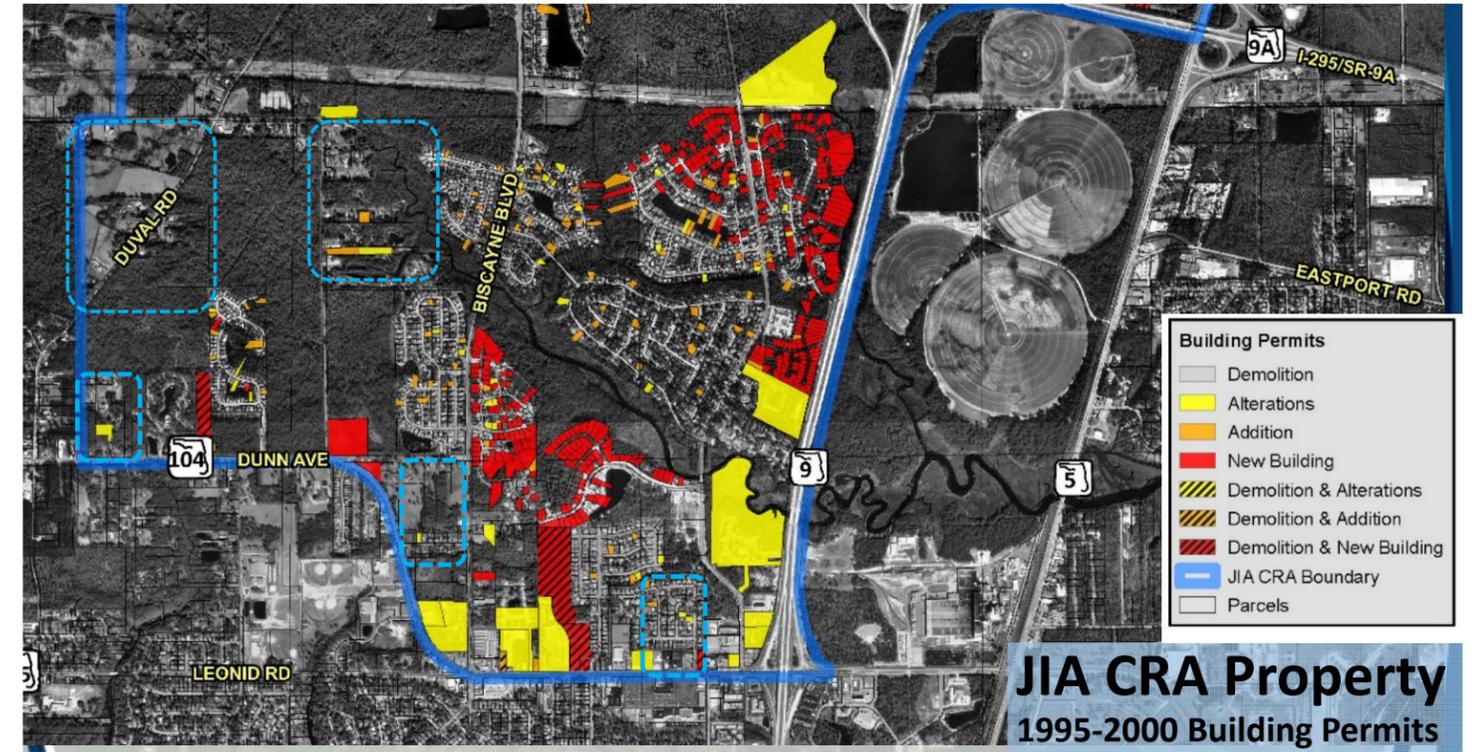
Measurement of the improvement in housing conditions within the CRA can be accomplished by comparison of later years’ publication of census tract data with the assumption that the census methods and definition of sub-standard housing and obsolete building structures are uniform.

BENCHMARKING CRA HOUSING CONDITION PROGRESS BY CITY PROPERTY RECORDS

This report establishes a consistent measurement methodology and definition of sub-standard housing to allow for the CRA sub-areas to be documented. A baseline year/condition of 1995 is established for the CRA Legacy housing condition and every subsequent year data is analyzed and summarized in 5 year increments to reach the 2015 current condition. Measurement is via property records documenting habitable structures and related improvements on land parcels, the number of structures per lot of record, the age of the structures and the history of building permits for the property.

Building permit data was separated into categories and mapped via GIS. The building permits were parsed into the following:

- Demolition only- which is an indicator of the removal of older or obsolete improvements
- Alterations only – which includes re-roofing, plumbing, electrical, and site improvements
- Additions – which includes the construction of additional building structures attached to the existing
- New Buildings – which includes the construction of discrete habitable structures on a lot
- Demolition & Alteration – which includes demolition activity followed by Alterations per the above
- Demolition & Addition – which includes demolition activity followed by Additions per the above
- Demolition & New Building – which includes demolition activity followed by new building construction per the above.



JIA CRA ENABLING CONDITIONS

This data collection and mapping allows for all property within the CRA boundary, parcel acreage and geo-referencing to be considered along with age of structures and improvement activities. This methodology can be uniformly applied over time to determine where enclaves of property exists that exhibit both age and deferred maintenance or the use of maintenance via unlicensed contractors occurring outside of normal building permit requirements. These same properties can then be located and inspected for other conditions that may contribute towards sub-standard conditions and also compared with surrounding property within the CRA for improved property values and change over time.

The Building Permit activity, analysis and mapping indicated several enclaves in each CRA sub-area where property conditions meet the typical criteria associated with sub-standard housing including age with a lack of improvements over time in association with neighborhood conditions which lack typical public services of paved roads, curbs, drainage improvements, sewer collection, potable water, fire flows, lighting and sidewalk connectivity.

CRA North sub-area contains 232 dwellings in 1995 that include 2 dwellings that are sub-standard utilizing the report methodology of measurement and definition. This represents .86% of the representative housing stock.

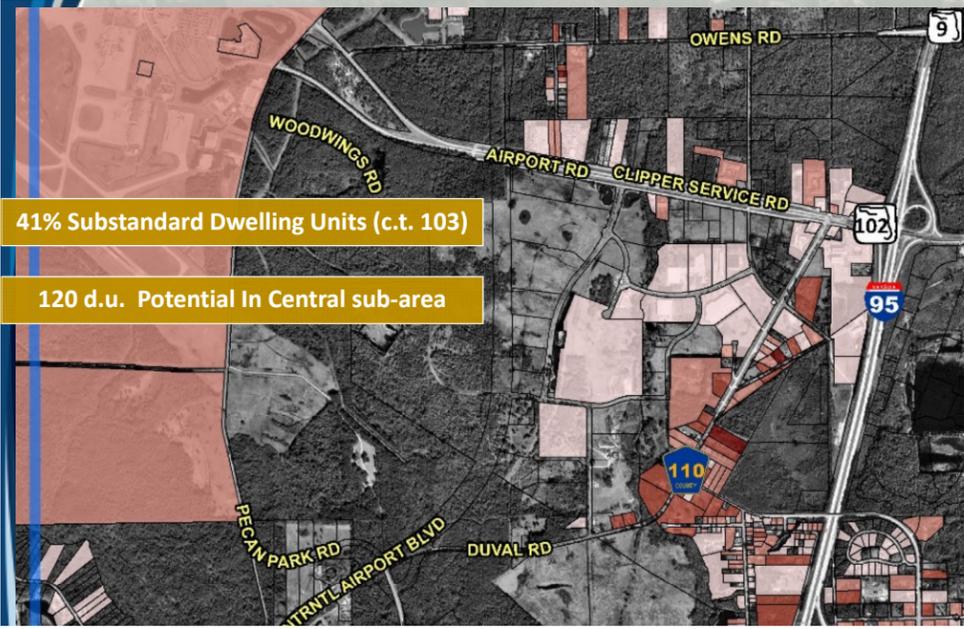
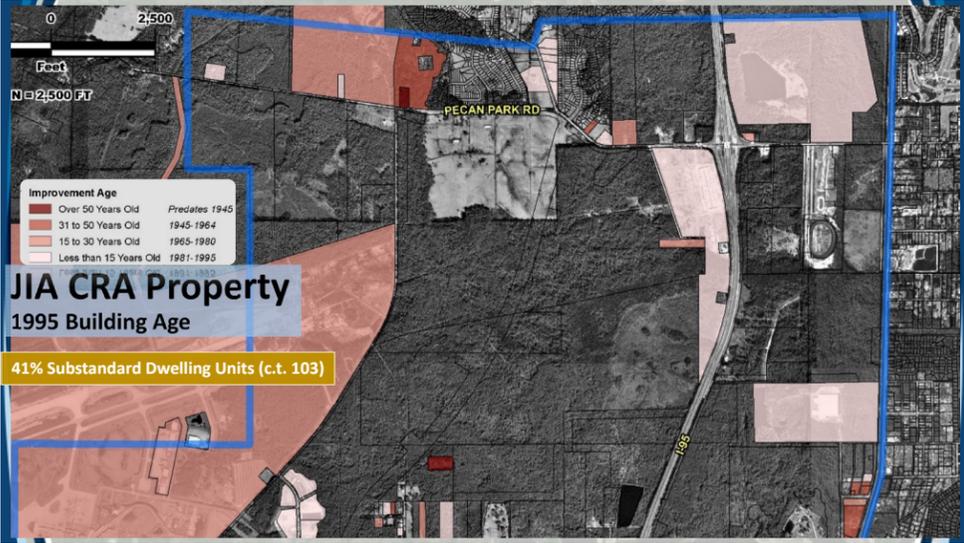
CRA Central sub-area contains 420 dwellings in 1995 that include 120 dwellings that are sub-standard utilizing the report methodology of measurement and definition. This represents 28.5% of the representative housing stock.

CRA South sub area contains 2463 dwellings in 1995 that include 147 dwellings that are sub-standard utilizing the report methodology of measurement and definition. This represents 5.97% of the representative housing stock.

CRA North sub-area contains 427 total dwellings in 2015 that include 30 dwellings that are sub-standard utilizing the report methodology of measurement and definition. This represents 7.0% of the representative housing stock. A neighborhood designated NRZ-11 (Neighborhood Revitalization Zone) is shown in the map series. Reference appendix --- for further documentation of the neighborhood. Reference appendix --- for tabular property record data.

CRA Central sub-area contains 625 total dwellings in 2015 that include 296 dwellings that are sub-standard utilizing the report methodology of measurement and definition. This represents 47.3% of the representative housing stock. Neighborhood enclaves designated NRZ-6 through NRZ-10 (Neighborhood Revitalization Zone) are shown in the map series. Reference appendix --- for further documentation of the neighborhoods. Reference appendix --- for tabular property record data.

CRA South sub area contains 3549 dwellings in 2015 that include 182 dwellings that are sub-standard utilizing the report methodology of measurement and definition. This represents 5.12% of the representative housing stock. Neighborhood enclaves designated NRZ-1 through NRZ-5 (Neighborhood Revitalization Zone) are shown in the map series. Reference appendix --- for further documentation of the neighborhoods. Reference appendix --- for tabular property record data.



JIA CRA ENABLING CONDITIONS

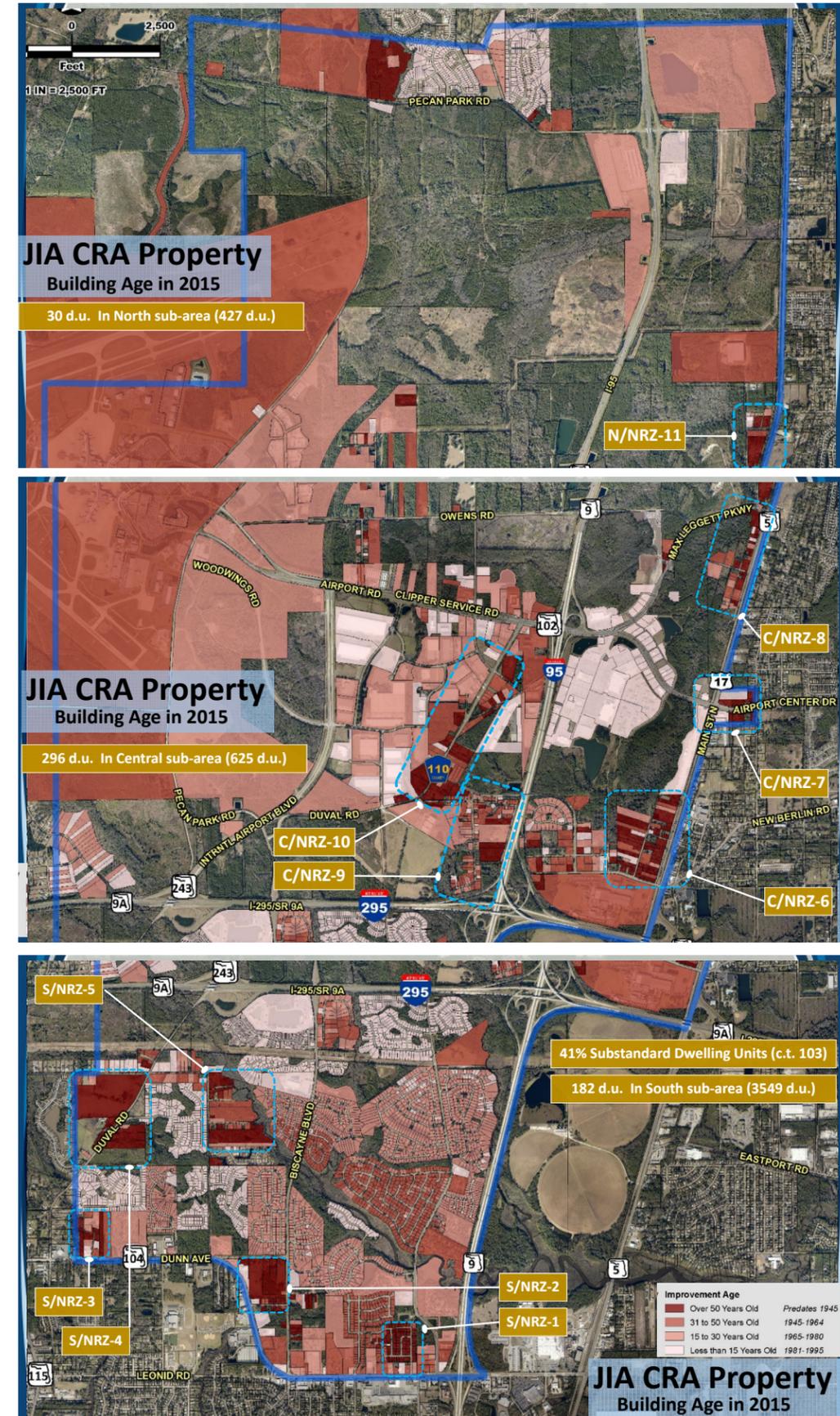
BENCHMARKING REPORT CONCLUSIONS for Sub-standard housing indicate a significant statistical improvement over the 41.0% sub-standard housing value established in the Legacy CRA documents. The housing condition improvement has occurred via both a statistical increase in newer housing units constructed within the CRA and through more detailed census block data and tract boundaries which remove the requirement for extrapolation to determine the current data set. The Legacy CRA Plan and subsequent area reports and studies did not specifically map or identify properties that were sub-standard or in need of more detailed assessment to determine social or infrastructure needs. Area Action Plans, envisioned by the Legacy CRA Master Plan as a method of targeting specific improvements have not occurred within the CRA in the neighborhood areas identified by the current report methodology. The broad areas of CRA redevelopment and in-fill development patterns since inception anticipated that the improvements of local jobs, services and transportation infrastructure would translate into improvement of basic housing conditions in all neighborhoods.

The specific NRZ-1 through 11 sub-standard conditions have been unaffected by the growth of jobs, new housing, infrastructure and investment within the CRA and have continued to age. When applying a consistent definition of sub-standard housing and consistent methods of measurement to both the 1995 baseline conditions and the 2015 conditions, we find that the significant improvements within the CRA for economic development, jobs, services and general increase of the desirability of all CRA sub-areas for primary housing, rental housing and multi-family housing; have not reduced the actual number of residential housing units meeting the sub-standard criteria. Each CRA sub-area has undergone a net increase in sub-standard dwellings that are clustered in NRZ neighborhood enclaves either unchanged from the 1995 baseline condition or located in additional areas that were borderline for sub-standard in the 1995 baseline measurement.

CRA PLAN STATUS AND IMPLICATIONS to address the neighborhood housing (NRZ) conditions. It should be noted that many of the sub-standard conditions that exist in the report identified NRZ enclaves, represent elements of needed improvement, management, maintenance, social, elder care and family services that are beyond the means of CRA administration and CIP budgets. Many existing municipal and regional service providers directly participate in this regard and should be the prime agencies to facilitate specific improvements. Neighborhood outreach to collectively address “old Florida” lifestyle preference that may no longer work for residents required to age in place of rely on family compound living arrangements with multiple housing units, mobile homes and recreational vehicles serving to support property ownership in the face of declining values.

The Benchmarking Report can serve as a method of NRZ documentation and communication originating from the CRA provided to municipal and County service providers, and serve as a mechanism to influence neighborhood development efforts largely outside of any CRA oversight or CIP budget where inconsistent with statutory expense and Legacy Plan implementation.

The North and South CRA sub-areas exhibit low percentage levels of sub-standard housing which is similar in percentage to most of Duval County and no longer meets the atypical housing conditions supported by the Redevelopment Act. The Central sub-area continues to have a significant percentage of sub-standard NRZ housing conditions and represents atypical housing, infrastructure, platting and access that meet current Findings of Necessity criteria under Ch. 163 F.S.



JIA CRA ENABLING CONDITIONS

VACANT AND UNDERUTILIZED LAND

The JIA CRA Determination of Blight and CRA Masterplan both establish that 54% of the gross land within the CRA Boundary was vacant or under-utilized. This determination is found to apply within the boundary utilized for the 1993 Master Plan, which was adjusted in later years to better match with the City Atlas and property lines. The Legacy Master Plan or Blight Study does not locate the vacant land or define the precise criteria for the underutilization/uneconomic use of land which is projected to apply uniformly within the CRA acreage as significant geographic areas within the CRA. Benchmarking of CRA progress with reducing the percentage of vacant and under-utilized land conditions within the CRA can be accomplished by consistent measurement of land and the application of consistent definitions of vacancy and under-utilization along with comparison of later years' data.

BENCHMARKING CRA VACANT AND UNDERUTILIZED LAND CONDITION & PROGRESS BY CITY PROPERTY RECORDS

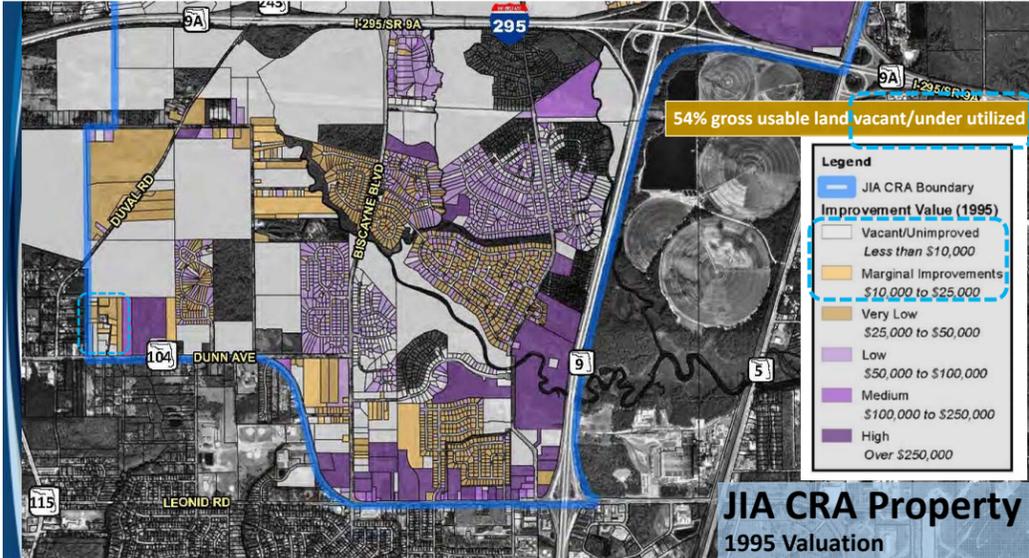
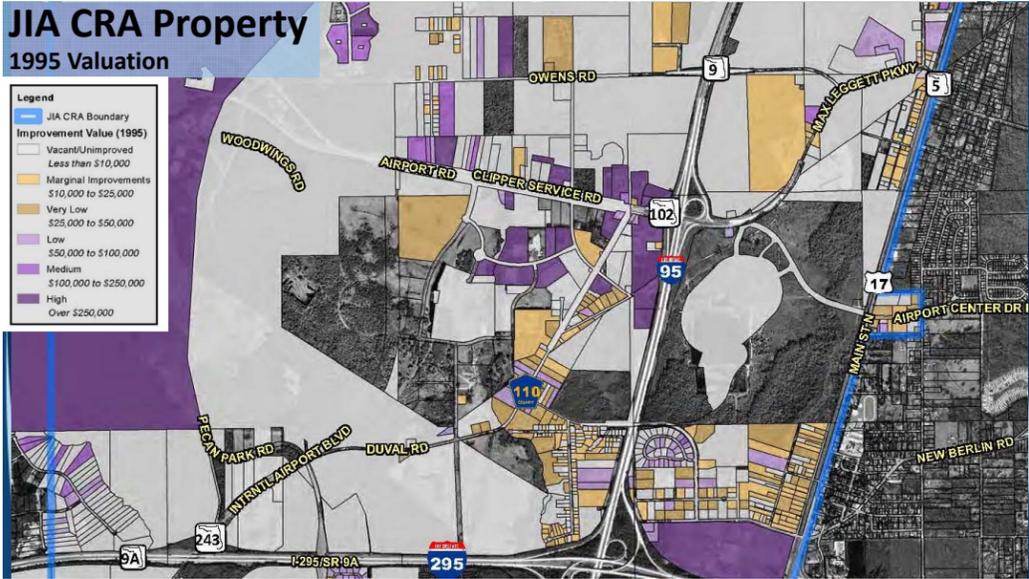
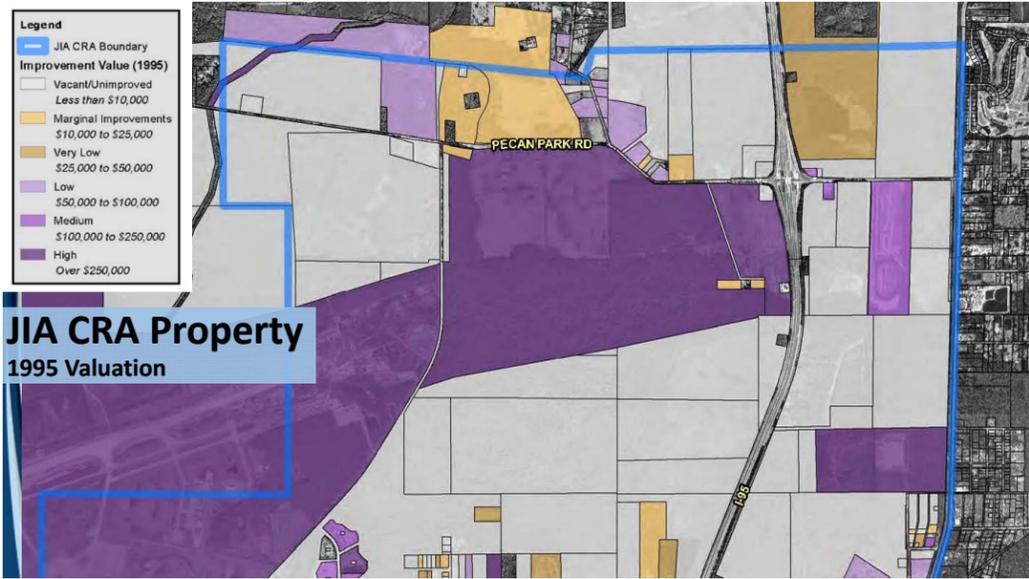
This report establishes a consistent measurement methodology and definition of vacant and under-utilized land to allow for the CRA sub-areas to be documented for progress. A baseline year/condition of 1995 is established for the CRA Legacy land condition and compared with the same 2015-year land data. Measurement is via property records documenting land utilization, improvement value beyond the underlying land value, and related improvements on land parcels.

Property valuation data was separated into categories and mapped via GIS for each sub-area and the total CRA. The CRA gross boundary was calculated via CAD and GIS to be 12,400 acres which is utilized for the benchmarking. This acreage is smaller than the 1993 CRA Plan acreage but reflects the boundary adjustment that occurred in later years.

The 1993 CRA Plan established 9,183 acres as vacant and under-utilized which is 54.5% of the gross acreage utilized in the CRA documents prior to boundary adjustment.

For the purpose of consistent methodology, 1995 is established as the baseline condition for the Legacy CRA land conditions along with the adjusted CRA boundary of 12,400 acres. Vacant land is defined as having under \$10,000 in improvements on the subject land parcels and under-utilization is defined as having under \$25,000 in improvement value on the subject land parcels. This definition is applied to both the 1995 baseline conditions and the 2015 conditions to assess progress by the CRA in reducing the acreage and percentage of vacant and under-utilized land.

The exhibits showing 1995 Property Valuation include the vacant and under-utilized categories as well as a range of higher valuations of improvements on the land that are extracted from City of Jacksonville property record data sets. The parsing of this data into value range categories was accomplished by the consultant team and mapped via parcel identification RE#. Where parcels exist at the CRA Boundary, the full parcel acreage was used as well as the entire valuation of improvements to avoid allocation of value. Only a few instances of this occur.



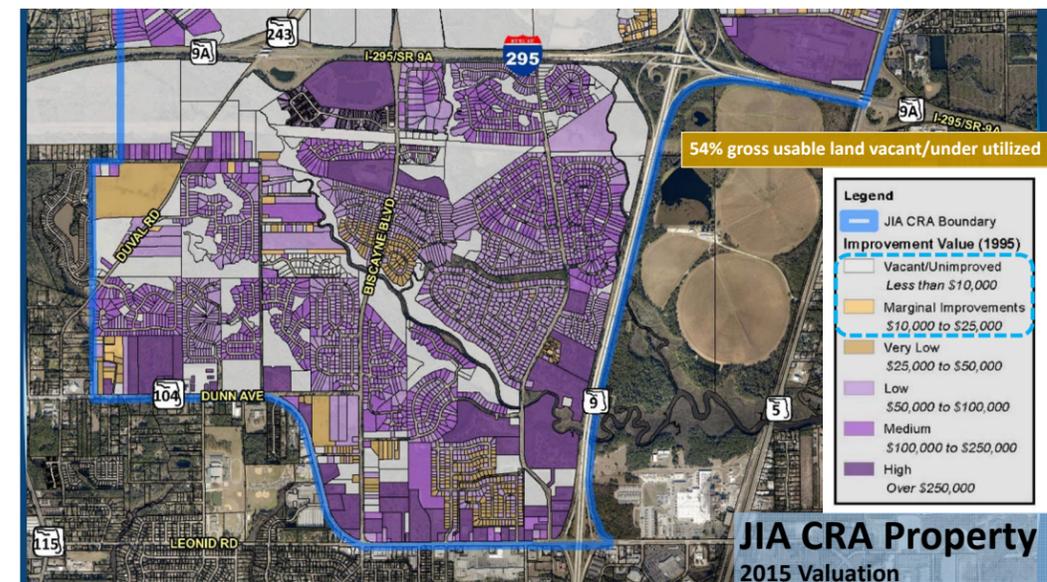
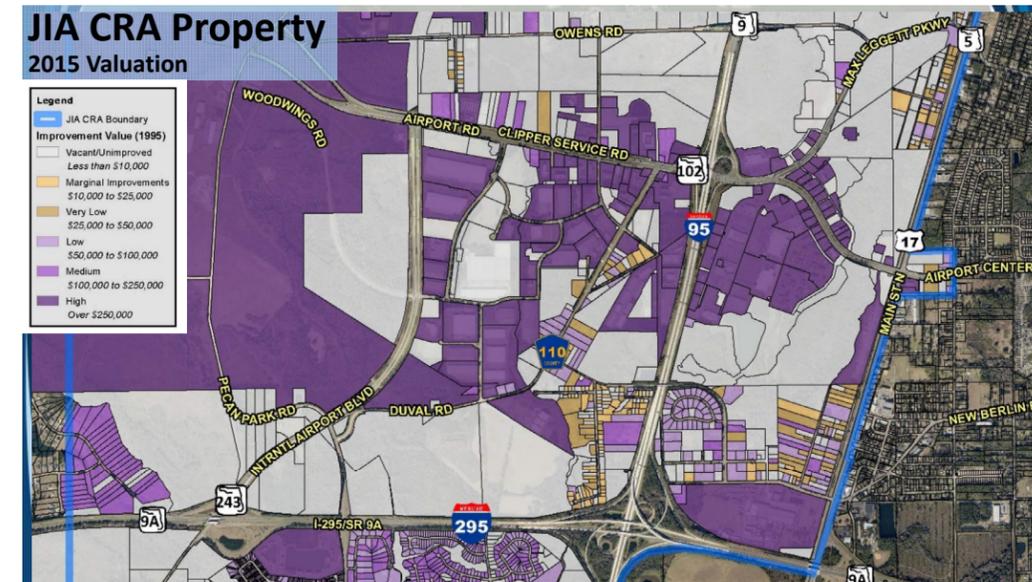
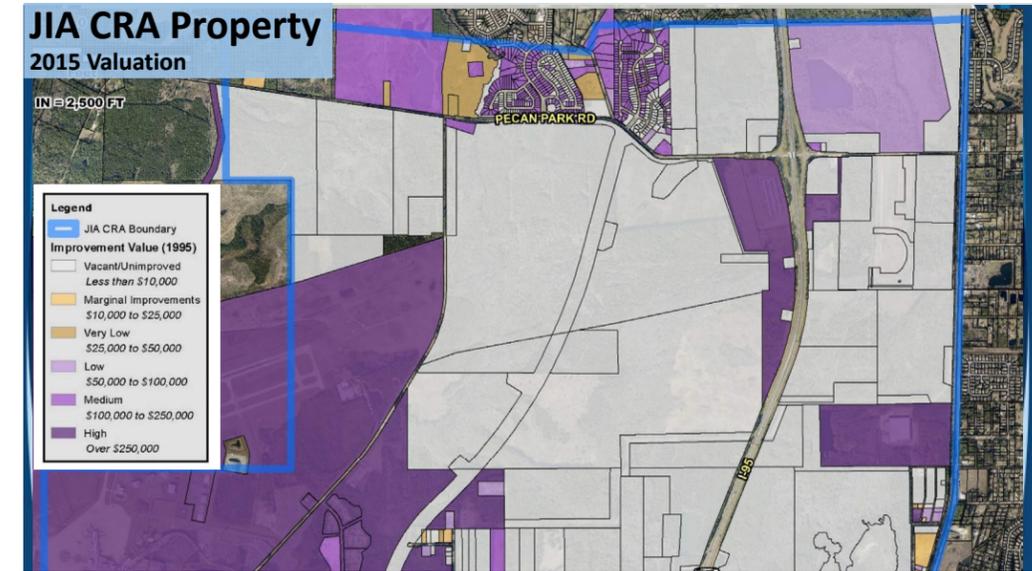
JIA CRA ENABLING CONDITIONS

JIA CRA PROPERTY 1995 VALUATION

Improvement Range (Building)		Parcels/ Acres	1995 Value
Less than 10,000	Vacant/Unimproved	739/ 4,402	\$ 561,963
10,000 to 25,000	Marginal Improvements	188/ 1,541	\$ 3,259,314
25,000 to 50,000	Very Low	892/ 1,106	\$ 35,084,725
50,000 to 100,000	Low	867/ 6,670	\$ 56,093,601
100,000 to 250,000	Medium	44/ 298	\$ 6,126,776
Over 250,000	High	56/ 1,179	\$ 155,061,468
TOTAL		2786/ 15,197	\$ 256,187,847

Based on this measurement criteria and definition, the CRA reduced vacant and under-utilized land from the Legacy Enabling Conditions of 9,183 acres in 1990 to 5,943 acres in 1995. This reduced land acreage will be utilized for the CRA benchmarking comparison to 2015 utilizing the same measurement criteria.

The 2015 property improvement value GIS map series indicates an increase in the vacant land category in terms of parcel count and acreage when compared to the 1995 CRA baseline condition. All other categories of property improvement value have changed in support of the CRA objective of reduction in under-utilized land. The Under-utilized category of land reduced from 188 parcels in 1995 to 92 parcels in 2015 along with a proportional reduction in acreage and attendant valuation.



JIA CRA ENABLING CONDITIONS

Benchmarking Report Conclusions for Vacant & Under-utilized Land indicate a minor statistical improvement over the life of the CRA by consistent measurement and methodology. Although significant improvements in the economic utilization of land has occurred within the CRA, it has occurred largely within the established Developments of Regional Impact that were excluded from the legacy plan determination of under-utilized land areas. Further analysis of the 1995 baseline data and 2015 condition indicates that increasing both high-value job generating land use and middle income housing land use has not reduced the land parcels and acreage at the vacant end of the valuation scale.

CRA Plan status and implications to address vacant and under-utilized land conditions. It should be noted that GIS map data now exists as a result of the Benchmarking report that may assist in determining the strategic location, opportunity and constraints associated with the previously undocumented determination of excess vacant land. Many reasons exist to support under-utilized land from the perspective of the land owner that may value the lifestyle, natural resource or passive recreation opportunities of vacant land which must maintain Silva cultural or agricultural green belt tax status as an affordable strategy of land ownership. Focusing CRA resources on regional transportation systems and infill of DRI development programs, while successful & productive endeavors, has not provided any improvement in the Vacant category of land within the CRA since 1995. If the CRA Master Plan were to be updated and continued in the future, a focus on the needs of the remaining vacant land and the ability of the private sector to finance the improvements necessary to move the target land into productive economic use will be needed.

These activities are typically provided or supported by Economic Development agencies and the local and State level which support site location and selection efforts and recruitment of new business opportunities. Significant land availability exists with the CRA Boundary that requires either the attention of the CRA or other established Economic Development agencies that can support the creation of Public Private Partnerships and the extension of Public Services to the remaining vacant land in the study area.

JIA CRA PROPERTY 1995-2015 VALUATION

Improvement Range (Building)		1995 Parcels	1995 Value	2015 Parcels	2015 Value
Less than 10,000	Vacant/Unimproved	739	\$ 561,963	841	\$ 403,171
10,000 to 25,000	Marginal Improvements	188	\$ 3,259,314	92	\$ 1,576,675
25,000 to 50,000	Very Low	892	\$ 35,084,725	369	\$ 15,294,972
50,000 to 100,000	Low	867	\$ 56,093,601	2188	\$ 166,578,358
100,000 to 250,000	Medium	44	\$ 6,126,776	1262	\$ 162,806,351
Over 250,000	High	56	\$ 155,061,468	182	\$ 611,913,732
TOTAL		2786	\$ 256,187,847	4934	\$ 958,573,259

JIA CRA ENABLING CONDITIONS

MISSING AND INADEQUATE STREET LAYOUT

The 1990 Blight Study and 1993 CRA Master Plan both establish conditions consistent with Ch. 163 F.S. that support the formation and operations of a CRA. These Legacy documents address but do not specifically map areas within the CRA that are missing streets or comprised of streets or ROW that is missing or inadequately laid out in relation to land and geographic features. Missing and inadequate streets are generally described in the Legacy Documents as the predominant condition as well as the likelihood that future growth projections will overwhelm existing streets and cause inadequate conditions.

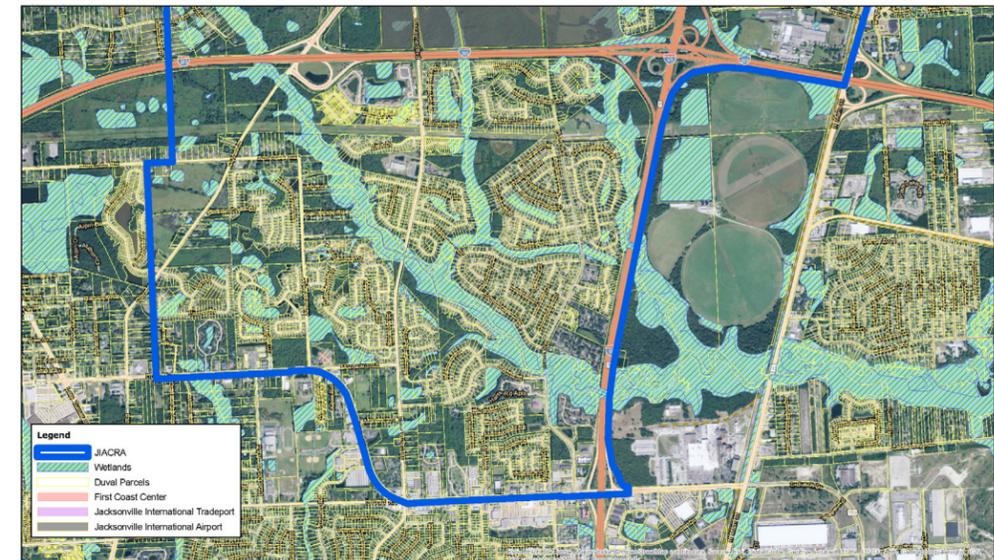
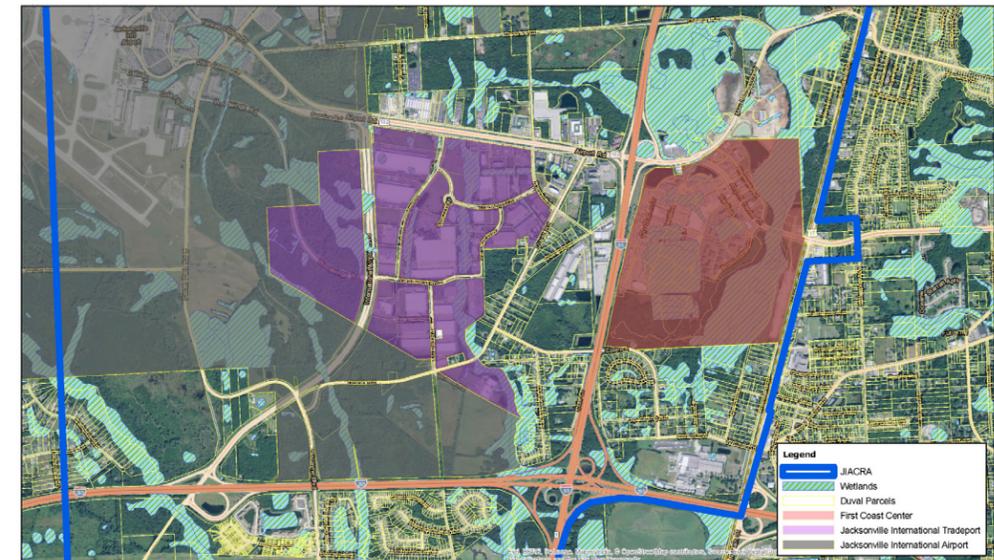
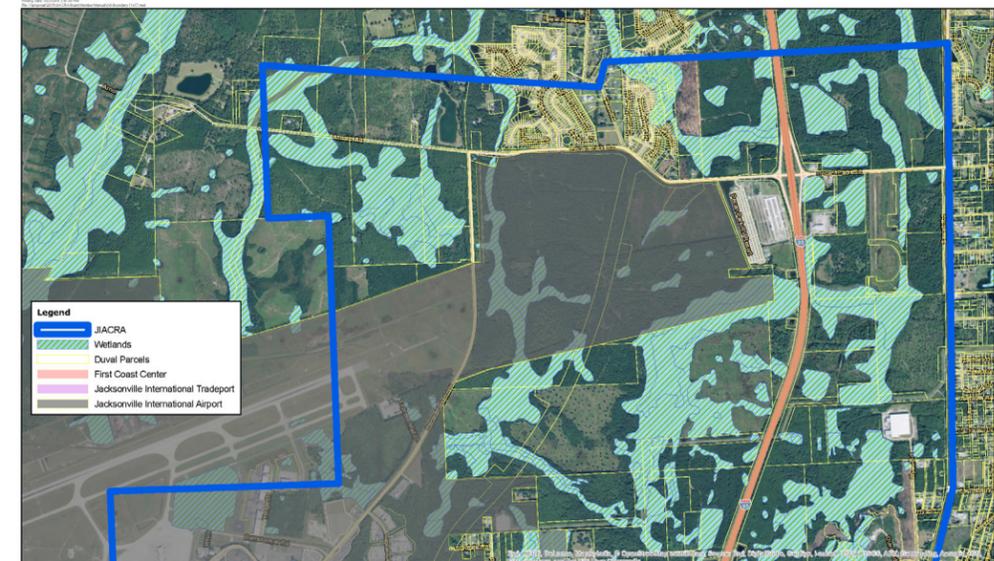
Our CRA Benchmarking methodology in this regard utilizes GIS mapping and parcel data from City sources to establish a linear ROW measurement value per acre of land within each sub-area of the CRA in the baseline year of 1995 and also 2015 to compare the increase in street ROW. Lane-mile capacity and traffic volumes are not considered since City, TPO, JTA and FDOT utilize annual traffic counts and various transportation planning programs to identify deficiencies. The nature of the CRA enabling conditions is related to the lack of basic street network, lack of connectivity, or land parcels that are platted with easements and other forms of access that do not meet current standards for lots of record.

- In 1995 the CRA Southern sub-area contained 373,890 l.f. of ROW or 177 l.f. per acre of non-ROW land
- In 1995 the CRA Central sub-area contained 351,202 l.f. of ROW or 85 l.f. per acre of non-ROW land
- In 1995 the CRA Northern sub-area contained 224,498 l.f. of ROW or 47.9 l.f. per acre of non-ROW land

In 2015 the CRA Southern sub-area contained 430,518 l.f. of ROW or 212 l.f. per acre of non-ROW land area indicating consistent growth in street construction in relation to land parcels. Analysis of GIS parcel and ROW data indicated 4 small neighborhood enclaves which pre-date modern subdivision regulations that exhibit residential lots with some multiple dwellings and some lots lacking street frontage on private or public platted ROW.

In 2015 the CRA Central sub-area contained 1,036,728 l.f. of ROW or 361 l.f. per acre of non-ROW land area indicating consistent robust growth in street construction in relation to land parcels. Analysis of GIS parcel and ROW data indicated 5 small neighborhood enclaves which pre-date modern subdivision regulations that exhibit residential lots with some multiple dwellings and some lots lacking street frontage on private or public platted ROW. This increased ratio of street / parcels indicates the extent of new road construction, assemblage of land for subdivision and the creation of new ROW corridors. This sub-region of the CRA has been the most successful in identifying the need for enhanced street network and translating the Capital Improvement programing to either the private sector or public sector.

In 2015 the CRA Northern sub-area contained 228,680 l.f. of ROW or 48 l.f. per acre of non-ROW land area indicating minimum growth in street construction in relation to land parcels. Analysis of GIS parcel and ROW data indicated 1 small neighborhood enclave which pre-dates modern subdivision regulations that exhibit residential lots with multiple dwellings and lacking street frontage on private or public platted ROW. The Northern sub-area of the CRA has the greatest gross land area and largest net available land coupled with minimal road ROW.



JIA CRA ENABLING CONDITIONS

Benchmarking Report Conclusions for Missing and Inadequate street layout indicate a significant improvement in the Central and Southern sub-areas within the CRA since 1995. Minor statistical improvement over the life of the CRA within the Northern sub-area by consistent measurement and methodology. Much of the Southern sub-area is built-out and although small undeveloped tracts remain, no significant street improvement in alignment or ROW corridor addition would be needed to accommodate remaining growth. Minor opportunities for street-end connectivity exist within the Southern and Central sub-areas that would be consistent with the CRA Master Plan and recent revisions to the City Comprehensive Plan that favor improvements to street network connectivity and capacity over lane-mile expansion of existing arterial and collector corridors. Significant opportunity remains in the Northern sub-area to increase street access to comparable levels found in the CRA Central Sub-area which represents a typical ratio of street ROW to land area found in urbanizing regions of Duval County.

CRA Plan status and implications to address missing streets and adequate street layout. It should be noted that GIS map data now exists as a result of the Benchmarking report that will assist in determining the strategic location, opportunity and constraints associated with future road ROW that could serve identified remaining land areas within the CRA. Other public transportation agencies typically take the lead role in planning, funding and implementing new transportation network improvements. Dedicated transportation planning and funding will occur with or without formal CRA engagement. New development patterns in the CRA Northern sub-area that create employment opportunities and meet QTI or Intermodal land use will continue to generate funding for needed infrastructure regardless of CRA oversight. The process of formalizing new road improvement programs along with multi-agency funding sources occurs largely outside of the CRA statutes. The Legacy JIA CRA Master Plan did not define a process or method of controlling or increasing future street network that was not identified in the attendant Legacy CIP for transportation projects. Further review and Benchmarking of the implementation of the Legacy CRA CIP transportation network is included within this report.

PUBLIC SERVICES

1. CRA LEGACY PLAN – PROVISIONS OF PUBLIC SERVICES

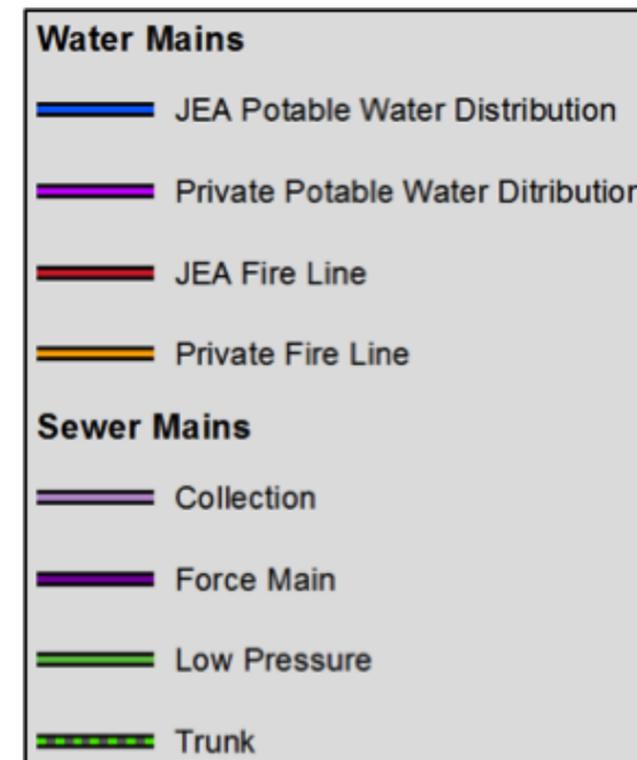
In 1993, the City of Jacksonville released the Jacksonville International Airport (JIA) Community Redevelopment Area (CRA) Community Redevelopment Plan. (Legacy Plan) The Legacy Plan identified a lack of Public Utilities among other deficiencies that contributed to the Findings of Blight conditions as well as limiting the development of available land within the CRA. The Legacy Findings of Necessity (FoN) and Legacy Plan did not map or measure the extent of public utility services or create a Capital Improvement Plan (CIP) element to specifically address future Public Utility Services. The Legacy Plan did define an overall Program Goal for the CRA to support the provisions of public services within the CRA to address both established neighborhood areas and to support the sound development of available land.

Genesis Group has determined that the Legacy Plan program goals related to utilities availability and capacity cannot be measured specifically for the 1993 condition, but can be evaluated for the current condition relative to both identified neighborhoods and available land. While this analysis will not provide a precise benchmark of accomplishment over time, it will identify the remaining areas of opportunity and a general estimate of attendant costs should the CRA elect to continue supporting the provision of additional Public Utilities. Due to overlapping public agency responsibility and funding sources, the CRA would not typically be expected to become the primary provider of utilities, but would serve as an indicator of need and point of coordination for priorities within the CRA Boundary. To provide evaluation of the current utility status of the CRA Plan area and to provide development projections for utility capacity demand, Genesis has contracted Jones Edmunds & Associates, Inc. to review the available utility data provided by JEA and the City and to summarize utility services within the CRA.

2. AVAILABLE DATA

Jones Edmunds obtained shapefiles from Genesis that represent 26 targeted redevelopment areas. (RDA) The zones are organized into groups, with nine redevelopment zones in the southern portion of the CRA, eight zones in the central portion, and nine zones in the northern portion. Additionally, we obtained shapefiles from JEA that represent water and sewer utilities in the area. The classes of each utility are shown in Figure 1.

FIGURE 1 WATER AND SEWER UTILITY CLASSES WITHIN THE JIA CRA



JIA CRA ENABLING CONDITIONS

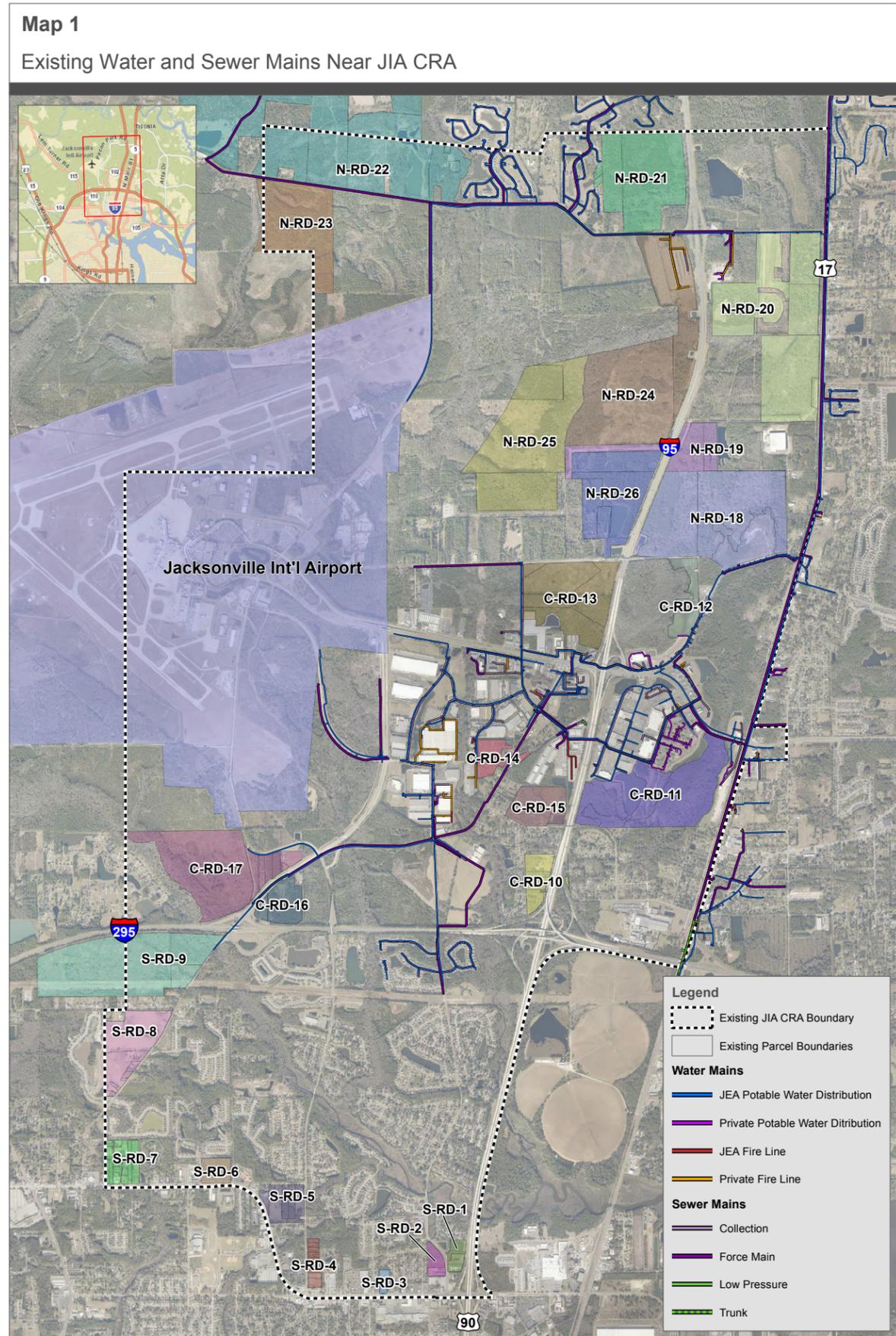
Map 1 shows the utilities in the CRA that JEA provided as well as the Genesis redevelopment zones. For security reasons, the utilities on JIA property have been omitted from the map. Additionally, utilities in the southern portion of the CRA could not be mapped because they were not included in the shapefiles received from JEA. Jones Edmunds used supplemental maps provided by JEA to analyze the southern portion of the CRA. It should be noted that the legend shown in Figure 1 calls out “JEA Fire Line” under the Water Mains heading. The information provided by JEA had limited areas where these dedicated lines are mapped. In general, water for fire suppression is managed through JEA’s potable water supply lines which are shown in blue under the Water Mains heading.

3. ANALYSIS

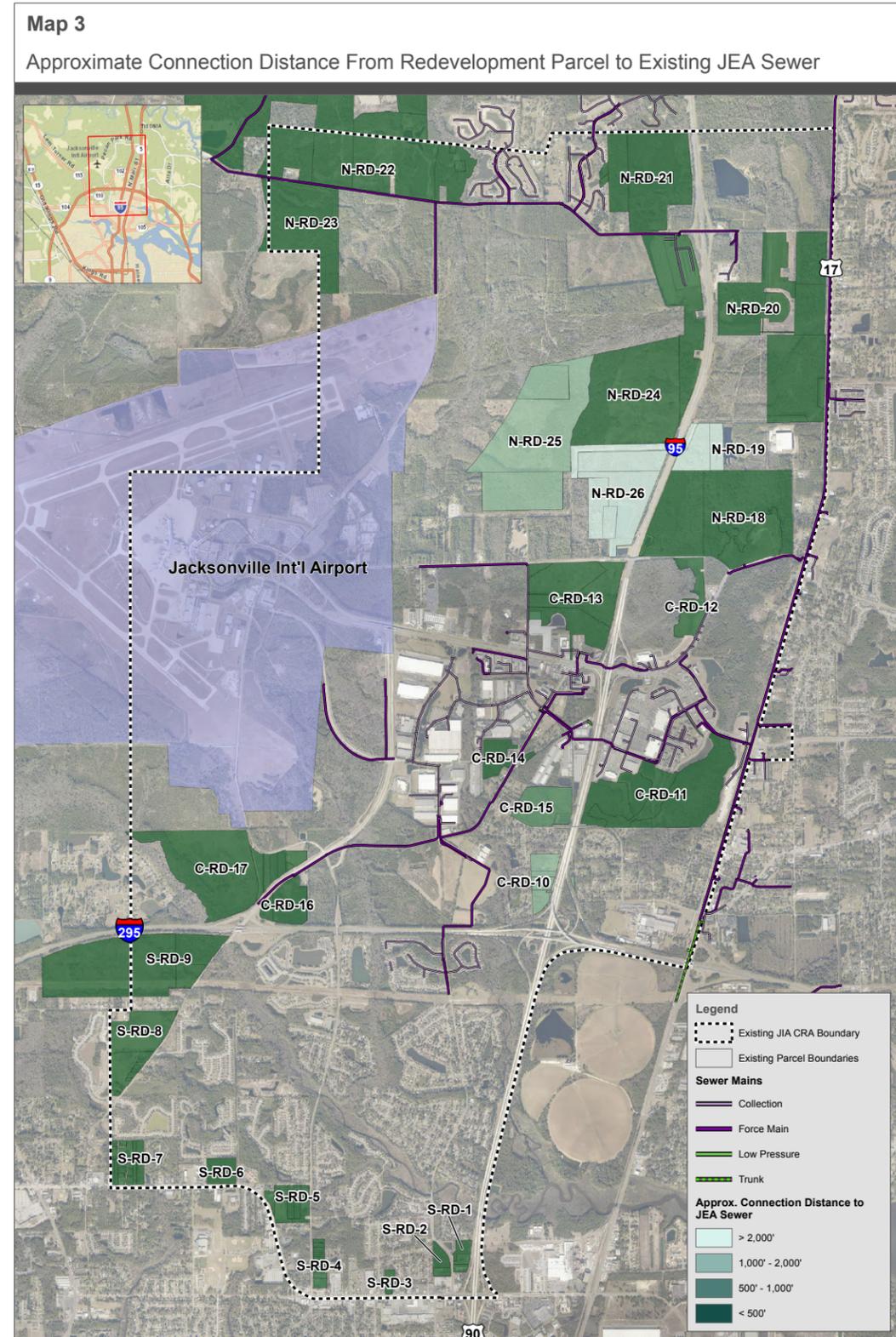
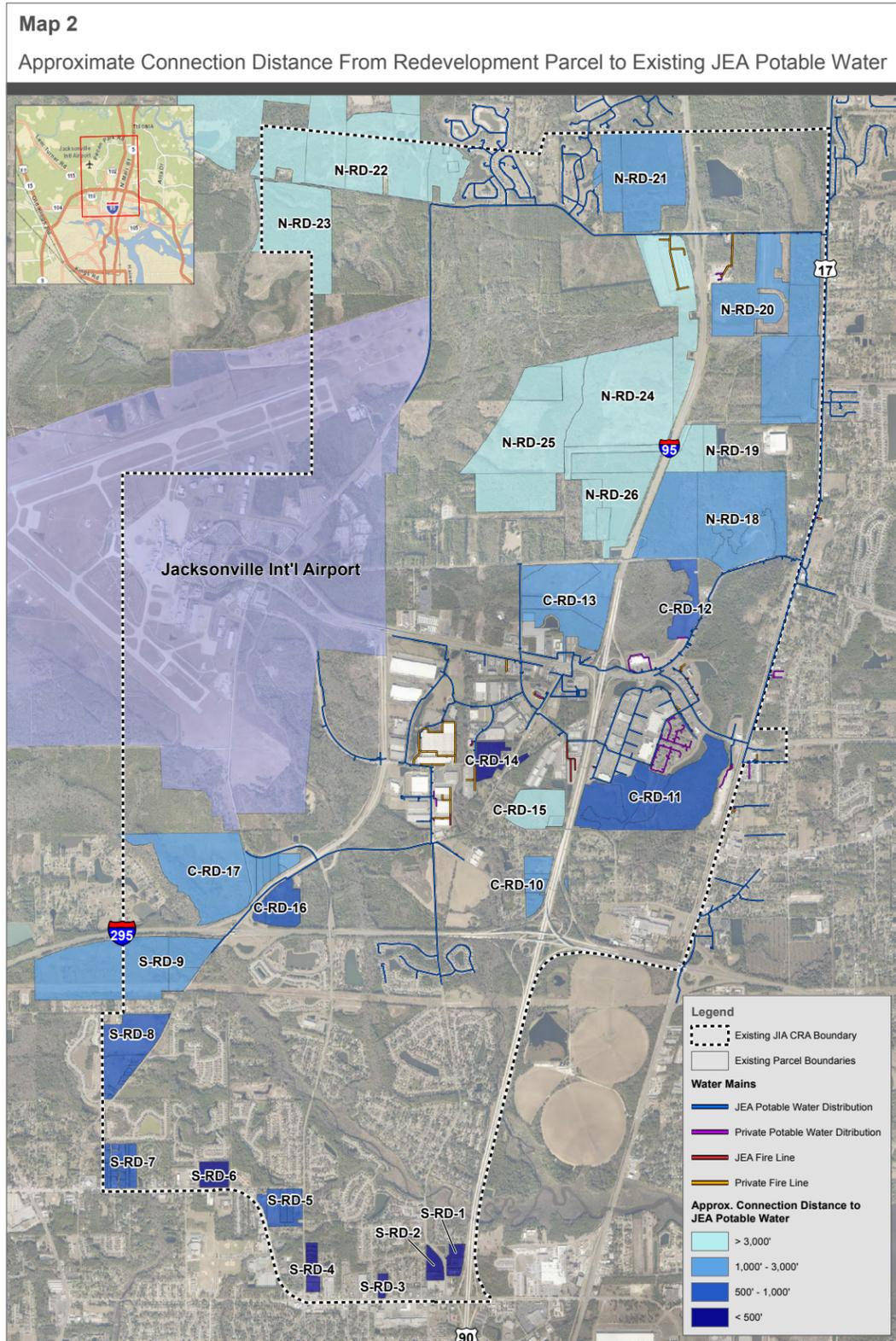
To assess the relative ease of connectivity of each redevelopment zone, Jones Edmunds measured from the deepest point within each zone, as calculated by ArcGIS, to the nearest likely connection for JEA sewer and potable-water utilities. Jones Edmunds did not consider private utilities. Table 1 shows the water and sewer approximate connectivity distances with a combined opinion of probable cost to connect. The opinion of probable cost is based on the following assumptions:

- Cost is based on 2015 construction costs.
- Cost does not account for any JEA infrastructure improvements that may be required.
- Pipe unit cost is based on 8-inch to 12-inch PVC pipe for similar projects, with the distance calculated from the deepest point within each redevelopment zone to the nearest feasible JEA-owned connection.
- Cost includes study, survey, minor easement acquisition, and professional services (e.g., engineering, geotechnical) of at least 20%.
- Cost includes 20% project contingency.

Map 2 and Map 3 depict the approximate potable-water and sewer connection distance, respectively, for each redevelopment zone.



JIA CRA ENABLING CONDITIONS



JIA CRA ENABLING CONDITIONS

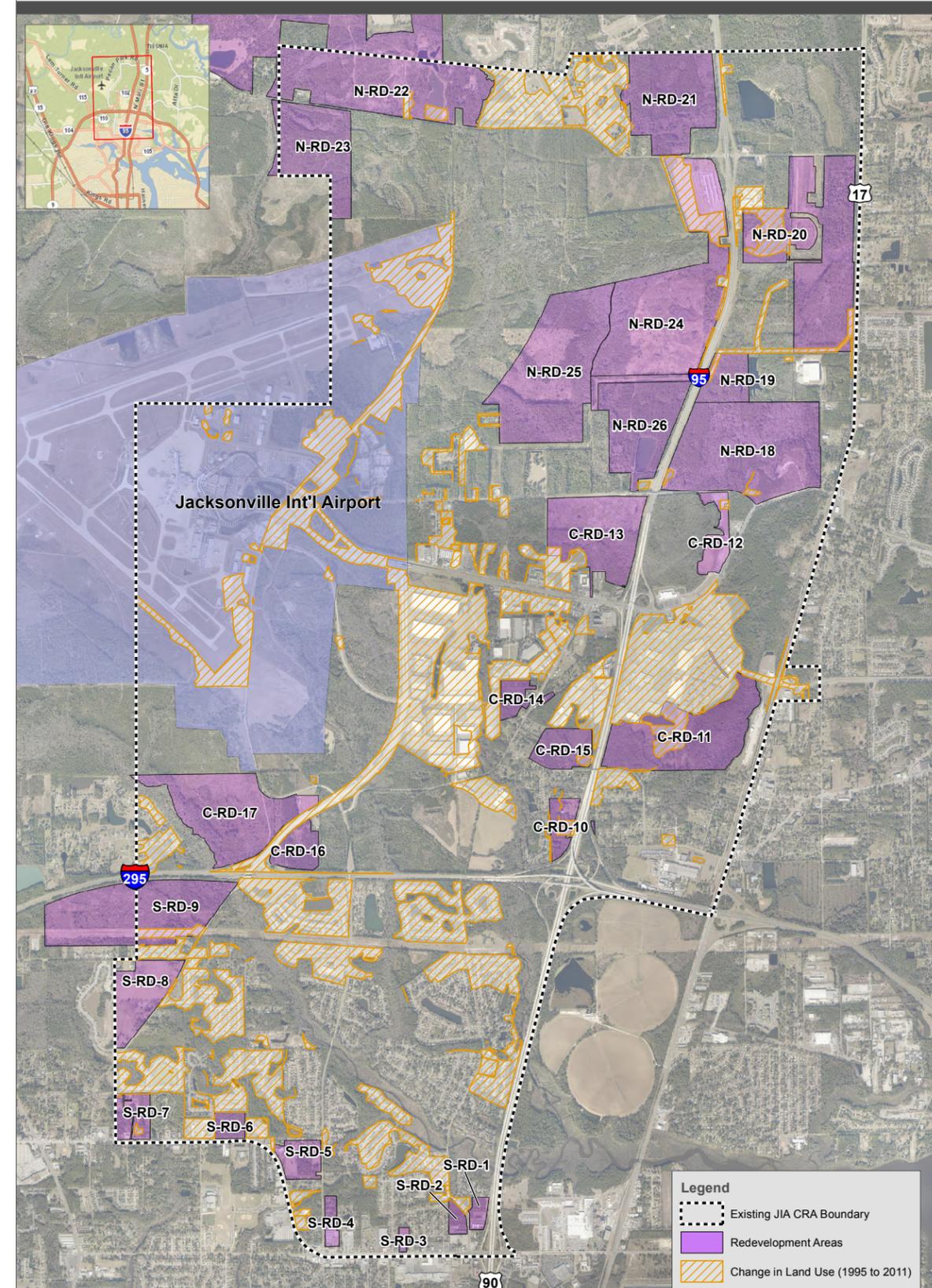
In addition to analyzing utilities relative to redevelopment zones, Jones Edmunds compared land use over the life of the CRA Plan. Using layers developed by the St. Johns River Water Management District, Jones Edmunds compared reported land use in 1995 to that of 2011, which was the latest land use data available. Map 4 shows areas that were developed or otherwise altered within the CRA in the stated time-frame. Current building codes would require the provisions of utilities meeting minimum standards in these areas. Approximately 2,026 acres of land have developed with utilities during this time-frame, which serves as a broad benchmark for the JIA CRA. The breakdown of these acres for the three areas of study is as follows: North Area: 519 acres; Central Area: 890 acres; and South Area: 617 acres. Reviewing the development that has already taken place within the CRA provides valuable insight into the potential future development patterns within the boundaries of the JIA CRA.

TABLE 1 OPINION OF PROBABLE COST TO CONNECT TO UTILITIES

REDEVELOPMENT ZONE	ACRES	WATER CONNECTION DISTANCE (FEET)	SEWER CONNECTION DISTANCE (FEET)	OPINION OF PROBABLE COST
S-RD-1	10	370	280	\$ 195,000.00
S-RD-2	9	300	360	\$ 198,000.00
S-RD-3	5	370	190	\$ 168,000.00
S-RD-4	12	320	260	\$ 174,000.00
S-RD-5	30	620	670	\$ 387,000.00
S-RD-6	15	380	550	\$ 279,000.00
S-RD-7	29	680	610	\$ 387,000.00
S-RD-8	68	570	840	\$ 423,000.00
S-RD-9	192	1,310	500	\$ 543,000.00
C-RD-10	26	2,330	1,660	\$ 1,197,000.00
C-RD-11	167	900	900	\$ 540,000.00
C-RD-12	29	570	540	\$ 333,000.00
C-RD-13	125	1,480	1,440	\$ 876,000.00
C-RD-14	20	490	520	\$ 303,000.00
C-RD-15	42	3,540	1,410	\$ 1,485,000.00
C-RD-16	33	620	620	\$ 372,000.00
C-RD-17	163	1,100	1,510	\$ 783,000.00
N-RD-18	250	1,580	1,560	\$ 942,000.00
N-RD-19	59	3,820	3,770	\$ 2,277,000.00
N-RD-20	260	1,280	1,240	\$ 756,000.00
N-RD-21	151	1,710	1,710	\$ 1,026,000.00
N-RD-22	1,399	5,580	1,910	\$ 2,247,000.00
N-RD-23	120	3,980	1,280	\$ 1,578,000.00
N-RD-24	292	3,890	3,890	\$ 2,334,000.00
N-RD-25	237	3,680	3,680	\$ 2,208,000.00
N-RD-26	123	3,460	3,460	\$ 2,076,000.00

Map 4

Changes in Land Use from 1995 to 2011 within JIA CRA



JIA CRA CAPITAL IMPROVEMENT PROGRAM

The Legacy CRA Master Plan established a CIP in accordance with Ch. 163 F.S. that requires this element as part of the formation and implementation of a CRA. The CIP is expected to align with the tenants of the CRA Master Plan and serve to direct projected TIF funding. Benchmarking CIP expenditure over time and modifications to the CIP in value, content or time-frame can provide an understanding of the accomplishments and priorities of CRA administration.

The JIA CRA Legacy CIP was established by assembling the 1990 era regional transportation improvement program, geographically filtered within North Jacksonville and adding several transportation projects that were already programmed for construction by three Development Agreements supporting the JIA Airport, Tradeport and River City Market DRI's. The planning horizon for the 1992/1993 CIP extended to the year 2025 in terms of identified need and growth projections. The CRA Master Plan was lightly updated in 2012 to re-confirm consistency with the City Comprehensive Plan and adjusted the CIP funding commitment for the Pecan Park road realignment and extension. No other CIP modifications have been documented.

The Legacy CIP did not extend beyond transportation related improvements, although broader CRA Program Goals and Enabling Conditions of Blight were defined in the Legacy documents. Many of the sub-standard conditions within the CRA Boundary and CRA Program Goals would benefit from improved Transportation infrastructure and coordination with regional transportation agencies.

Benchmarking JIA CRA accomplishment for CIP implementation is done by measurement of each project component over the timeframe of CRA operations, with an understanding of the purpose of the Program element towards implementing the overall JIA CRA Master Plan. The CIP provides for CRA project funding for 32 transportation projects and acknowledges that other agencies have prime responsibility for funding and program management. Evaluation of the established and modified CIP will determine the level of implementation since 1993, the purpose of the CIP project and the remaining relevance to the CRA Master Plan.

REGIONAL INTERSTATE PROGRAM I-295/I-95/SR-9A

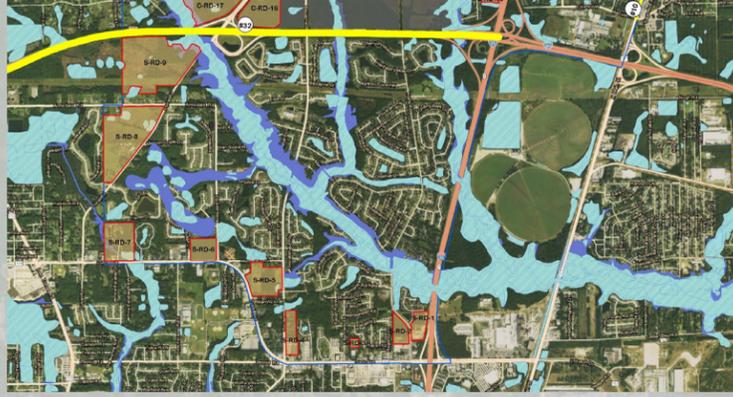
The CRA Southern sub-area includes the I-295 and I-95 corridors which includes 5 CIP projects which collectively support the ability of the JIA CRA to accommodate regional through traffic and serve as a regional destination for air travel and air cargo. These transportation corridors are significant to the function of JIA and are monitored for capacity by FDOT and the TPO. All of the CIP programmed projects have been accomplished with the exception of #32 which was originally scheduled for the year 2025. This same project is also in the long range transportation Program (LRTP) as needed by 2035 and is within the Strategic Intermodal System (SIS) Plan as a needed project by 2040.

Insert program graphic

CRA Plan status and implications - This project is important to the JIA growth operationally, which is established as a foundation of CRA Program goals. Although CIP project #32 has been re-scheduled largely as a result of background traffic projections, it remains a significant regional project in need of funding. It should be noted that the overall project extends well beyond the limits of the CRA and is eligible for minor proportional funding contribution from the CRA TIF funds. This type of transportation project is typically funded primarily with FHA and FDOT trust funds, and could receive FAA funding due to the JIA airport functions. The City and CRA Board should expect that CIP #32 will receive 100% project funding for normal FDOT led implementation based on lane mile capacity justification regardless of the commitment of partial CRA funding participation.

The JIA CRA Board should consider updating the CIP to extend the timeframe for CIP #32 to align with program schedules of the primary responsible agencies and define the maximum proportional contribution based on the eligible project length and number of local dollars. Any contributions from the CRA Trust funds should also be eligible to reserve transportation impact assessment for future growth of land development within the CRA.

JIA CRA 2016 Transportation Projects



32. I-295 From the Trout River to Main Street (LRTP-2035, SIS 2040)

CRA Participation Strategy:

- FHA/FDOT Enhancement program for local road connections
- Sidewalks, Landscape, Lighting on Duval Rd. approach zones
- Protected turn Lanes for Redevelopment parcel S/RD-9
- Stormwater storage credit if new drainage is created in CRA
- Transportation concurrency trip reservation equal to \$ contribution

✔ = Program Element Funded/Project Complete
 ⦿ = Program Element requires funding/schedule
 ✘ = Program Element no longer viable or cost feasible

JIA CRA Legacy Transportation Projects



Regional Interstate Program I-295/I-95/SR-9A

- ✔ **3. Interchange Justification Report**
- ✔ **4. I-295 and Duval Road Interchange**
- ⦿ **18. SR-9A From US-17 to Heckscher Dr. (SR-105)**
- ⦿ **31. I-95 From the Trout River to the Outer Beltway**
- ⦿ **32. I-295 From the Trout River to Main Street (by 2025)**

JIA CRA CAPITAL IMPROVEMENT PROGRAM

CENTRAL SUB-AREA-1 AIRPORT ACCESS PROGRAM – DUVAL, AIRPORT

The CRA Central sub-area includes the principal Airport access to I-295 and the I-95 corridors as well as US-17 which included 5 CIP projects which collectively support the ability of the JIA CRA to accommodate regional access and serve as a regional destination for air travel and air cargo. These transportation corridors are significant to the function of JIA and are monitored for capacity by FDOT and the TPO. All of the CIP programmed projects have been accomplished with the exception of #7 & #9 which were determined to have operational constraints as part of PD&E analysis of Airport Road cross access and service road function. Similar CIP projects to #7 & #9 were implemented by relocation of these programmed facilities.

CRA Plan status and implications – These 5 CIP projects are completed fully and functioning as planned.

No further action is needed, other than consideration to update the CIP and remove completed work program.

CENTRAL SUB-AREA-2 AIRPORT ACCESS PROGRAM – SERVICE RD, INTERCHANGE, INT. AIRPORT BLVD.

The CRA Central sub-area includes secondary Airport access to the local road network as well as I-295 and the I-95 corridors which included 4 CIP projects which collectively support the ability of the JIA CRA to accommodate local access and provide separation of regional access. These transportation corridors are significant to the function of JIA. All of these CIP programmed projects have been accomplished with the exception that #26 Pecan Park Road is planned to be abandoned. This relocation of local access to the Airport would be accommodated by the new higher capacity International Airport Blvd. The alignment of Pecan Park in this area South of Airport Road is blocking expansion of Airport capacity per the JAA JIA Master Plan.

CRA Plan status and implications – These 4 CIP projects are completed fully and functioning as planned.

No further CRA action is needed, other than consideration of the eventual abandonment of Pecan Park and the potential for local Airport traffic and cargo movement to relocate East to International Airport Blvd.

JIA CRA Legacy Transportation Projects

Airport Access Program – Duval, Airport

-  1. Airport Road, from JIA property line to east of 1-95 (PD&E)
-  6. Duval Road, from south of 1-295 to JIA property line
-  12. Duval Road from JIA S. line to JIA N. Property line
-  7. Airport Road, at International Parkway (Interchange)
-  9. International Parkway to Airport

 = Program Element Funded/Project Complete
  = Program Element requires funding/schedule
  = Program Element no longer viable or cost feasible

JIA CRA Legacy Transportation Projects

Airport Access Program – Service Rd, Interchange, Int. Airport Blvd.

-  11. Airport Service Roads From Yankee and Dixie Clippers east to JIA Property Line
-  27./28. Interchange Construction at Yankee / Dixie Clipper
-  26. Secondary Access to the Airport relocated to Int. Airport Blvd.

JIA CRA CAPITAL IMPROVEMENT PROGRAM

CENTRAL SUB-AREA-3 AIRPORT EXPANSION PROGRAM – RELOCATION & PROPERTY ACCESS

The CRA Central sub-area includes secondary Airport access for ancillary JIA facilities via local road network which included 4 CIP projects which collectively support the ability of the JIA CRA to accommodate local access and provide expansion of Airport capacities. These transportation corridors are secondary to the function of JIA. All of these CIP programmed projects are either outside of the CRA Boundary which precludes financial expenditure by the CRA TIFF Trust funds or the CIP project is no longer feasible or relevant due to more recent events and development patterns. CIP Project #16 could not relocate with both the abandonment of Pecan Park and relocation through what is now the Amazon fulfillment property.

CRA Plan status and implications – These 3 CIP projects are not possible per Statute and Project #16 no longer serves any functional purpose.

No further CRA action is needed, other than consideration of the removal of these CIP projects from the Master Plan and coordination of local road network plans with JAA in the immediate area around the CRA.

CENTRAL SUB-AREA-4 JIA DRI / RIVER CITY MARKETPLACE DRI PROGRAMS

The CRA Central sub-area includes primary access to the JIA facilities and River City Marketplace via Airport Road and Airport Center Drive respectively. Both of these major destinations utilize the interchange at I-95 which is below standard in physical design terms and is projected to reach service limits from a capacity perspective. This interchange is no longer the only access point for JIA and River City Marketplace since additional CIP projects have been implemented. Three separate CIP projects were defined in the Legacy CRA CIP which include Project #8 which is complete. Project #8 funded an Interchange design study to determine the necessary and optimum improvements and land area for the eventual upgraded interchange. All of the interchange re-construction options defined in Project #8, were dismissed as not being cost effective and feasible due to a variety of constraints. As a result, the remaining CIP projects of #17 & #19 no longer appear relevant although the interchange remains sub-standard. Future transportation improvements to this location may utilize more land area and require the relocation of the Duval Road connection at Airport Road to create greater separation and capacity for Ranch Road to serve as a North-South corridor with service road connectivity. This interchange project, remains in the TPO long range transportation plan as a needed facility by 2035 and in the SIS plan by 2040.

CRA Plan status and implications – These 2 remaining CIP projects have been significantly revised by prior study but without resolution of the specific replacement and cost for implementation.

The CRA Board should be prepared for the potential of this Interchange improvement project to move towards agency funding commitments in the future. The original CIP cost was close to \$50m. No further CRA action is needed at this time.

JIA CRA Legacy Transportation Projects

Airport Access Program – Service Rd, Interchange, Int. Airport Blvd.

- 11. Airport Service Roads From Yankee and Dixie Clippers east to JIA Property Line
- 27./28. Interchange Construction at Yankee / Dixie Clipper
- 26. Secondary Access to the Airport relocated to Int. Airport Blvd.

= Program Element Funded/Project Complete
 = Program Element requires funding/schedule
 = Program Element no longer viable or cost feasible

JIA CRA Legacy Transportation Projects

JIA DRI / River City Marketplace DRI Programs

- 8. Airport Road/Duval Road and 1-95 Interchange Modifications
- 17./19. Airport Road/Duval Road and 1-95 Interchange – Flyovers / standards 2035 LRTP Plan / 2040 SIS Plan

JIA CRA CAPITAL IMPROVEMENT PROGRAM

CENTRAL SUB-AREA-5 JIA DRI / RIVER CITY MARKETPLACE DRI PROGRAMS

The CRA Central sub-area includes primary access to the JIA facilities and River City Marketplace via Airport Road and Airport Center Drive which included the old 2 lane Duval road corridor in this location. Both of these major destinations utilize the East-West road capacity near the interchange at I-95 and is projected to reach service limits from a capacity perspective. This road segment is no longer the only access point for JIA and River City Marketplace since additional CIP projects have been implemented. Three separate CIP projects were defined in the Legacy CRA CIP which include Project #2 & #5 which are complete. As a result, the remaining CIP project of #23 remains programmed once traffic demands require the 6 lane expansion of Airport Center Drive (Old Duval). This short section of road will likely not receive LRTP programming by the TPO, but could become an issue in a short time-frame if surrounding development patterns continue to generate new vehicular trip ends.

CRA Plan status and implications – This remaining CIP project was originally projected to cost \$4.5m but would require significantly more funding to implement given the physical constraints along the corridor. Further assignment of funding responsibility between the remaining development rights associated with JIA, River City Marketplace, and the Transportation impact fee collections by the City for surrounding non-DRI projects seeking approvals without pre-existing development agreements is needed.

The CRA Board should be prepared for the potential of this road corridor capacity improvement project to require funding, however since the nature of the Project is just capacity increase, it should be funded by pre-existing project approvals and area transportation impact fee collections rather than CRA TIFF funds that have no relationship to the Legacy Master Plan other than the CIP line item. No further CRA action is needed at this time.

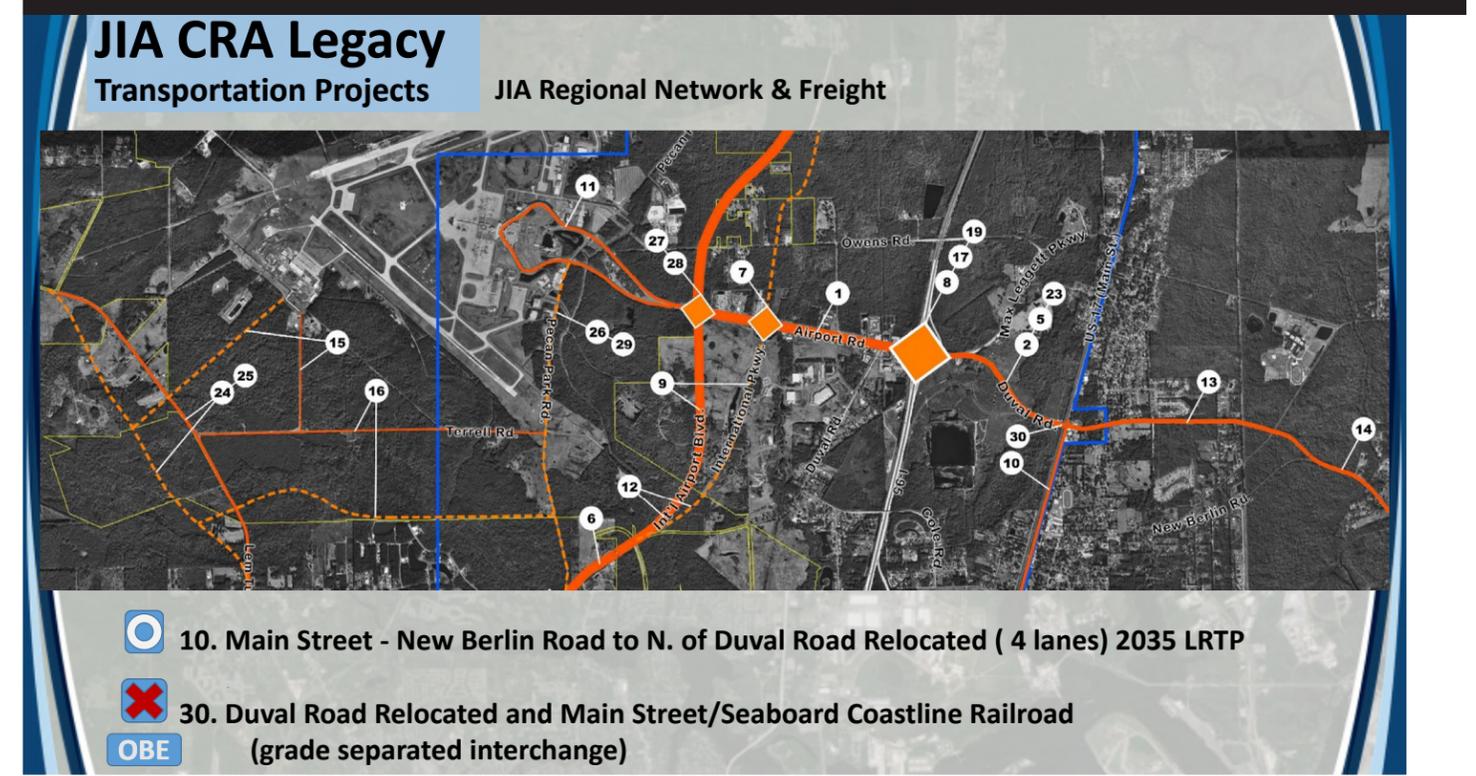
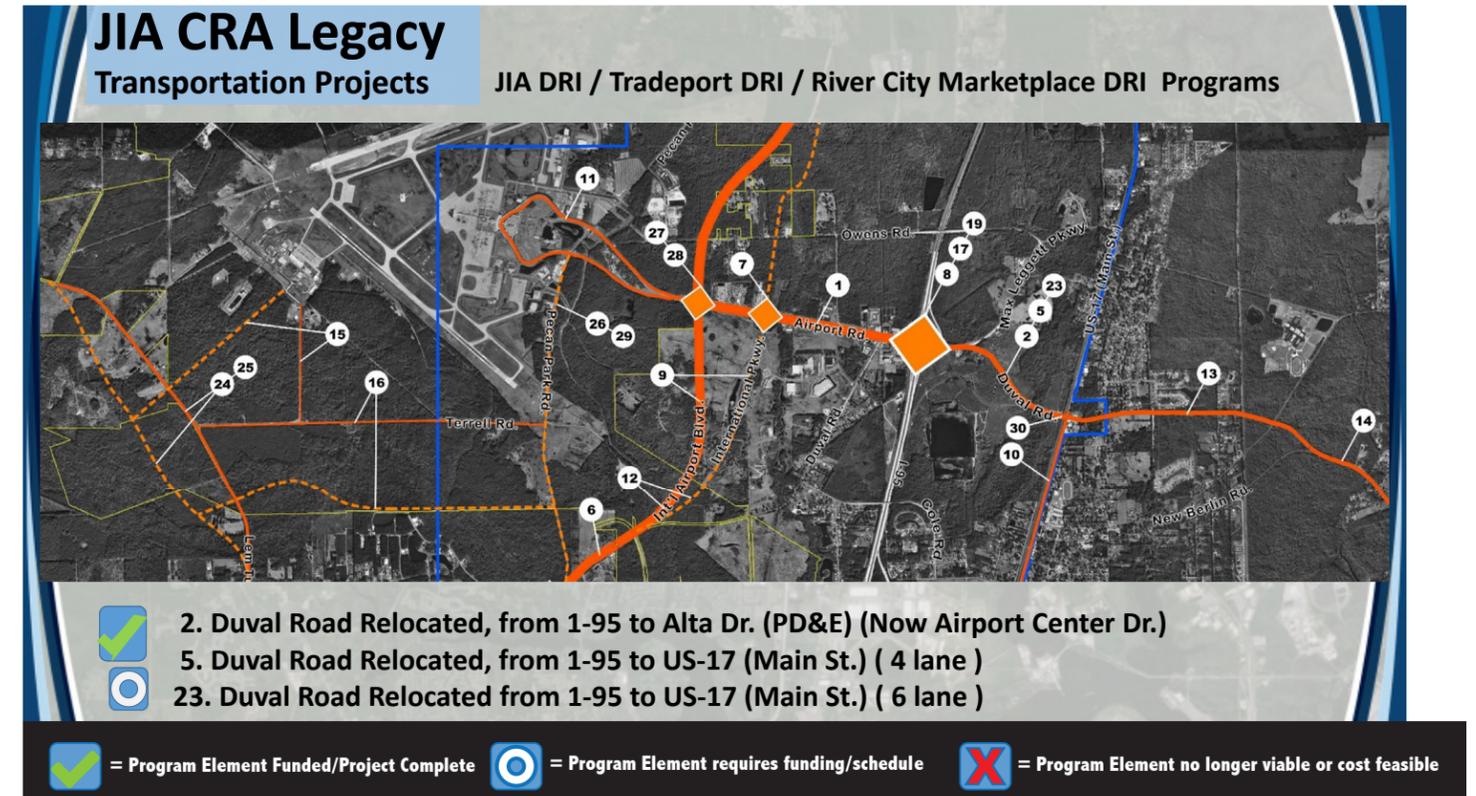
CENTRAL SUB-AREA-6 JIA REGIONAL NETWORK & FREIGHT

The CRA Central sub-area includes secondary access to the JIA facilities and River City Marketplace via US 17/Main Street connecting with Airport Center Drive which included the old 2 lane Duval road corridor in this location. US 17 includes a rail ROW along the Western side of US 17 that limits points of access without grade-separated design. Two separate CIP projects #10 & #30 were defined in the Legacy CRA CIP which remain incomplete. CIP Project #10 is purely a lane mile capacity improvement along US 17. A small portion of the CRA has direct access to US 17 at the Northern extent of the programmed improvement and US 17 serves as a parallel corridor to I-95 through the CRA. As a result, the remaining CIP project of #10 is programmed to occur once traffic demands require the 6 lane expansion of US 17 and is currently projected to occur by 2035 per the LRTP. This section of road will continue receive LRTP monitoring and programming by the TPO, with the expectation of Federal Transportation funding and FDOT funding, but could become an issue in a shorter time-frame if surrounding development patterns continue to generate new vehicular trip ends.

Legacy CIP Project #30 involved construction of a grade separated interchange at US 17 and Airport Center Drive to support increased rail-freight capacity by removal of vehicular trip conflicts. This Project has not maintained a cost-feasible status and is no longer in the LRTP or SIS Master Plan. It should be noted that the Northern JIA Area Rail Corridor study recommended a new Western rail connection south of Pecan Park Road of just North of Pecan park Road, that would serve to improve inter-modal freight services and require new multi-agency funding commitments for grade separated interchanges not currently programmed.

CRA Plan status and implications – This remaining CIP project #10 was originally projected to cost \$1.8m but may require significantly more funding to implement given the physical constraints and design standards desired along the corridor.

The CRA Board should be prepared for the potential of this road corridor capacity improvement project to require funding, however since the nature of the Project is just capacity increase, it would be funded by adjacent transportation impact fee collections from pre-existing project approvals and area transportation impact fee collections rather than CRA TIFF funds that have no relationship to the Legacy Master Plan other than the CIP line item. No further CRA action is needed at this time.



JIA CRA CAPITAL IMPROVEMENT PROGRAM

CENTRAL SUB-AREA-7

JIA REGIONAL CONNECTIVITY

The CRA Central sub-area includes secondary access to the JIA facilities and River City Marketplace via Airport Center Drive / Airport Center Drive east and Duval Road. The expansion of Duval Road to the East was envisioned to increase the ability of North Eastern Duval County population and truck/freight movement to the JIA. Two related CIP projects #13 & #14 were defined in the Legacy CRA CIP of which #13 is complete. CIP Project #14 is purely a lane mile capacity improvement along Duval Road. This Legacy CIP project is East of the CRA Boundary and cannot receive CRA TIFF funding.

CRA Plan status and implications – This remaining CIP project #14 was originally projected to cost \$3.6m but may require significantly more funding to implement given the physical constraints and design standards desired along the corridor.

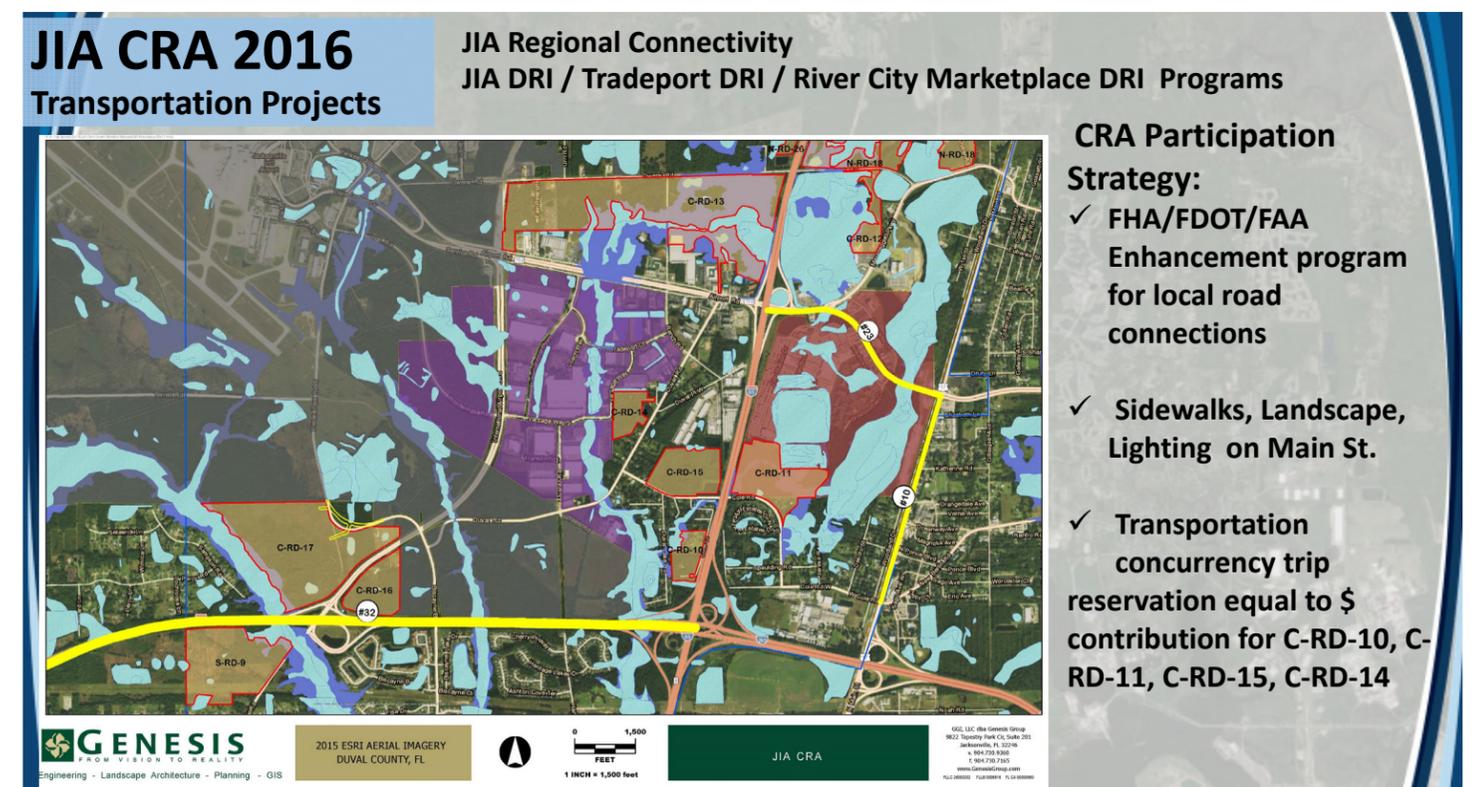
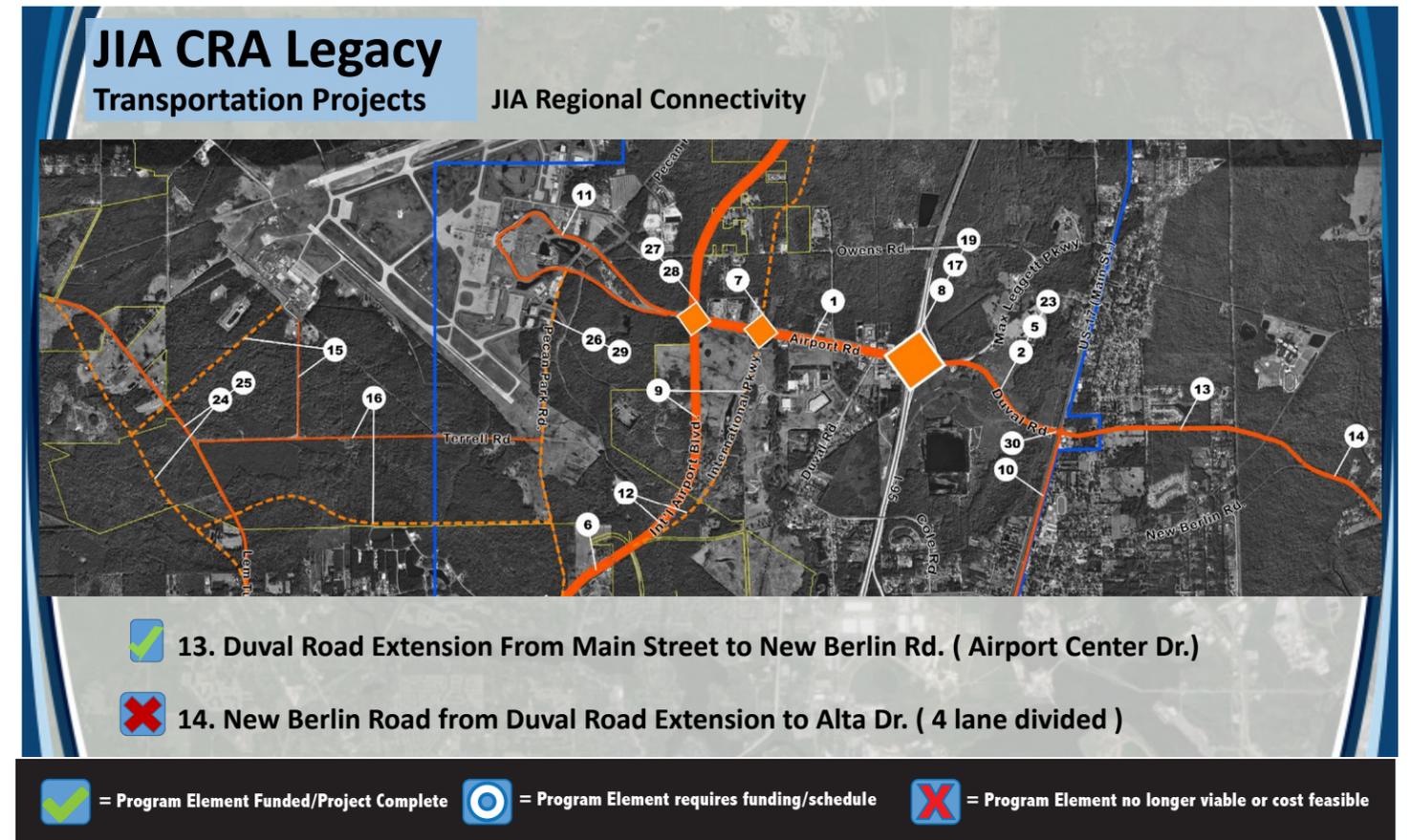
The CRA Board should remove this Legacy CIP project element and allow the City to monitor the corridor for safety or capacity improvements over time. No further CRA action is needed at this time.

CENTRAL SUB-AREA 2016

The CRA Central sub-area includes 3 transportation projects defined in the legacy CIP and within the boundary of the CRA that remain viable as of 2016. All of these projects can be classified as capacity improvement programs for existing transportation corridors. The location and extent of these projects are highlighted in yellow.

CRA Plan status and implications – The remaining transportation projects will receive funding support from public agencies that are dedicated to maintaining transportation capacity and multi-modal enhancements regardless of the level of CRA participation. The Legacy CRA Master Plan did not direct the CRA formation towards capacity only transportation projects that did not also serve to extend access or provide for new road corridors designed to facilitate sound land development practices within the CRA. The CRA Board should define how any financial participation is justified, which may be limited to design standards and streetscape improvements unless increases in roadway trip capacity can be reserved for specific land parcels within the CRA which are expected to develop in the future.

Alternatively, The CRA Board should remove these Legacy CIP project elements and allow the City/State and regional transportation agencies to monitor the established corridors for safety or capacity improvements over time.



JIA CRA CAPITAL IMPROVEMENT PROGRAM

NORTHERN SUB-AREA 2016

JIA EXPANSION & NETWORK CAPACITY

The CRA Northern sub-area includes 3 transportation projects defined in the legacy CIP and within the boundary of the CRA that serve to improve access to JIA from the North and allow for the Eastern expansion of Airport facilities. The relocation portion of Pecan Park road is under construction as of the date of this report. The corresponding Legacy CIP project elements are funded. The remaining capacity improvement for the existing Pecan Park corridor remain viable as of 2016. This project #22 can be classified as capacity improvement programs for an existing transportation corridor. The Pecan Park corridor is currently the only access to JIA from the North along I-95 and the relocation will provide new access to developable land within the CRA.

CRA Plan status and implications – The remaining transportation project should receive funding support from public agencies that are dedicated to maintaining transportation capacity and multi-modal enhancements regardless of the level of CRA participation. The Legacy CRA Master Plan did not direct the CRA formation towards capacity only transportation projects that did not also serve to extend access or provide for new road corridors designed to facilitate sound land development practices within the CRA. The CRA Board should define how any financial participation is justified, which may be limited to design standards and streetscape improvements unless increases in roadway trip capacity can be reserved for specific land parcels within the CRA which are expected to develop in the future.

Alternatively, The CRA Board should remove the Legacy CIP project element and allow the City/State and regional transportation agencies to monitor the established corridors for safety or capacity improvements over time.

The CRA Board should also be aware that the JIA Master Plan implementation calls for the abandonment of the old Pecan Park Road as a public facility and portions may be physically removed to meet internal JIA facility standards.

JIA CRA Legacy Transportation Projects

JIA Expansion & Network Capacity

- 20. Pecan Park Road Relocated from Airport Road to JIA S. Property Line
- 21. Pecan Park Road Relocated from JIA S. Property Line to JIA N. Property Line
- 22. Pecan Park Road JIA N. Property Line to 1-95 (4 lane divided)

= Program Element Funded/Project Complete
 = Program Element requires funding/schedule
 = Program Element no longer viable or cost feasible

JIA CRA 2016 Transportation Projects

JIA Expansion & Network Capacity

22. Pecan Park Road JIA N. Property Line to 1-95 (4 lane divided)

CRA Participation Strategy:

- FHA/FDOT/FAA Enhancement program for local road capacity
- Transportation concurrency trip reservation equal to \$ contribution for N-RD-21, N-RD-22, N-RD-23

JIA CRA PROGRAM GOALS & OPPORTUNITIES

The Legacy JIA CRA Master Plan was comprised of three basic components of related work programs that are formed under Ch. 163 F.S. and refined by (1) the specific Blight Conditions to be mitigated, (2) the Legacy CIP projects to be implemented, and (3) the CRA Program Goals and Objectives that are described in more general terms within the Master Plan. These CRA Master Plan Program Goals include improvements of social, economic and aesthetic character as well as positioning the CRA area as a regional presence that extends beyond the boundary of the CRA.

Benchmarking these broadly defined CRA Program goals can be a challenge where measurement of the baseline conditions was not provided within the Legacy documents, however many aspects of the described Program Goals and Objectives can be measured for change, improvement, or more precisely defined with contemporary technology to reduce the Program goals into definable elements.

For the purposes of this benchmarking analysis, measurement and assessment, the Legacy CRA Program goals are grouped into related categories but are still individually assessed where possible.

The first grouping of Legacy CRA Program goals collectively addresses Economic Development within the CRA property.

ECONOMIC DEVELOPMENT - JOBS

The JIA CRA has produced an increase in jobs of approximately 17,500 within the CRA, not counting JIA expansion or the recent UF/Shands and Amazon projects, since the CRA formation, utilizing a baseline year of 1995. This accomplishment is significant and directly related to the development activities within the CRA and has created enough regional inertia to be able to continue attracting new employment opportunities across manufacturing, distribution, logistics, medical and commercial services as well as service industries and professional services jobs related to the rate of higher income household formation. Job creation of this scale is significant for the region and establishes a level of jobs within the CRA that exceeds many similar sized geographic areas of Duval County.

Benchmarking the CRA performance in this regard shows that Duval County had 630,000 non-farm jobs in 2015 which is a job/area density of 686.2 jobs per gross sq. mile. The JIA CRA contains 18,498 jobs in 2015 (not counting JIA related operations jobs of 23,040 and land area exceeding the CRA boundary) which is a job/area density of 958.4 jobs per sq. mile. Clearly significant job generation has occurred with the CRA both in terms of the internal rate of growth from inception and the current 2015-year total job density when compared to the overall County.

ECONOMIC DEVELOPMENT – TAX BASE

The 2015 JIA CRA assessment report has a FY 1995/96 tax assessment value indicating the incremental taxable value was 23,737,724 compared to an estimated \$784,778,577 in FY 17 (assuming a millage of 11.4419) or 17.24% annual. This is a significant increase and rate of expansion that is not sustainable due to land availability. The growth between FY 2016 and FY 2017 was 7.38%.

Benchmarking this to Duval county as a whole indicates that the 2015 taxable value averages \$51,922,859 / sq. mile for the entire County while the CRA establishes 40,662,102 / sq. mile in the year 2015. While this may appear low, in spite of the growth rate, the JIA CRA has 4,023 acres of public facilities which are a disproportionate factor when comparing the relatively small land area of the CRA.

JIA CRA Tool Box

Program Opportunities – Economic Development

Powers By Plan & Statute

- ✔ **Increase the opportunities for both temporary and full time employment of Jacksonville residents.**

- **Strengthen the tax base of Jacksonville through new development in the Community Redevelopment Area.**

- **Provide land for public and private development which will support and strengthen the City’s commercial base (these development types may include low-medium density residential, light industrial, business park, office, community general commercial, retail, entertainment, hotel, parking, recreation and open space uses).**

- ✔ **Increase Jacksonville’s penetration of the economic activity generated by the growth of the JIA area of Jacksonville by developing additional commercial, residential, transportation and open space uses in the redevelopment area.**

✔ = Program Element Funded/Project Complete
 ○ = Program Element requires funding/schedule
 ✘ = Program Element no longer viable or cost feasible

JIA CRA PROGRAM GOALS & OPPORTUNITIES

By netting out the JIA airport facilities from the CRA gross land area, the taxable rate increases to \$60,367,582 / sq. mile. Clearly significant accomplishment in increasing the taxable land value has occurred within the CRA both in terms of growth rate since inception and overall valuation rates when compared to current levels County wide.

ECONOMIC DEVELOPMENT - PROVISION OF LAND TO STRENGTHEN THE COMMERCIAL BASE

This goal of the CRA is focused on increasing the non-single family residential land uses to become the predominate base of property tax within the CRA and to better balance the CRA with an internally supportive mix of land uses. Measurement and assessment of the CRA accomplishment in this regard indicated a significant level of success. Overall, since 1995 around 2,026 acres have developed with building permit activity along with water management district permitting. This level of new land development included new single family land use of 744 acres which indicates 1,282 acres of gross new land conversion into the target range of non-single family.

Review of the increase of taxable property values based on improvements to land within the CRA also supports this Program Goal by the documented 394% increase in value since 1995 on non-residential land parcels.

Further assessment of the remaining potential for land development was performed as a result of CRA Board questions regarding the assumptions that under-utilized or vacant land was actually developable. In order to measure the remaining potential for land in the CRA to support non-single family land use, it was necessary to map physical and regulatory constraints that would limit the beneficial use and coverage of land in the CRA to a level of density and intensity that would result in increased tax base.

A series of map studies was performed and overlaid to reveal land areas which could reasonably support higher intensity land use. This map series is in the appendix item ----

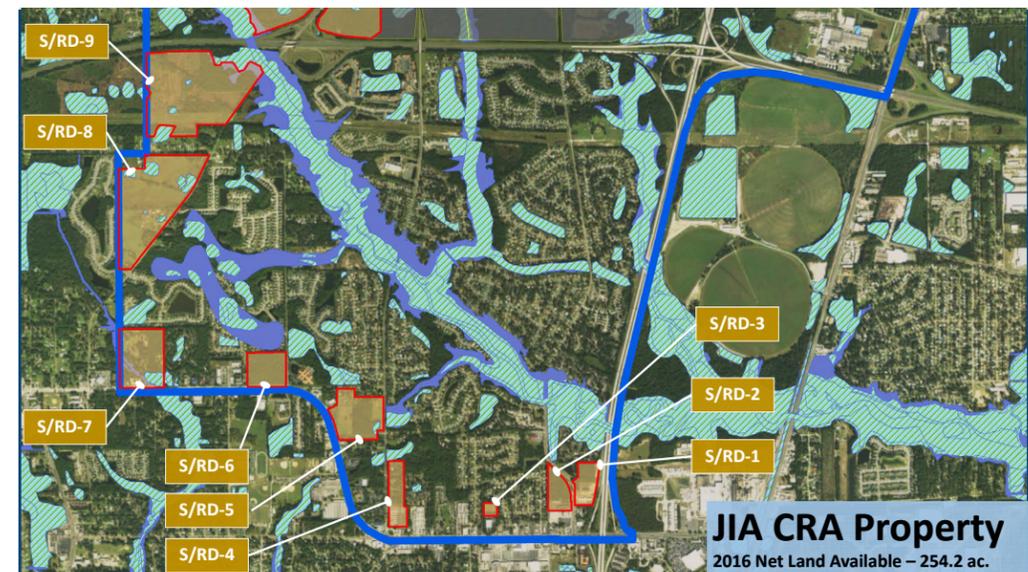
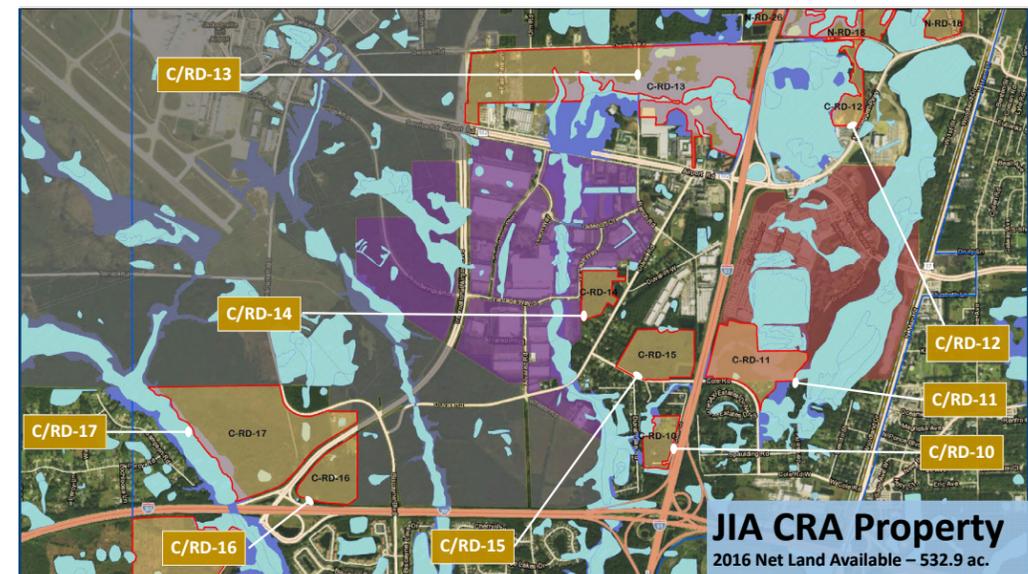
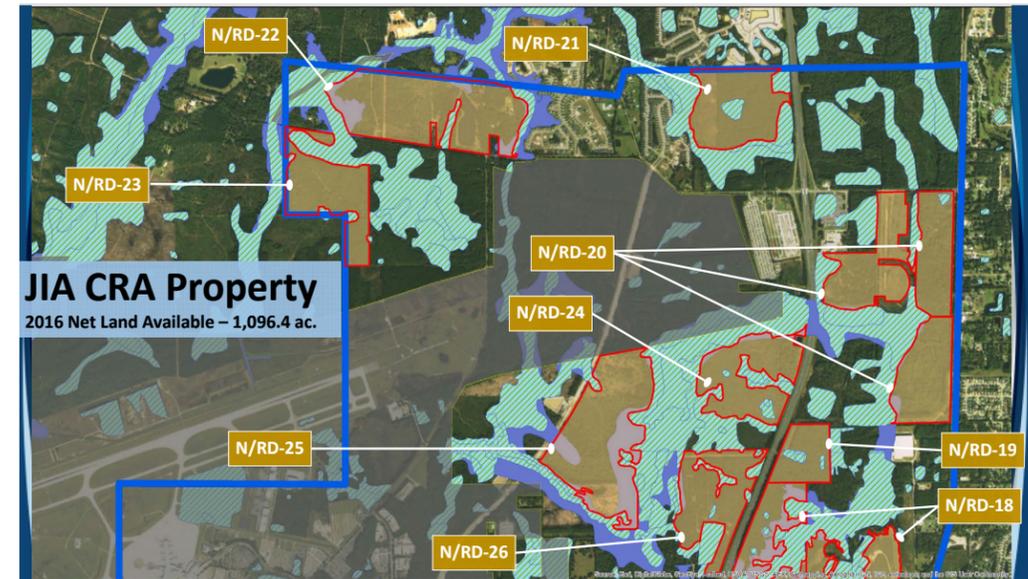
The results of this assessment shows remaining viable net available land suitable for a range of development that supports the CRA Plan goals to strengthen the Commercial base.

The CRA South sub-area has 254.2 acres of remaining available land spread over 9 separate parcels. It should be noted that parcel S/RD-9 is around 150 acres and extends beyond the CRA boundary along the I-295 corridor. Only the net acreage within the CRA is included within this assessment.

12.00% of the net parcel acreage within the Southern sub-area is available for new land development which is a lower percentage that is typically found in urbanizing areas of Duval County.

The CRA Central sub-area has 532.9 acres of remaining available land spread over 8 separate parcels. 12.9% of the net parcel acreage within the Central sub-area is available for new land development which is a lower percentage that is typically found in urbanizing areas of Duval County.

The CRA North sub-area has 1,096.4 acres of remaining available land spread over 9 separate parcels. 23.4% of the net parcel acreage within the Northern sub-area is available for new land development which is a normal percentage that is typically found in suburban areas of Duval County.



JIA CRA PROGRAM GOALS & OPPORTUNITIES

REVITALIZATION OF EXISTING BUILDING CONDITIONS

This tenant of the Legacy CRA Master Plan is focused on the removal of obsolete structures and sub-standard buildings that contribute to the decline in surrounding property values and inhibit sound development patterns. These conditions can also lead to deferred maintenance in surrounding properties and cause normal levels of private sector property re-investment to decline. CRA Plan powers include the direct acquisition of property and relocation assistance of individuals or businesses with assistance from the City of Jacksonville through the Jacksonville Department of Housing and Urban Development.

Benchmarking the CRA performance in this regard shows that the existing land parcels within the CRA that had habitable or non-habitable structures demolished since the baseline year of 1995 total 69 structures through 2016. More detailed review of the demolition activities indicates that the activity was derived by private sector interests and a few properties with damage conditions supported by insurance proceeds.

None of the documented structure removals were on property owned by the City or CRA and review with the Jacksonville Department of Housing and Urban Development did not indicate any direct relocation assistance for residents or business owners for the CRA.

The CRA has relied on private market forces to direct this element of the Master Plan rather than by direct intervention. The 1995 baseline property condition analysis performed as part of this report indicated 269 possible CRA land parcels exhibiting the potential for sub-standard structures. The removal of 69 is a significant accomplishment for the CRA, however the 2015 conditions indicate that the number of CRA parcels currently exhibiting the potential for sub-standard structures has increased to 508.

There were no specific actions defined in the Legacy CRA documents or specific areas of focus for these stated Program Goals of the Master Plan. Relying on general market forces to assist in this regard was a reasonable approach for the CRA since inception. The 2016 Benchmarking Report provides the basis for the CRA Board to either address this Plan Goal more specifically within the administration of the CRA or to assign responsibility to other established agencies.

JIA CRA Tool Box Powers By Plan & Statute

Program Opportunities – Revitalization of Existing Building Conditions

- ✔
 - Acquire and remove structurally substandard and obsolete buildings in the project area detrimental to the safety or welfare of the community, including buildings exhibiting blighting influences causing physical and environmental deterioration.

- - Acquire property where conditions of title, diverse ownership, lot layouts, or other conditions prevent the proper development of the property and where such acquisition is necessary to carry out this Redevelopment Plan.

- ✔
 - Improve the surrounding environment and replace, through new construction, deteriorated or obsolete buildings within the project area.

- - Relocate existing uses, where necessary, in close consultation with these affected users and offer relocation opportunities pursuant to applicable law.

✔ = Program Element Funded/Project Complete
 ○ = Program Element requires funding/schedule
 ✘ = Program Element no longer viable or cost feasible

JIA CRA PROGRAM GOALS & OPPORTUNITIES

PUBLIC SERVICES & STANDARDS

This tenant of the Legacy CRA Master Plan is focused on the extension of public infrastructure standards within the CRA to support new development and to enhance existing conditions. New road corridor construction within the CRA since 1993 exhibit construction standards typical for the City at the year of construction. Some older collector and arterial road corridors lack current standards, but some have had sidewalk, drainage, lighting or landscape improvements outside of full reconstruction projects.

Established older neighborhoods at the time of the CRA Plan formation largely did not have internal sidewalks although subdivisions established in the late 1980's have sidewalks. None of the older internal neighborhood streets have been improved to include sidewalks.

Benchmarking the CRA performance in this regard shows that the existing collector roads and arterials within the CRA have undergone significant improvement since 1993. More detailed review of the improvement in Public services and Standards are as follows:

SOUTH SUB-AREA

Harts Road was improved with sidewalks for 35% of its length in 1993. The 2016 condition is 95% with improved lighting, landscaping in sections and improved signage and marking at intersections. The Eartha B. Napoleon neighborhood Park has been added as well.

Dunn Ave. is relatively unchanged from 1993, which was already completed with sidewalks for the length within the CRA. Minor traffic operation improvements have occurred.

Duval Road through the CRA had no sidewalks of lighting in 1993 and currently has 25% of the Southern sub-area improved with sidewalks on one side of the road and has 50% with street lighting. Other deficiencies with sewer collection exist moving north from Dunn Ave.

Armsdale Road had no sidewalks in 1993 and currently has less than 20% of the length with sidewalks on at least one side. Lighting has been added for the entire length. Water and Sewer services are also sporadic along the length moving North from Dunn Ave.

Biscayne Blvd. currently has complete dual sidewalks over its entire length with the exception of the I-295 overpass approach zone. Only 15% of this collector corridor had sidewalks in 1993. Lighting is also complete. Sewer collection has two gaps in availability.

CENTRAL SUB-AREA

The older collector roads that supported pre-existing conditions in 1993 include Cole Road, Duval Road and Pecan Park. Where these roads have remained in their original location, the provisions of sidewalks, utilities and lighting are unchanged from the 1993 condition. All new segments of these roads and new corridors have been fully developed with public services meeting contemporary standards.

NORTH SUB-AREA

The older collector roads that supported pre-existing conditions in 1993 include Hyatt Road, Owens Road and Pecan Park. Where these roads have remained in their original location, the provisions of sidewalks, utilities and lighting are unchanged from the 1993 condition. All new segments and intersections of these roads and new corridors have been fully developed with public services meeting contemporary standards.

JIA CRA Tool Box

Program Opportunities – Public Services & Standards

Powers By Plan & Statute

- ✔ 🕒 **Provide pedestrian linkages within the project area.**

- 🕒 **Provide a strong visual image for the project area through consistently high quality of building design, open space, plaza and park areas, and landscape treatment.**

- ✔ 🕒 **Provide public improvements to complement and service new development, including needed utilities, including electric, water, sewer, and gas line extensions, street closings and changes, streetscape improvements, open space landscaping, pedestrian linkages, and parking.**

✔ = Program Element Funded/Project Complete
 🕒 = Program Element requires funding/schedule
 ✘ = Program Element no longer viable or cost feasible

- ✔ 🕒 **Enhance the image of the JIA area, the Northside and the Jacksonville area in general through the redevelopment of the area.**

JIA CRA PROGRAM GOALS & OPPORTUNITIES

AREA ACTION PLANS

This tenant of the Legacy CRA Master Plan is designed to allow the CRA to create focused solutions to the redevelopment deficiencies broadly described within the CRA, over time, and in response to new specific redevelopment opportunities in need of CRA support. There is no limit to the size, location or nature of the Action Area Plans which can be initiated by the CRA but require financial analysis and approval by the full City Council.

Since inception, the CRA has implemented Area Action Plans only in response to private sector development or expansion within the CRA by its participation in incentive packages that require public sector funding or the commitment to the extension of public infrastructure with improved standards within the CRA to support new development and to enhance existing conditions. These actions have been a successful form of reactive Area Action Plans implemented via Development Agreements and funding commitments in conjunction with the City Council.

Pro-active formation of Area Action Plans including financial justification could be initiated by the CRA Board as a means of concentrating improvements meeting CRA standards into target locations that remain difficult to improve or have lacked any private sector redevelopment activity since inception of the Legacy Master Plan.

Benchmarking the CRA performance in this regard shows that the large size of the CRA boundary has allowed isolated areas of land & economic conditions to remain unchanged since formation of the CRA. These areas defined as the NRZ zones in this report, may benefit from more focused CRA support.

The RDA zones identified in this report could also be considered for Area Action Plans by the CRA Board, however, historically these types of land development opportunities will self-initiate as market forces and incremental development patterns create opportunities both for land owners and end uses of the land. This type of activity will occur within the CRA regardless of the proactive participation of the CRA and can be supported by the City Economic Development functions.

Questions have been raised regarding the size of the Legacy CRA and relevance to the current conditions where extensive improvements have occurred over the life of the CRA. The Legacy CRA Boundary can reduce in size and location only by full closure of the existing CRA and re-forming of a new CRA with sufficient Findings of Necessity and with the re-set of the TIFF base year.

The use of Area Action Plans within the current CRA structure could serve to focus CRA resources into select areas without CRA closure and reformation.

Alternatively, The CRA Master Plan could be updated with Area Action Plans, prior to closure of the overall CRA. The closure process for the CRA would require coordination and integration of the newly updated CRA Master Plan and Area Action Plans into the City Comprehensive Plan, thus transferring responsibility to the City for the remaining CRA program goals.

JIA CRA Tool Box

Program Opportunities – Area Action Plans

Powers By Plan & Statute

- Provide consistency with the Elements & Goals of City Comprehensive Plan in terms of Future Land Use, Recreation & Open Space, Transportation Circulation, Ports Aviation and Related, Housing & Capital Improvements within the CRA area.
- The CRA shall create & City Council shall also reserve the power of final approval of Area Action Plans which shall be submitted on a project by project basis, and which will include feasibility/demo graphic studies and economic proformas (impact on community and surrounding neighbor hoods). Each such plan shall include cost projections and sources of revenue to cover projected costs. Any Area Action Plans submitted will comply with the intent and specifications of Chapter 163.3 Florida Statutes.

✓ = Program Element Funded/Project Complete ⦿ = Program Element requires funding/schedule ✗ = Program Element no longer viable or cost feasible

CONCLUSIONS & RECOMMENDATIONS

CONCLUSIONS OF CRA PLAN ACCOMPLISHMENT

The accomplishment of the JIA CRA can be measured principally by the reduction of the Conditions of Blight (Enabling Conditions), secondarily by the funded/completed Capital Improvement Program (CIP) and also by collective actions towards reaching the stated CRA Master Plan Program Goals. Measurement of accomplishment is also gauged by non-attainment of Goals and recognition that some measurable amount of the defined CRA Area Enabling Conditions exist in all areas of Duval County when measured against a County wide base-line condition or within common segments of the defined Urban, Suburban and Rural Development Zones.

ENABLING CONDITION OF SUBSTANDARD HOUSING – The CRA has reduced substandard dwellings from the established 1990 CRA blight condition of 41% of the housing stock to 2.2% in 2010 when measured by comparable census tract methods. Utilizing a GIS-based analysis of individual residential property age combined with history of building permit activity since 1995 thru 2015, we conclude that a maximum of 11% of the housing stock has the potential to be substandard based on deferred maintenance, combined with building age and available public utilities within adjacent public or private ROW. This potential substandard housing stock, defined by geographic location (NRZ) in this report would require individual property inspections to refine the actual substandard housing value to a lower number. Both the Census and GIS-based method of analysis measure current CRA housing conditions to be substantially accomplished and to be below the baseline County-wide value of 2.9% (census method)

ENABLING CONDITION OF VACANT AND UNDER-UTILIZED LAND – The CRA has reduced this condition from the established 54% of gross land within the CRA in 1990 to 15.1% in 2015 utilizing GIS analysis of land development patterns, determinations of net developable land (RDA) tracts, and changes in improved property values. The large land area of the CRA ranges from nearly built-out in the south to recent suburbanization of rural land use in the north. It should be noted that GIS analysis of Duval County indicates that 19.1% of the gross acreage is considered available vacant land that could support development. The Enabling condition of vacant and under-utilized land in the CRA is now below the baseline county wide condition.

ENABLING CONDITION OF INADEQUATE STREET LAYOUT & ROADWAYS – The 1990 Blight Study and 1993 CRA Master Plan established that missing street network and inadequate roadways were inhibiting sound growth patterns within the CRA Boundary but provided no specific measurement method. By utilizing a consistent measurement process, of determining the length of Private or Public road ROW as a ratio per acre of land area, for the 1993 and 2015 CRA condition, we conclude that CRA transportation and development activity has improved from 103.3 linear feet/acre in 1995 to 207 linear feet/acre in 2015. This level of road to acreage is consistent with baseline conditions in suburban Duval County. It should be noted that the northern portion on the CRA has extensive, connected wetland systems and JIA buffer property restricting the establishment of meaningful roadway corridors.

CRA MASTER PLAN CAPITAL IMPROVEMENT PROGRAM

The CRA has participated in the funding of 22 CIP projects out of 32 CIP Projects defined in the 1993 CRA Master Plan that focused on Transportation improvements in association with other State and Regional agencies. Another 6 individual CIP projects have been determined not to be cost-feasible by partner agencies and therefore dropped from all current and future transportation programs. In other instances, the defined remaining CIP projects have become segmented and fall

outside of the CRA Boundary and not a legal use of CRA TIF funds. Three of the remaining CIP projects are categorized as lane-mile capacity projects which do not extend roadway access for property in the CRA or create new transportation network capacity. Both the creation of new access and the establishment of new street network is fundamental to the CRA Master Plan and eradication of Blight. These 3 transportation capacity projects have been re-scheduled to the LRTP program needs of the year 2035 from 2025. The JIA CRA is not the lead agency responsible for funding or execution of these 3 capacity projects which will remain in future year programs until regional background traffic growth increases beyond adopted level of service thresholds. The remaining unfunded CIP project is a safety/geometry and capacity project designed to address existing deficiencies at the interchange of I-95 and Airport Drive. This project was originally projected to cost \$20M but earlier funded preliminary design plans and options have significantly increased the project cost. Some potential obligation may remain for this project, however nothing in the CRA Master Plan establishes proportionate share between the primary agencies responsible for transportation improvements and the CRA.

CRA MASTER PLAN PROGRAM GOALS

The 1993 CRA Master Plan identified 15 related CRA Program Goals and Opportunities that serve to direct the administrative principals and priorities associated with the execution of the Master Plan.

Review of the CRA Program Goals indicate that significant accomplishment since 1993 has been made across the entire range. As with many generalized program goals written without specific measurable targets, complete attainment can be debated against a moving threshold or discreet time based parameters. The only Program Opportunity that was not specifically addressed, by name, is the preparation and use of Area Action Plans to address detailed work plans and unique issues in small areas within the larger CRA.

Although the term Area Action Plan was not utilized when engaging CRA TIF funds to support specific projects for area economic development and to provide incentives for job generation, the CRA activity associated with the River City Marketplace, Project Rex (Amazon) and others essentially provides the same function, complete with financial assessment and City Council oversight.

STRATEGIC RECOMMENDATIONS

The formation of the CRA in 1990 utilized the existence of three Conditions of Blight (Enabling Conditions) documented to allow CRA planning, administration and funding per Florida statutes. These same three Conditions of Blight defined within the specific CRA legal boundary determination also supported the adoption of 32 Capital Improvement Program elements and 15 general CRA Program Goals and Objectives.

CRA activities to eradicate blight conditions since Master Plan adoption in 1993, along with regional economic growth and improved analytical tools of the JIA CRA Boundary conditions to the year 2015, conclude that this CRA has accomplished the elimination of defined Blight Conditions and no longer exhibits the three Conditions of Blight which provide the foundation for all other CRA activity. Therefore, the City/JIA CRA Board must accordingly direct future CRA planning and strategic decisions for remaining activities.

CONCLUSIONS & RECOMMENDATIONS

STRATEGIC DIRECTION - for the CRA administration include the following options:

1) CRA CLOSURE WITH INTERGOVERNMENTAL COORDINATION

This is the most direct path to re-direct any remaining CRA obligations to other appropriate City departments and to provide text necessary amendments to the Comprehensive Plan.

2) CRA CLOSURE WITH DEFINED/ADOPTED AREA ACTION PLANS

This approach would provide time for the JIA CRA to prepare several Area Action Plans that would address any remaining issues in small areas that have not benefited from prior CRA activity. Once Area Action Plan funding commitments are made, the entire CRA would administratively close and transfer all committed financial obligations to the City General Fund or another designated budgeted source.

3) CRA CLOSURE WITH FON ANALYSIS FOR NEW CONDITIONS OF BLIGHT/BOUNDARY

This process would follow Path 1 with the understanding that a subsequent study would be conducted by the City to determine if designated areas within the CRA meet enough of the conditions to support Findings of Necessity per Florida statute. The City could then evaluate the FoN and Boundary to decide if formation of new CRA areas are the most productive approach towards community development.

4) CRA TIF CAP AND CLOSURE SCHEDULE

This process would place a cap on the generation of TIF funds available for use within the CRA Boundary and provide a longer term schedule for meeting existing financial obligations of the CRA and funding any remaining items that are supported by the original Master Plan.

The above CRA options have different directions to the same result and the concluding goal of all Community Redevelopment Areas; which is to remove the Conditions of Blight to allow normal municipal activities and private sector interests to enable productive social and economic benefits.

CRA closure requires both financial accountability and text amendment/modification to the Comprehensive Plan in addition to notice and adoption of local resolution by the CRA Board/City Council.

Financial accountability includes TIF revenue commitments via Bonds, CIP Program Budgets, Public/Private Development Agreements, Contractual obligations, and expense reimbursement for CRA related activities past and projected through closure. Additional consideration may exist for TIF Trust fund balance disbursement, conveyance of any property, easements or development rights held by the CRA.

APPENDIX

Jacksonville International Airport (JIA) CRA REDEVELOPMENT PLAN

REVISED DRAFT REPORT
October 27, 2016

Benchmarking & Strategic Assessment

