

Jacksonville Florida

June 17–22, 2018



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Leveraging Transit for Economic Development

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About the Urban Land Institute

THE URBAN LAND INSTITUTE is a global, member-driven organization comprising more than 42,000 real estate and urban development professionals dedicated to advancing the Institute's mission of providing leadership in the responsible use of land and in creating and sustaining thriving communities worldwide.

ULI's interdisciplinary membership represents all aspects of the industry, including developers, property owners, investors, architects, urban planners, public officials, real estate brokers, appraisers, attorneys, engineers, financiers, and academics. Established in 1936, the Institute has a presence in the Americas, Europe, and Asia Pacific regions, with members in 80 countries.

ULI's extraordinary impact on land use decision making is based on its members' sharing expertise on a variety of

factors affecting the built environment, including urbanization, demographic and population changes, new economic drivers, technology advancements, and environmental concerns.

Peer-to-peer learning is achieved through the knowledge shared by members at thousands of convenings each year that reinforce ULI's position as a global authority on land use and real estate. In 2017 alone, more than 1,900 events were held in about 290 cities around the world.

Drawing on the work of its members, the Institute recognizes and shares best practices in urban design and development for the benefit of communities around the globe.

More information is available at uli.org. Follow ULI on Twitter, Facebook, LinkedIn, and Instagram.

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About ULI Advisory Services

THE GOAL OF THE ULI ADVISORY SERVICES is to bring the finest expertise in the real estate field to bear on complex land use planning and development projects, programs, and policies.

Since 1947, this program has assembled well over 700 ULI-member teams to help sponsors find creative, practical solutions for issues such as downtown redevelopment, land management strategies, evaluation of development potential, growth management, community revitalization, brownfield redevelopment, military base reuse, provision of low-cost and affordable housing, and asset management strategies, among other matters. A wide variety of public, private, and nonprofit organizations have contracted for ULI's advisory services.

Each panel team is composed of highly qualified professionals who volunteer their time to ULI. They are chosen for their knowledge of the panel topic and are screened to ensure their objectivity. ULI's interdisciplinary panel teams provide a holistic look at development problems. A respected ULI member who has previous panel experience chairs each panel.

The agenda for a five-day panel assignment is intensive. It includes an in-depth briefing day composed of a tour of the site and meetings with sponsor representatives, a day of hour-long interviews of typically 50 to 100 key community representatives, and two days of formulating recommendations. Long nights of discussion precede the panel's conclusions. On the final day on site, the panel makes an oral presentation of its findings and conclusions to the sponsor. A written report is prepared and published.

Because the sponsoring entities are responsible for significant preparation before the panel's visit, including sending extensive briefing materials to each member and arranging for the panel to meet with key local community members and stakeholders in the project under consideration, participants in ULI's five-day panel assignments are able to make

accurate assessments of a sponsor's issues and to provide recommendations in a compressed amount of time.

A major strength of the program is ULI's unique ability to draw on the knowledge and expertise of its members, including land developers and owners, public officials, academics, representatives of financial institutions, and others. In fulfillment of the mission of the Urban Land Institute, this Advisory Services panel report is intended to provide objective advice that will promote the responsible use of land to enhance the environment.

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In addition, thank you to the many other JTA staff members who made the week a success, including Sal Alaimo, Aleizha Batson, Matt Chang, John Claybrooks, Michael Corbitt, Marcus Dixon, Kevin Greene, Kenny Jefferson, Lorrin Leonard, Jen Hankey Maki, Winova Mayer, Leigh McGinty, Jeremy Norsworthy, Leigh Ann Rassler, Kevin Salzer, Kathleen Smith, Terri Smith, and Gerald Wade.

The panel also thanks ULI North Florida for its help in answering questions and providing insight to the panel, including Tarik Bateh, JLL; Carolyn Clark, ULI North Florida; Jake Gordon, Downtown Vision; Peter King, Bellatrix Ventures; Patrick Krechowski, Gray Robinson; Joe Loretta, Genesis Group; and Rob Palmer, RS&H.

Finally, the panel would like to thank the more than 100 residents, business and community leaders, and representatives from across Jacksonville who shared their perspectives, experiences, and insights with the panel over the week.

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Background and the Panel's Assignment

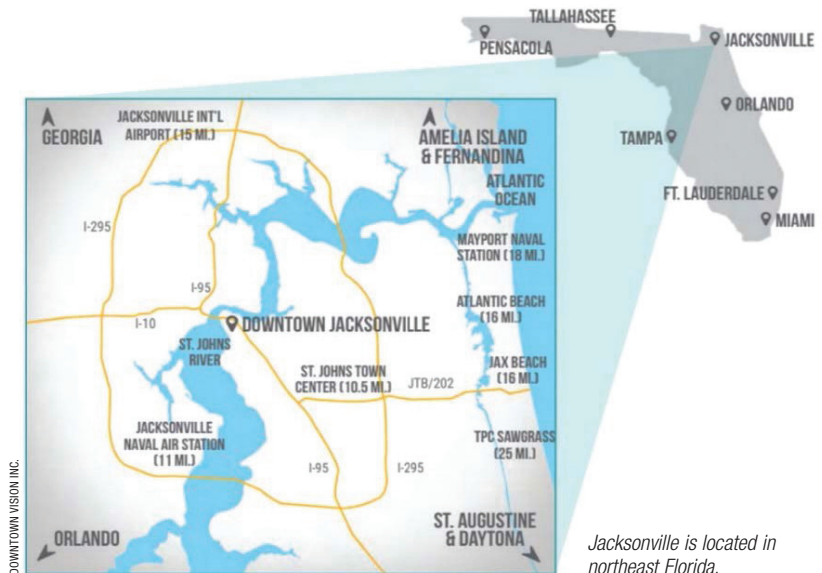
BECAUSE OF A CITY/COUNTY GOVERNMENT

consolidation in 1968, the city of Jacksonville in northeast Florida is the largest city by area in the contiguous United States, comprising 875 square miles. With an estimated 2017 population of 892,062, Jacksonville is the largest city in the state of Florida and the 12th largest in the United States. Jacksonville's Metropolitan Statistical Area, which includes surrounding counties in northeast Florida and southeast Georgia, has an estimated 2017 population of 1,504,980, making it the 40th largest by population in the United States and the fourth largest in Florida, behind the Miami, Tampa, and Orlando metropolitan areas.

Water has played a crucial role in the formation of Jacksonville's identity. Although Duval County's 22 miles of beaches along three communities (Atlantic Beach, Jacksonville Beach, and Neptune Beach) are technically outside Jacksonville's city limits, these towns largely serve as bedroom communities or popular tourism draws near Jacksonville.

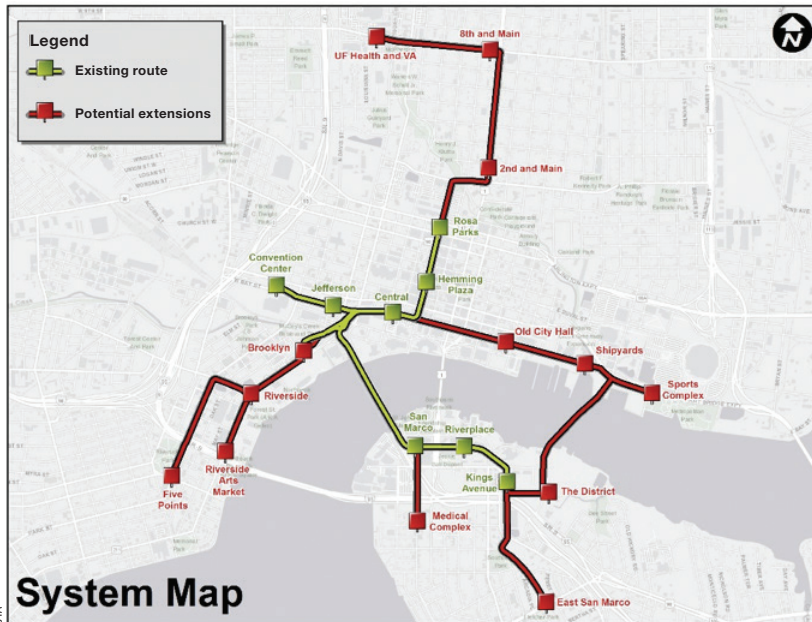
The city is bisected by the St. Johns River and is home to major naval facilities and the Port of Jacksonville, which is the 13th-largest U.S. port by container volume and second largest in Florida. Jacksonville's location as a hub for rail networks, interstate highways, and an international airport make it a popular location for logistics firms, including rail transportation company CSX Corporation and freight and delivery company Landstar, both of which are headquartered there. Other Fortune 500 companies based in the city are title insurance provider Fidelity National Financial and Fidelity National Information Services.

The city of Jacksonville is dedicated to revitalizing its downtown. Downtown Jacksonville serves as a community hub for nearly one and a half million people and is the location of many destinations, events, and cultural centers



for the residents of Jacksonville and the surrounding region. In an effort to support downtown revitalization, the Jacksonville Transportation Authority (JTA) is planning a new mode of transportation to improve accessibility and support economic development in and around downtown. The Ultimate Urban Circulator (U²C) has the potential of creating a more connected downtown, while addressing the issues affecting Jacksonville's aging infrastructure.

For nearly 30 years, JTA's Automated Skyway Express (Skyway) has transported Jacksonville's commuters throughout the urban core. However, emerging technology and the evolving needs of Jacksonville's downtown development present a unique opportunity to reevaluate existing infrastructure and provide greater connectivity, mobility, and sustained economic growth. JTA has determined that these objectives can be achieved by using investment in the existing elevated Skyway, expanding the area it serves, and adopting autonomous transit technology. U²C can cost-effectively reach beyond the current system to serve existing and planned downtown development.



The U²C network proposed by JTA.



An automated vehicle on the U²C test track on East Bay Street.

A ULI Advisory Service panel was asked to provide strategic advice and recommendations on the following four key objectives and goals:

- **Economic development opportunities:** To design a transit system that is viewed as an economic advantage that provides greater accessibility, is sustainable, and supports economic development;
- **Regulatory goals and policy:** To determine a champion and strategies to guide regulatory controls and policies in a direction that supports transit-oriented development, smart city initiatives, and economic development;
- **Land use and market-based development:** To use transit-oriented development strategies to reduce auto dependence and congestion as well as improve accessibility through alternate modes in the downtown area; and

- **Implementation:** To develop strategies for the development and redevelopment of two transit stations, which are representative of other stations throughout downtown, that can act as models for future station development, and to determine strategies to encourage support for the project, as well as next steps in implementing the project.

These objectives and goals are intended to help envision the revitalization of downtown Jacksonville and the surrounding neighborhoods with the U²C at the center of development, and then to translate these recommendations into public sector investments and identify tools and next steps for their implementation. The panel's recommendations were developed after interviews with stakeholders, a site tour, and a briefing by JTA.

Establishing the Vision

SAN DIEGO IN THE 1970s was similar to Jacksonville today. The city was a large, sprawling community with beaches, strong suburban-based Fortune 500 companies, universities, and military facilities. However, focus on downtown by the city and real estate developers was limited. The trajectory of San Diego's resurgent downtown began to change in the 1980s with political leadership and an understanding that a strong downtown meant a strong region. This led to the revitalization of the Gaslamp Quarter and nearby Horton Plaza with a focus on walkability, commercial activity, and providing a safe atmosphere. More than 30 years later, San Diego's downtown is now often considered one of the most livable and dynamic communities in the United States.

Many of the same attributes that created a strong economic boom in San Diego are present in Jacksonville, but establishing a clear vision and tools to implement that vision are needed. To guide the panel's recommendations, the panel established the following set of guiding principles:

- **Create a city of neighborhoods:** Downtown Jacksonville currently has many assets, neighborhoods, and destination points. These assets should be built upon and better highlighted. An opportunity exists to create inclusive economic development and growth that will better connect with downtown and provide currently untapped ridership. Development should focus on residential to provide housing options for the many and diverse employment opportunities that are currently located downtown. Like the diversity of employers, residential should meet the many needs of the workforce, students, seniors, millennials, and corporate users.
- **Enhance mobility:** The U²C should be about creating more mobility options and build on the existing network of the regional and local bus system, vehicular transport, sidewalks, water taxis, and active transportation options



SAN DIEGO HISTORY CENTER/FICKR

San Diego in the 1970s.



PART OF SAN DIEGO/FICKR

San Diego today.

such as bicycles. The proposed system is innovative, exciting, and a real branding opportunity. However, automated vehicles (AVs) are still unproven technology and some caution is necessary in relying only on the U²C network to drive economic growth. The system needs to respond to changing dynamics to serve the customers—the riders—first. This forward-looking technology can be successful if JTA uses its position of controlling land, streetscapes, and funding sources.

- **Start small:** Successful downtowns are built with small building blocks—not just with big projects. Taking advantage of and nurturing small projects will build trust and a culture of success. Recent examples include the Lofts at LaVilla and Intuition Ale Works brewery. These smaller-scale projects bring character, economic sustainability, and neighborhood vitality.

The 2017 State of Downtown Report from Downtown Vision Inc. shows that billions of dollars of investment are occurring in downtown Jacksonville, along with new housing, entertainment, and work. Downtown is a vital and important place within the region, and it matters for future investment and attention.



DOWNTOWN VISION INC.

2017 STATE OF DOWNTOWN REPORT
Jacksonville, Florida

- **Empower champions:** Many ongoing efforts to improve downtown and many individual champions exist. The development of inclusive engagement and a clear path from top down to grassroots up should be established to ensure the actions of the many come together so that everyone succeeds in their missions. Having a robust network of empowered champions will help plan for a longer-term vision and implementation through economic cycles and changes in market demands.
- **Take transformational action:** The idea of redevelopment and revitalization of the downtown has engendered a lot of excitement. Use this energy, funding, and expertise to create a downtown Jacksonville that rivals other successful communities, such as San Diego, Nashville, or Indianapolis, and builds pride in the region while recognizing and respecting the city's deep history and diversity. The reenvisioned Skyway and U²C can be this transformational action.

Infill development should be encouraged in downtown because there are many opportunities within the existing street grid and parking lots. This image shows an example of a new residential building in Detroit replacing a former parking lot near the city's People Mover and new streetcar.



PAUL ANGELO/REUTERS

Key Observations

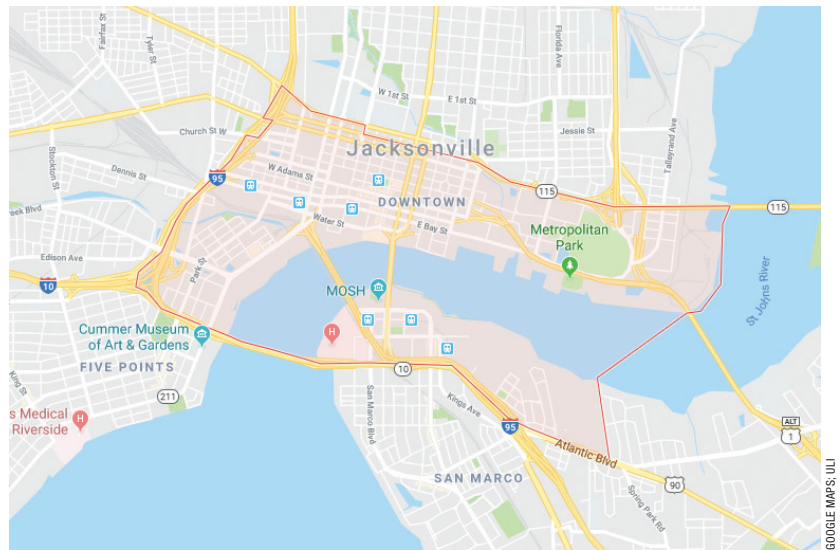
THE 2015 U.S. CENSUS ESTIMATES that Duval County has about 490,000 jobs, the largest share of which is represented by the health care and social assistance sector with 14 percent of the total. Downtown Vision Inc. estimates that downtown Jacksonville has almost 59,000, or 12 percent, of total countywide jobs. The prominent sectors represented in the downtown area include professional services (21.1 percent), finance and insurance (9.7 percent), and public administration (9.0 percent).

This finding is not a surprise, given the location of at least three Fortune 500 companies, banks, and insurance companies in the downtown area, as well as a wider ecosystem of professional service establishments supported by the multiple civic functions, including the city hall and courts. Downtown contains about 25 percent of citywide office inventory, but this has not grown because of competition from newer developments in suburban locations.

Although health care and social assistance represents almost 8 percent of total downtown jobs, it includes only the Baptist Medical Center but not other major health care facilities such as UF Health Jacksonville to the north and the St. Vincent's Medical Center to the southeast, which lie just outside the boundaries of the defined downtown area. Considering these other facilities as part of downtown's economic base may imply that downtown has a similar or perhaps even a greater share of health care jobs than the region as a whole.

The Battle for Survival

In contrast to downtown's employment concentration, the area's 4,200 residents represent less than 1 percent of the regional population. Duval County is also a tourist destination. Estimates provided by Visit Jacksonville's annual visitor survey report that 6.2 million overnight guests visited



The defined downtown of Jacksonville.

Duval County in 2016. Other visitor preference surveys conducted by Visit Jacksonville report that Jacksonville is an affordable destination for family fun and beaches.

Although the city has a number of attractions located downtown, including a Convention Center and a number of high-quality sports franchises such as the Jacksonville Jaguars, these attractions have not spurred significant overnight visitation. With 2,300 rooms, downtown has only a small share of the close to 18,000 hotel rooms located in the county, which has affected the city's ability to attract major conventions. The Stadium District's Sports Complex with its multiple venues does attract a large number of regional visitors, but this visitation is event based and not sustained on a daily basis.

This imbalance between a small resident population and sporadic event and convention visitors, contrasted with a large number of daytime employees who are only downtown from 9 a.m. to 5 p.m. on weekdays, poses a

significant challenge to retail and dining establishments in downtown, which cannot thrive without a reliable and consistent flow of patrons during weekdays and weekends as well as at different times of the day.

As a result, according to CoStar, downtown's share of retail and dining establishments is less than 2 percent of the citywide inventory, and average retail rents have declined by more than 30 percent since 2010. This situation is further exacerbated by Jacksonville's continued outward growth, with newer developments in the suburbs over the past few decades; new suburban shopping centers of all types have followed the rooftops.

Strong Fundamentals but Underleveraged Assets

Although a large part of downtown is laid out on a walkable grid, and the central core of the Civic Center emanating out of Hemming Plaza is dense and includes a variety of historic buildings with architectural character, most of the office stock in the area surrounding this core is dated, going back to the 1970s and 1980s, and built for the automobile.



Hemming Plaza in downtown Jacksonville.



A parking lot near the intersection of West Bay Street and Hogan Street.

As in any automobile-centric city, downtown is dominated by an abundant supply of parking of all forms, including very large and mostly underused surface lots and structures, which create severe barriers to a walkable environment. The lack of shade and various intrusive infrastructure features, including a number of ramps and grade separations, also do not help walkability. During extreme rainfall events, the amount of hard surfaces such as parking lots and roadways decreases the ability of downtown Jacksonville to avoid flooding.

Despite some of these challenges, which are not unlike the ones faced by most cities across the country at one time or another over the last 50 years, downtown Jacksonville also has many unique strengths. Perhaps the greatest of these is its location, straddling both sides of the beautiful St. Johns River. This location is further enhanced by some of the critical investments made by the city over time, including the creation of the Riverwalk and continued improvements within the urban core related to streets. However, the river and associated storm surges also pose

a threat to downtown, as seen in 2017 with the flooding from Hurricane Irma, which caused an estimated \$85 million of damage to the city. The riverfront presents a unique opportunity to position this part of the city as a one-of-a-kind urban center with access to amenities, open space, entertainment, jobs, health care, education, and a variety of housing options.

Downtown is also home to a number of cultural and institutional anchors, including Florida State College of Jacksonville's downtown campus north of the downtown core, the newly constructed Jacksonville Public Library, a number of religious institutions including the First Baptist Church, and the Museum of Science and History on the south bank, among others.

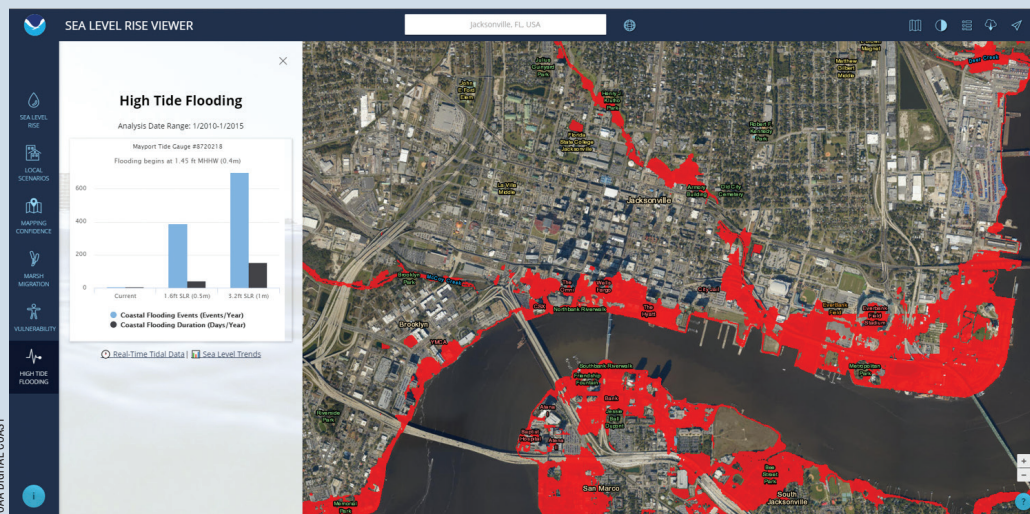
Addressing Climate Vulnerability

As downtown Jacksonville becomes more pedestrian focused, the lack of shade along corridors and at activity centers poses a challenge to the viability of increasing pedestrian activity.

Increased shade (e.g., street trees, covered walkways, or arcades) is particularly important because the 2014 National Climate Assessment indicates temperatures in the region have increased since the 1970s by an average of 2°F, with further increases of 4°F to 8°F anticipated by 2100. A significant increase of the number of hot days (95°F and above) by as many as 60 to 75 days is expected by 2070.

The river and associated storm surges also pose a threat to downtown. Events like Hurricane Irma are expected to be more frequent in the future, and according to the 2014 National Climate Assessment, sea levels have risen by eight inches globally since 1900 and are anticipated to rise another one to four feet by 2100, further adding to the storm-surge risk.

Another aspect increasing the risk for future flooding includes the scheduled U.S. Army Corps of Engineers dredging project for the river, which is anticipated to increase flood levels in a 100-year storm by three to six inches in the downtown area, according to the Marine Science Research Institute at Jacksonville University.



Map of projected high-tide flooding based on the intermediate scenario as part of NOAA's Sea Level Rise Viewer. Coastal flooding events and duration will increase as relative sea-level change occurs, and actions to mitigate these changes should be incorporated into the planning process.



The core of downtown Jacksonville and additional neighborhoods within the defined downtown.

A City of Neighborhoods

Downtown's geographic extent is quite large, including nearly four square miles of land area on both sides of the river, and its northern riverfront is nearly three miles long. One of the key characteristics of downtown, however, is that it is not a single homogenous district. As shown in the map above, downtown comprises many distinct neighborhoods that differ in character, mix of uses, demographics, and densities. In addition, downtown is surrounded by a number of primarily residential neighborhoods, each with its particular character.

This diversity of neighborhoods can offer a variety of options to live, work, play, and learn: it can become one of the greatest strengths in the downtown renaissance. The area surrounding Hemming Park, the heart of downtown, is a largely single-use employment center, but the neighborhoods of LaVilla, Brooklyn, Five Points, Riverside, and Avondale and to the east are transitioning into mixed-use places with residential, retail, and recreation options (denser, more intensive development east of I-95). The sports complex to the west is a regional destination, Southbank is a more well-established market with high-rise condominiums and related amenities, and immediately to its south, San Marco, which lies outside the downtown boundaries, is a stable and desirable neighborhood with historic housing stock. Neighborhoods to the

north such as Springfield are also in transition, but some of the northern areas are economically distressed, lack basic amenities, and are pockets of poverty. Nonetheless, significant residential and commercial investment is occurring, and this should be built on.

Today, none of these neighborhoods has strong physical or economic connections with one another that would allow activities and amenities in one area to be easily accessed by residents, employees, or visitors in another. Their ability to access the river or other open spaces and trails as shared amenities is inconsistent.

A New Beginning

Like many downtowns across the country, downtown Jacksonville is experiencing new growth and private investment, but the pace of this investment has been modest and somewhat unevenly spread across the various neighborhoods.

Since the recession (between 2010 and 2017), downtown Jacksonville has added a little over 600 residential units, a significant share of which were delivered as affordable units. In comparison, other Florida cities such as Tampa and St. Petersburg have added close to 3,300 and 2,000 units, respectively, to their downtown areas. This difference is partly owing to a market perception that downtown Jacksonville cannot support market rents to justify land and development costs.



Newly constructed residential buildings near Riverside Avenue and Stonewall Street.

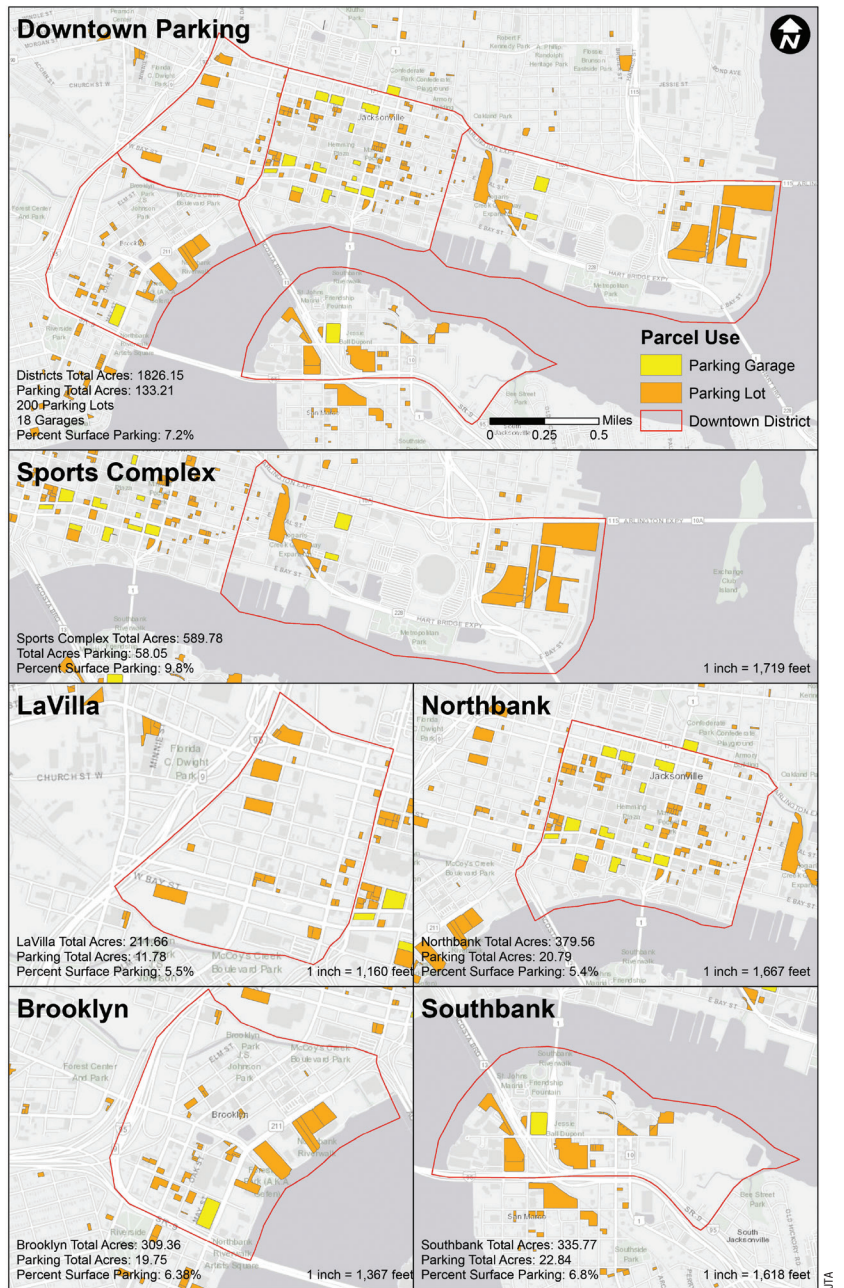
Contrary to this perception, average residential rents downtown were \$1.54 per square foot at the end of 2017, more than 60 percent higher than the citywide average of \$0.95 per square foot. Moreover, downtown residential rents grew by 37 percent from 2010 to 2017, compared with 27 percent growth citywide during the same period. Although these rents are still not adequate to support new multistory wood frame construction without some subsidy, the panel's interviews revealed that newer projects are achieving rents of \$2.00 per square foot, some of the highest in this market. As a result, most of the newer market-rate product is targeted to the highest end of the rental market to justify construction costs.

Increasing pent-up demand for more urban-style residential development, particularly rental product aimed at young professionals working in or near downtown and empty nesters, is the driving market force for new development. Most of this new development momentum is concentrated in the western part of downtown, with new market-rate residential and retail developments completed in the Brooklyn and Riverside districts.

The LaVilla district has seen new high-quality affordable and workforce housing projects, supported by the city's Housing Finance Authority and low-income housing tax credits, which is adding to the resident population of downtown neighborhoods. Closer to the core, the Elbow district is evolving into a location of nighttime activity and more diverse businesses.

In addition, a number of large catalytic projects have been proposed, including the Shipyards development near the sports complex; the District project, a mixed-use multi-generational neighborhood in the Southbank area; and a new convention center to be located on the waterfront. All of these projects will require some form of public/private partnership and are in the early stages of the planning and development process.

Downtown Jacksonville's stock of historic buildings has also generated a fair bit of new development interest. Currently, adaptive use projects are converting historic offices



Parking garages and lots in downtown Jacksonville, broken down by specific downtown neighborhoods.



Groundwork Jacksonville created a master plan to develop the Emerald Necklace project. This is a conceptual map of the plan along Hogan's Creek.

into residential and hospitality uses, creating an authentic product in the market.

Downtown has a significant inventory of vacant land, and a large portion of this is controlled by public agencies including the city, JTA, the school board, and others. This land presents a tremendous opportunity to focus and incentivize new development. The challenge is in making these development opportunities attractive enough for developers (and their customers) by providing an enhanced public realm—walkable, bikeable, and transit-accessible connections to key nodes and destinations that residents, employees, and visitors want to access. Overlaid with high-quality urban design and a concerted effort to activate and program the public realm, downtown could become one of the most desirable places to be.

A Strong Network of Capable Partners

A number of efforts are already underway to implement many of the strategies mentioned. Much of the new development has been facilitated by the Downtown Investment Authority (DIA), which has been designated as the Community Redevelopment Authority for the larger

downtown area with access to tax increment financing (TIF) funding from three TIF districts comprising the north and south banks of the river.

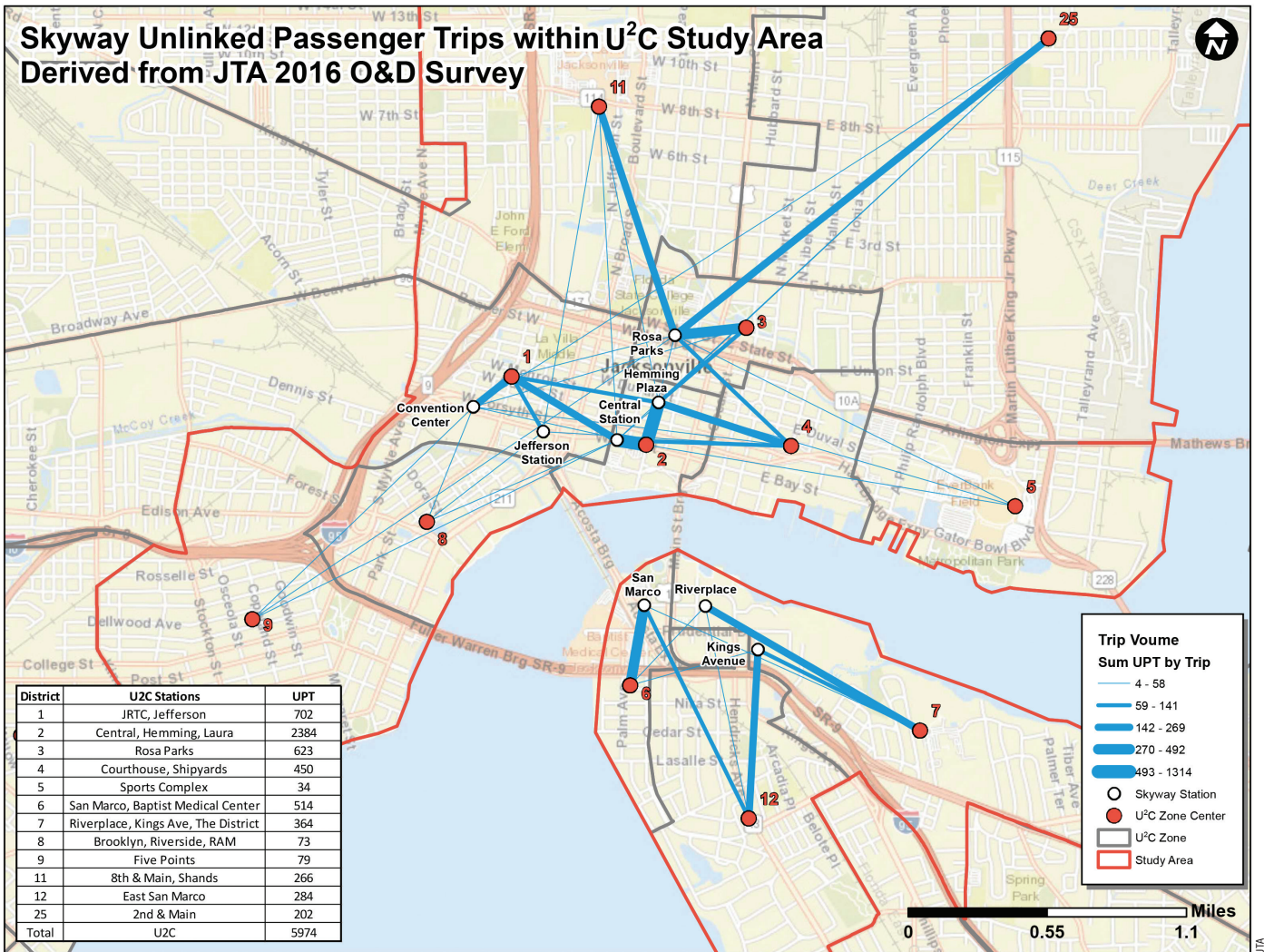
In the past, TIF investments have not produced the desired level of development and resulting tax increment, particularly on the north bank. TIF will be an important resource to enable the implementation of downtown projects, but it has to be deployed strategically.

Downtown Vision Inc., which is the downtown business improvement district (BID), provides “clean and safe” services, programming and activation, and marketing and branding services, but the BID’s geographic jurisdiction is currently limited to only a portion of downtown around the Civic Center and core.

A number of large, medium, and small private players are also active in the market and clearly see the opportunity. They include Iguana Investments and the developer of the District, as well as a number of smaller infill developers and adaptive use developers who are actively working in the market. Vestcor Companies, one of the primary developers of affordable housing, which plans to deliver more than 600 units of affordable and workforce units, will continue to be a key partner.

Last but not least, JTA has been instrumental in continuing to make investments to enhance the attractiveness of downtown to its current and future patrons. These include its investments in the regional transportation network through bus rapid transit and enhanced bus routes improving regional access to and from downtown, as well as the development of the new Jacksonville Regional Transportation Center (JRTC), which could become one of the most important transportation hubs in the region with the potential future realignment of the Amtrak lines to create a full-fledged transportation hub.

Finally, JTA’s plans to extend the Skyway network with the U²C, using a system of AVs at the ground level, can play a critical role in connecting the many downtown neighborhoods and amenities. As shown in the figure, prioritizing connections in a manner that establishes connections



Likely passenger trips within the U²C study area as determined by JTA. In addition, there is a strong desire on the part of users to travel across the St. Johns River.

between downtown neighborhoods that have the strongest desire lines will be important.

The Way Forward

With continued regional growth driven by some of Jacksonville's core industries, low cost of living, and access to great quality-of-life amenities, Jacksonville—and particularly downtown Jacksonville—can be a magnet for a young and dynamic workforce. They can help grow the existing economic base and with the right incentives

can open doors to other economic opportunities driven by creativity, innovation, and entrepreneurship.

With diverse housing options targeted to all income groups, downtown can add the much needed resident population, one neighborhood at a time, and begin to create the vibrant mixed-use waterfront destination that it aspires to be.

Leveraging the Ultimate Urban Connector Network

The panel's proposed revised U²C network as well as key streets (orange), station area five-minute and ten-minute walksheds, locations for infill development (black), and proposed open space (green). The pink line along East Bay Street represents the panel's desire to have investment better align with the phasing of the Shipyards development.

JTA'S SKYWAY PROVIDES THE BACKBONE for the proposed U²C. A free, 2.5-mile, eight-station elevated monorail, the Skyway bridges the St. Johns River and connects the north and south banks of downtown Jacksonville. The vehicles are past due for their mid-life overhaul and facing obsolescence.

JTA has proposed removing the central guideway, resurfacing and creating ramped or mechanical connections to street level at the existing termini of the elevated structure.

In place of the automated monorail, AVs will extend beyond the existing system to reach farther into downtown neighborhoods. The elevated to street-level connections must be thoughtfully designed and be sensitive to the existing community so they enhance, not detract from, these neighborhoods.

Best Practices

To fully leverage the U²C, the following transportation and infrastructure strategies should be followed.

Put Safety First

Although the panel applauds JTA's forward thinking by incorporating AVs into its new downtown circulator service, the service must be designed and operated with public and passenger safety in mind. The Skyway segment operates on an elevated roadway in a controlled environment, but the at-grade portion needs to be carefully designed to minimize hazards because it is sharing street space with cars, trucks, bikes, and pedestrians.

The panel strongly urges the city and JTA to provide dedicated AV transit lanes, especially for the initial at-grade segments, so the AVs do not have to operate in mixed traffic conditions. These dedicated AV lanes will also provide a competitive service advantage against other modes of travel, which makes the new transit service more attractive and convenient for customers.

Rethink the Right-of-Way

Many cities have experienced a wave of new transportation options, such as Uber/Lyft ride share, bike share, and e-scooters, that compete for valuable public sidewalk, curbside, and road space. Given Jacksonville's existing strong network of downtown streets, this is a good opportunity to proactively identify priority streets by





HOK/ARISE SHEPHEK

Automated vehicles and the U²C present an opportunity to rethink how public space is dedicated to parking and driving, allowing pedestrians, bicycles, scooters, and autonomous vehicle traffic to safely intermingle. The diagram represents how street space could be converted to enable people-focused design for improved and safer mobility.

transportation modes (e.g., key truck routes, transit corridors, bike-focused streets) and reallocate limited public right-of-way to effectively serve all modes in the future and reduce potential conflicts.

Consider Road Diets

The city streets could be made more walkable to expand the retail and residential appeal. For instance, the 2014 Brooklyn-area road diet plan could be considered as a way to more effectively relate the street to the needs of the surrounding community.

Use Innovative Financing

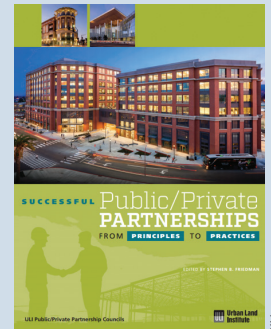
The U²C not only offers a major transit improvement for downtown Jacksonville, but also advances the future of transit through innovative technology. Given the U²C's national prominence as a proving ground for emerging 21st-century public transportation while using the existing Skyway infrastructure and surrounding street network, JTA should be applauded for pursuing discretionary transportation innovation grants, such as the U.S. Department of Transportation's recently announced BUILD (Better Utilizing Investments to Leverage Development) program, along with the necessary state and local matching funds.

In addition, the U.S. Department of Transportation's TIFIA (Transportation Infrastructure Finance and Innovation Act)

Case Studies: Financing Transit Expansion

The following cases studies are examples of transit expansion projects that have included transit-oriented development (TOD) as a major component.

Crossrail 2 London. The London Crossrail project is a new north–south rail line that is anticipated to increase the Underground network's capacity by 10 percent. The project will provide access to parts of London and the region that are currently underserved. The project is anticipated to stimulate the building of more than 200,000 homes and create more than 60,000 jobs. The project was sold as an economic development tool to access affordable housing locations. To fund the project, a framework was created in 2007 in which London businesses within the zone affected by the proposed Crossrail contributed to the cost of constructing the project. About 60 percent of the construction funding ultimately came from the Greater London region's residents and businesses. The funds are managed by Transport for London and the Greater London Authority. This strategy of “monetizing” the future value created by the transit investment to leverage additional capital for construction should be considered for the Jacksonville region.



In 2014, ULI published *Successful Public/Private Partnerships: From Principles to Practices*. This report outlines best practices to combine the strengths and resources of the public and private sectors most effectively.

Moscow Suburban Railway Corp. Transport Hubs Program. The railway corporation realized that development around station areas it owned was a source of revenue and additional passengers. Analysis and calculation of the commercial potential of railway stations and railway-owned land around the stations was conducted. This helped identify stations to be targeted for TOD plans that would have a high return on investment.

Transbay Transit Center. The Transbay Transit Center is a modern, multimodal transit hub that connects 11 transit systems in downtown San Francisco, including a next-phase 1.3-mile extension of the Caltrain commuter rail and space for the future high-speed-rail project. The project area encompasses about 40 acres of redevelopment sites and a 5.4-acre park on the roof of the transit center. The vision for this \$6 billion project has been evolving for 30 years and is financed by a variety of federal grants, loans, private investments, and local and state funding. The first phase of the project has created a new five-story Transit Center with one above-grade bus level, ground-floor level, concourse, and two below-grade rail levels serving Caltrain and future California high-speed rail.

loan program may offer another source of capital funding for the system but require a future funding source to repay the loans. Finally, public/private partnerships might provide an opportunity to finance the construction or provide an alternative means to operate the U²C system.

Think beyond the Station

To maximize the developmental benefit of an enhanced transit system, the city and JTA should focus on extending station improvements to the adjacent community through the use of “complete streets” or “complete neighborhood” public improvements as well as more traditional street-scape improvements.

Should the city issue bonds in the future, it should consider directing some of the capital improvement funds to a station area improvement program to improve the at-grade environment around the existing Skyway stations as well as the new at-grade AV transit stops. In many cities, similar physical improvement and streetscape programs are considered an integral part of their economic development strategy.



JTA has an opportunity to think beyond the U²C stations in creating livelier and safer streets. This rendering shows a tree-lined boulevard that allows pedestrians and AV traffic to safely intermingle.

Implement Smarter Parking Management

Compared with many other cities, downtown Jacksonville is well served by public parking surface lots and garages. To make the most effective use of its parking assets, the city should conduct a downtown parking inventory and utilization study.

New technologies exist to better inform the public in real time about available public parking near their destination through the use of electronic road signs and phone apps that notify drivers of the nearest parking facilities with immediate availability. This will help the city more effectively manage available parking supply as future development converts surface lots into more productive and tax-revenue-producing buildings.

Transit-Oriented Development

JTA requested recommendations on two types of economic development opportunities, including redevelopment (Rosa Parks Station) and development (Shipyards Station). The panel explored these two stations but also looked at several others:

- Jacksonville Regional Transportation Center;
- Five Points Station (panel-proposed station to replace Brooklyn Station); and
- District Station.



Map representing the primary experiential streets identified by the panel.

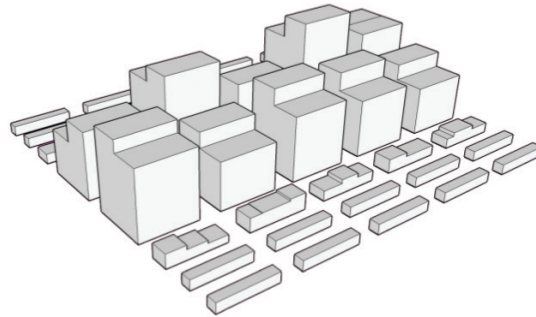
The panel took the liberty of proposing a new station at Five Points in place of Brooklyn to take advantage of the existing momentum in that neighborhood while at the same time exploring the redevelopment potential of a street-level station. Based on the site visit, stakeholder interviews, and background research, the panel proposes three different station typologies for redevelopment:

- Terminal (JRTC);
- Street level (Five Points, Shipyards, and District); and
- Elevated (Rosa Parks).

General Design Guidelines for Station Areas

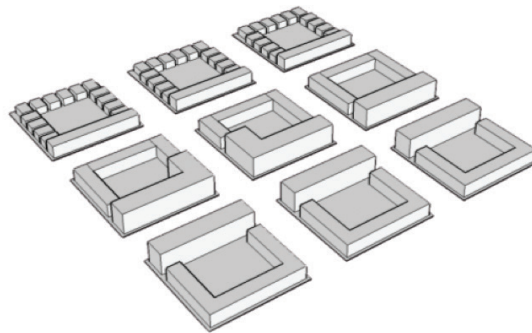
Note that all three station typologies proposed by the panel (terminal, street level, and elevated)—and as a result all five stations—must incorporate some of the same general station design guidelines (listed here in no specific order):

- Pedestrian scale;
- Universal design principles;
- Street-level activity;
- Green infrastructure;
- Improved sidewalks;
- Street trees or other shade elements;
- Infill development;
- Neighborhood-serving retail;
- Public space;
- Bike accommodations (personal or bike share);
- Wayfinding (physical and digital);
- Complete street/neighborhood improvements;
- Zero setback; and
- Active ground floor.



TORTI GALLAS + PARTNERS

Typology of building density near terminal and elevated stations recommended by the panel.



TORTI GALLAS + PARTNERS

Typology of building density recommended near street-level stations.

Jackson Regional Transportation Center (Terminal Station)

The new JRTC will connect the new Intercity Bus Terminal with the existing Convention Center Station, with the possible addition of a future train station, as well as the new JTA headquarters. Located in LaVilla, this terminal station will be a catalyst for redevelopment.

Because of this terminal station's significance, the JRTC will cater to a ten-minute walkshed. Therefore, improvements should not be concentrated in just the land immediately adjacent to the station, but the major bike and pedestrian corridors must also see significant improvements.

Complete street improvements, coupled with traffic-calming measures, on Water Street and Adams Street extending to the east will enhance connections to the center of downtown and on Park Street to the south will enhance connections with Brooklyn/Five Points. These improvements will spur further high-density infill

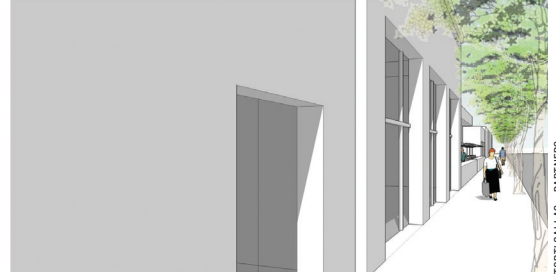


Map representing five-minute and ten-minute walk distances surrounding the JRTC and the Rosa Parks stations.

redevelopment and investment in this area, which has begun with the Lofts at LaVilla and the Lofts at Monroe.

Given the amount of city-owned land in the station area, the city should assemble parcels for developers and provide adequate public open space. The city should also encourage mixed-use development and mixed-income housing options. A reduction of parking needs because of the numerous transit options will also free additional land for redevelopment. An opportunity exists to engage the LaVilla School of the Arts in creative ways to better improve the neighborhood experience.

The reenvisioning of the Skyway and the redevelopment of the Florida Times-Union office and printing facility creates greater potential for the area surrounding the new terminal station. With the U²C, the JTA Skyway Operations



Building along right-of-way.



Building setback along right-of-way allows for more open space and public uses.

and Maintenance Building could be moved or eliminated, providing a large contiguous area to provide a mix of uses near a number of transit options. The nearby McCoy Creek should be daylighted, which will help mitigate future flooding and provide additional recreational space.

Five Points (Street-Level Station)

Five Points Station can build upon the center of gravity that is already forming at the intersection of Park Street, Margaret Street, and Lomax Street. As a street-level station, meaningful improvement must be made in addition to dedicated lanes to communicate the permanence to developers and investors. For example, the panel noticed that even with the successful rollout of the new JTA bus rapid-transit service, these new bus routes are stopping at existing bus stops that are not on a dedicated transitway or more than just a bus shelter. Incorporating raised platforms, ticketing machines/gates, and canopies will provide a clear visual cue to where the U²C will stop and ensure a sense of the system's permanence. Not only will this be helpful for potential riders, it will also provide a sense of confidence for investors and encourage lending by financial institutions.

The station also provides an opportunity to leverage its proximity to the St. Johns River as well as Riverfront Park. Special attention should be paid to the block surrounding Riverside Park, which could accommodate high-density infill redevelopment to promote safety with more eyes on the park. Nearby institutions include Riverside Park United Methodist Church, the Cummer Museum of Art and Gardens, and Riverside Arts Market. Local retail and residents could help support new development.

A great deal of effort has already been expended to reenvision the riverfront, and Five Points is located near Brooklyn, which can take maximum advantage of these improvements. Ensuring a strong connection with the St. Johns River will enhance the redevelopment opportunities in this already dense area. Furthermore, the addition of the new I-95 bike and pedestrian bridge will further connect Northbank and Southbank in a less auto-dependent fashion.

Rosa Parks (Elevated Station)

The Rosa Parks Station will be ripe for redevelopment when JTA moves its bus operations to the new JRTC. During the stakeholder interviews, it was anticipated that Rosa Parks would be able to reduce the number of bus bays from 18 to four. This reduction would free considerable JTA-owned land for redevelopment.

For this redevelopment to be successful, the panel identified a number of issues to be resolved. The high-speed one-way pair of State Street and Union Street acts as a



Five Points Station represents neighborhood-scale stations.

barrier to downtown, and traffic-calming measures should be implemented.

Improvements should be made the length of Main Street, leveraging the Florida Department of Transportation Complete Street Guidelines for the full length and incorporating traffic-calming measures so that Main Street ceases to be a thoroughfare through downtown and becomes a local road with ground-level retail activity that serves as connection between Northbank and Southbank. Moreover, Laura Street should be improved along its length all the way to the St. Johns River, with the road terminating as a pier. This view corridor would greatly benefit from the reenvisioning and redevelopment of the Jacksonville Landing, possibly as public open space, that incorporates the extended right-of-way.



Rosa Parks Station bus bays as seen from the Skyway platform.

Seattle's Sound Transit issued a request for qualifications and proposals for firms interested in submitting real estate development plans near the Capitol Hill light-rail station. Gerding Edlen was awarded the project as master developer and is building a mixed-use project as part of a Federal Transit Administration Joint Development project. Some of the economic value created by the project is being leveraged by Sound Transit and the developer to finance expenses.



GERDING EDLEN/DESIGN SCHEMATA WORKSHOP, HEWITT, AND BERGER PARTNERSHIP

When considering infill redevelopment opportunities, discussions should include Florida State College and address the need for potential student housing for some of the 5,000 students in addition to other residential development options. This discussion should include a new vision for the JTA employee parking lot and the vacant bank site. Careful thought should be put into how the Florida State College campus could grow with the inclusion of adequate public space and where classrooms and housing should be located to activate the street. Furthermore, available land

could be dedicated for community gardens using raised beds, which will support the fresh food needed by the Florida State College culinary program.

The edge of campus should be defined better along Laura Street and Bethel Baptist Street. In addition, the sidewalks, street trees, and shade elements should be incorporated into existing or proposed corridors and trail system to the north and west of the station. The Florida State College campus should explore the possibility of an agreement with the First Baptist Church to use the existing structured parking to free up surface parking for redevelopment.

Giving consideration to the underside of the elevated station is also important. Downtown has seen various levels of improvement in these areas. Examples for the vertical support elements should be taken from the beautiful existing murals throughout downtown and incorporate white paint underneath with uplighting and music to activate the space. Given the relocation of the major downtown transportation hub, JTA must provide clear instructions and wayfinding for those seeking connections and the Greyhound bus terminal at the new JRTC.

A farmers market under the Bay Area Rapid Transit Fruitvale Station in Oakland shows a way to activate space.



CHRISTOPHER ULRICH/FLOKOR



Map representing the five-minute walkshed surrounding a proposed new location for the San Marco U²C station.



Map representing the five-minute walkshed of the proposed stations within the Stadium District.

The District (Street-Level Station)

The District Station will be a great addition to the momentum already occurring in Southbank, yet this is another area where the panel did not focus its efforts because of already announced plans for the area's redevelopment. The area would be strengthened by the new bicycle and pedestrian bridge adjacent to I-95 and the improvements to Main Street connecting Northbank and Southbank currently being planned. Complete street improvements to Hendricks Avenue, Riverplace Boulevard, and Prudential Drive, coupled with the existing stations, will provide a more pedestrian-friendly experience that will enhance the need for neighborhood-serving retail. The panel suggests moving the station from the east San Marco location to just north of the Square at San Marco to better serve the neighborhood.

The Shipyards (Street-Level Station)

The Shipyards is a significant development in the Stadium District; however, the panel instead focused its efforts in areas that could take advantage of the existing redevelopment momentum. Once completed, the Shipyards development will strengthen the Bay Street corridor, anchored by downtown on the west and the TIAA Bank Field to the east. With a winning combination of the U²C testing facility and the efforts as part of the North Florida Transportation Planning Organization Smart Region Roadmap, Bay Street will have a lot to offer in the future.

However, at this time, the panel does not feel investments in this smart corridor should be prioritized at the expense of other opportunities, such as connecting to Five Points, and additional investments should be aligned with the timeline of the Shipyards development.

Land Development Strategies and Organizational Structure

THIS SECTION IS DIVIDED into a description of potential land development strategies and their implementation with a new organizational structure.

Land Development Strategies

To fully realize the downtown development opportunities offered by the U²C's enhanced transportation network, all parties need to refocus themselves, so they can act more strategically as they review development proposals and negotiate development incentives that promote crucial public benefits in return. The introduction of autonomous transit vehicles and other emerging transportation options in downtown Jacksonville may require the reallocation of street and sidewalk space, while public investments should extend beyond the U²C station to enhance the physical environment of the surrounding community.

Organize for Action

Although the city of Jacksonville and civic organizations have completed many high-level vision downtown plans over the years, now is the time for all parties to commit to a joint strategic phased action plan to more effectively implement downtown development. The parties should agree upon a coordinated action plan that prioritizes and sequences development opportunities and related infrastructure projects to more effectively leverage future opportunities.

The effort should clearly assign responsibilities and tasks to a primary organization and secondary partners. Although many of these responsibilities will likely fall under the auspices of the DIA, effective downtown development will require strong partnerships with other landholding and infrastructure agencies as well as other stakeholders.

If the city's leadership believes high-quality downtown development is a priority, the mayor or a high-level designee should convene the public or quasi-public agencies that hold developable parcels, have infrastructure responsibilities, or are vested with regulatory oversight to confirm project management/timetables and oversee the preparation of a mutually agreed upon action plan.

Focus on Small Projects

Although the city has focused much of its time and energy to pursuing large-scale, catalytic development projects—such as the District and the Shipyards—it should make a more concerted effort to focus on smaller, infill development projects. Successful small projects can be as impactful in catalyzing surrounding development and can set up the conditions that allow the more visible large projects succeed.

Expect the Best

The city of Jacksonville and its partners should provide consistent direction and set strategic public benefit expectations when negotiating development incentives and development approvals through its entitlement process. Whenever the city provides a financial subsidy to assist private development, the city of Jacksonville should always secure meaningful benefits for the public and the surrounding community.

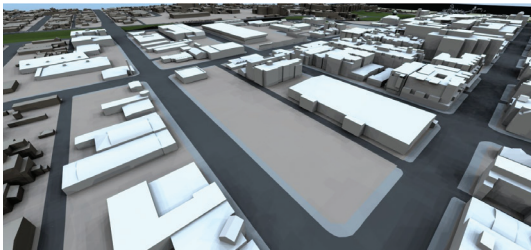
The various plans prepared for downtown provide a roadmap for the DIA and the Downtown Development Review Board that identifies public improvements and amenities surrounding the proposed development that can also enhance the development's value—a win-win. These public benefits should pay special attention to ground-floor uses, streetscape improvements (including those supporting transit use), and parking requirements.

Prepare for the Future

Every city is affected by national economic cycles, and Jacksonville can better position itself for future development upturns. During the next down cycle, the city and its partners should aggressively focus on more specific area or corridor-level planning (rather than vision planning) and finalize entitlements with developers of strategically located parcels to take advantage of the full real estate up cycle. By doing this, the city will be well prepared to benefit from new development at the start of the next real estate boom, without losing two or three years of opportunities.

Unbundle Parking

Although the panel acknowledges that providing accessory parking (exclusive parking in a building or lot dedicated for the tenant's use) is important to the economic viability of downtown Jacksonville, new techniques "unbundle" parking from a building and allow a nearby parking facility with excess capacity to be used in lieu of building new parking spaces. The focus should encourage better utilization of existing parking spaces; however, as a last resort, developers can contribute to a parking fund that would support the construction of a shared parking garage. An appropriately priced fee should incentivize developers to unbundle parking (which is cheaper than constructing new parking).



TORTI GALLAS + PARTNERS

Representation of how infill development can occur on vacant or underused land.

Stabilizing Neighborhoods during Investment

In Washington, D.C., where white households have a net worth 81 times greater than their African American counterparts, JPMorgan Chase & Co. is supporting collaboration to ensure inclusive economic growth. The company has provided \$10 million in grants to support Community Development Financial Institutions (CDFIs) to make strategic investments in the economically and racially disparate communities that will be physically linked with the development of the 11th Street Bridge Park, a \$50 million elevated bridge across the Anacostia River.



To ensure that the 11th Street Bridge Park does not displace low- and moderate-income residents but provides new opportunities, the CDFI collaborative, which includes the community-based organization Building Bridges across the River, the Washington Area Community Investment Fund, City First Enterprises, and the Skyland Workforce Center, is making strategic investments to expand access to capital and provide technical assistance for local and minority-owned small businesses. The collaborative is also working to establish the Douglas Community Land Trust, which will work to increase housing affordability and reduce displacement.

More information about the 11th Street Bridge's equitable development goals can be found at www.bridgepark.org/community-impact.

This strategy would make more efficient use of land resources as future developments are constructed on increasingly scarce vacant parcels and fine-tune parking supply with local demand. As developments are reviewed by the city through its discretionary process, tailored parking programs and requirements can be considered to meet the specific needs of the development and its tenants as transit service improves in the downtown area.

The panel notes that parking costs are often a significant portion of overall development costs and reducing parking overcomes a key barrier to financial feasibility. Moreover, small infill sites may not be able to accommodate surface parking and yield enough density but at the same time may not support the cost of podiums or decks.

Share Development Expertise

For JTA, the disposal or joint development of its real estate assets offers long-term value to the agency and contrib-

utes to the revitalization of the downtown area. However, the agency would have to ramp up in-house capacity to effectively transact real estate deals. JTA should consider a partnership or agreement with DIA or a similar organization for joint development or land disposal professional services so the agency can benefit from the real estate transaction while focusing on its core mission to provide the best transit services for Jacksonville residents.

Organizational Structure

As mentioned previously, Jacksonville's downtown and broader city center area has been included in multiple planning efforts over the past two decades, but these efforts have been completed on a piecemeal, fragmented basis. Although these plans and efforts are useful and provide guidance to individual organizations or authorities, to the panel's knowledge, no single document knits these plans together and offers a clear, comprehensive vision for the future of downtown Jacksonville.

As JTA continues to refine its plan for expansion of the Skyway system, the panel recommends that DIA take the lead and synthesize the objectives and recommendations set forth in the following planning documents in an effort to develop an overall vision and a single implementation document that will direct the city as it redevelops its downtown over the next decade:

- DIA Business Investment and Development Strategy;
 - DIA Downtown Redevelopment Plan;
 - Downtown Master Plan;
 - Urban Core Vision Plan;
- Downtown Action Plan;
- Groundwork Trail System;
- Riverfront Plan; and
- Miscellaneous small area plans.

Moving from Planning to Action

"Authority must align with responsibility," says Tom Murphy, former mayor of Pittsburgh and a ULI senior resident fellow. Those who are given the responsibility must be given the authority to act. This is a key principle for achieving results.

It is critical that the city as a whole (including decision makers, implementers, stakeholders, and the community at large) understand the vision for downtown so that implementation is focused and deliberate. Without this single implementation strategy, the panel believes that downtown Jacksonville will develop in a disconnected, inefficient manner and will not produce the outcome the community desires—a vibrant, diverse center city with residents, employees, visitors, entertainment, services, retail, and interesting destinations. Rather, downtown will become a hodgepodge of individual economic development efforts, resulting in a disjointed urban fabric.

Once the key themes from these plans are coalesced into a single comprehensive vision, the panel recommends that two groups be formed to shepherd its implementation. Several key people clearly are committed to making a strong city center for Jacksonville. However, their efforts seem to have been somewhat siloed. To create a great city, Jacksonville must not only identify and empower the champions who will lead the implementation efforts but also bring these people together to collaboratively make decisions that will shape Jacksonville's future.

The panel proposes an organizational structure that has proven successful in downtowns nationwide. It includes a decision-making body, a stakeholder group that will ensure that implementation happens in a way that works best for the community, and a community engagement component to debate, discuss, and direct downtown's future.

The panel identified potential individuals and organizations that should be involved in each of the three groups,

but entities may have been overlooked or over time these participants may need to be adjusted. The following groups should be organized to move from planning to action:

- Downtown Executive Team;
- Downtown Jacksonville Community Stakeholder Group; and
- Public Engagement Group.

Downtown Executive Team

This group is convened by the mayor and consists of senior-level executives who serve as the champions for the transformation of downtown Jacksonville. Creating this group will bring together senior leadership of both public and private sector organizations so the perspectives and resources of both are at the table. Their job is to identify the resources needed, to build the budgets and the schedules, and to assign projects and responsibilities to organizations and individuals. They then will hold themselves and others accountable for achieving these results. JTA, among others, will have leadership roles on this team.

This group is a public/private partnership that is modeled after groups that exist in downtowns throughout the country but, more specifically, is modeled after the committee tasked with implementing the Downtown Denver Area Plan. A group like this is fundamental for success, because it coordinates interagency efforts and becomes the champion for the projects (small and large) that will transform downtown Jacksonville into the vibrant, diverse community that its constituents desire.

Groups like these nationwide are also tasked with (and doing a good job of) explaining why downtowns are so important to the health of their entire regions. This is their first—and perhaps most important—job because they must reverse the pattern of decades-long disinvestment in downtowns and their surrounding neighborhoods. Over time, these groups see a reversal of the downtown disinvestment trend and gain momentum and confidence that comes from experiencing even small successes. They

Downtown Executive Team

City of Jacksonville

- Mayor's Office
- Department of Planning and Development
- Department of Public Works
- Department of Parks, Recreation, and Community Services

Downtown Investment Authority

Jacksonville Transportation Authority

Note: The executive body could appoint additional executive team members through amendments to the bylaws.

often become the strongest and most effective civic leadership group in the entire region. They learn how to engage as civic leaders and become skilled advocates at the local, state, and regional levels.

Whether for a transit project, housing policy, or some other civic issue, downtown leadership in many U.S. cities is at the forefront. Downtown leaders succeed by becoming champions and engaging their communities in their work.

Duties of the Downtown Executive Team should include the following:

- Evaluate the already established objectives for downtown;
- Establish priorities and time frames for implementation;
- Coordinate public and private resources (TIF, capital improvement projects, etc.);
- Review and reevaluate the Implementation Plan annually to prepare work programs and readjust priorities as opportunities arise;
- Receive public input and guidance from Jacksonville Community Stakeholder Group; and
- Celebrate and publicize accomplishments.

Community Stakeholder Group

Neighborhood leaders

Large employers

Foundations

Arts and cultural institutions

Public School District and higher education institutions

Faith-based organizations

Hospitals

Environmental groups

Historic preservation groups

Bike and pedestrian advocacy groups

Convention and Visitors Bureau

Chambers of commerce (including affinity group chambers)

ULI North Florida

≡ American Institute of Architects

Note: This is a cursory list developed by the panel. Additional stakeholders may need to be included as required.

Downtown Jacksonville Community Stakeholder Group

The plans that exist for downtown Jacksonville were developed with the input and influence of a variety of stakeholders, including a Citizens Planning Advisory Committee (CPAC) that is a mayoral-appointed group composed of residents living in the urban core (from State and Union on the north to the St. Johns River on the south). The panel recommends forming an expanded downtown Jacksonville Stakeholder Group that includes downtown residents (such as those who serve on the Urban Core CPAC) and other civic leaders to inform the Downtown Executive Team of the public's recommendations for downtown.

Community leadership and direction can emerge from this stakeholder group. Although they are not the implementers, they can help make sure that implementation happens

and that it happens in a way that works best for the community. They serve as something of a proxy for the community and can take the pulse of stakeholders' opinion, provide feedback, and provide a platform for downtown leadership development.

Duties of the Downtown Jacksonville Community Stakeholder Group include the following:

- Meet on a regular basis (quarterly);
- Endorse the Downtown Executive Team's priority projects and policies;
- Identify ways in which the community can support such projects and policies; and
- Be the "eyes on the street" for the Downtown Executive Team, informing them of new opportunities and threats to the implementation of the downtown Vision.

Public Engagement Group

The panel recommends creating a comprehensive public participation and outreach process that is grassroots in nature, including the following elements:

- Public meetings;
- Online surveys;
- Interviews;
- Outreach to specific stakeholder groups; and
- Educational sessions focused on particular topics.

These events should be coordinated in a way that is community driven and location based.

Community engagement is needed in debating, discussing, and directing downtown's future. This cannot involve just a single group of downtown stakeholders or a near-term effort but instead must actively involve many people and groups for a sustained period of time. Regular and two-way communication is important. This will make for a stronger and more robust downtown revitalization.

Conclusion

THE U²C IS A BOLD AND FUTURISTIC IDEA that has the potential to serve as a model for how to implement a fully automated, on-demand transportation system. Nevertheless, technology does not make cities great: rather, the people who live, work, and play in the city and the places it provides for them to do so are a city's greatest asset. The panel sees a bright future for downtown Jacksonville, but it will take a much more concerted, deliberate, and long-term effort to achieve the vision laid out in this report.

About the Panel

Ladd Keith

*Panel Chair
Tucson, Arizona*

Keith is an assistant professor in planning and sustainable built environments and chair of the Sustainable Built Environments program at the University of Arizona. He researches policy innovation in planning, including the use of climate science in the planning and design of cities. He has affiliations with CLIMAS (Climate Assessment for the Southwest) and CCASS (Center for Climate Adaptation Science and Solutions). He has taught a number of courses, including planning for urban resilience, sustainable design and planning, public participation, and planning theory.

Keith also currently serves on the city of Tucson's Planning Commission where, as chair, he led the commission's public participation process for *Plan Tucson: General & Sustainability Plan 2013*, which guides city planning policy for the next decade.

An active member of the Urban Land Institute, Keith has participated on several Advisory Services panels. He also served as a council member on the Sustainable Development Council, was chair of ULI Southern Arizona, and was a founding member of the ULI Center for Sustainability Advisory Board, ULI Next, and ULI Southern Arizona Young Leaders Group. In 2016, Keith was recognized as one of ULI's 40 under 40, who represent the best young land use professionals from around the globe, as selected by members of ULI.

Marcel Acosta

Washington, D.C.

As executive director of the federal government's central planning agency, Acosta leads a team of urban planners, architects, historic preservationists, and other professionals who are committed to preserving and enhancing the extraordinary qualities of America's capital city and national capital region. The National Capital Planning Commission (NCPC) provides long-term planning guidance for federal land and buildings in the region, and approves memorials and museums, civic buildings, federal installations, and public spaces and parks through its design review process.

Before joining NCPC in 2001, Acosta served as senior vice president of planning and development for the Chicago Transit Authority, the nation's second-largest public transport system, and held the position of deputy commissioner for the city of Chicago's Department of Planning and Development. He was a federal government appointee to the Washington Metropolitan Area Transit Authority board of directors from 2010 to 2014.

Acosta received a master's degree in urban and regional planning from the University of Wisconsin–Madison and was appointed a Loeb fellow at the Harvard University Graduate School of Design.

Amitabh Barthakur

Los Angeles, California

Barthakur's core expertise is centered on economic evaluation of land use and environmental policy decisions. He assists developers and public agencies to balance land use

strategies that are economically viable in the marketplace and fiscally sustainable in terms of their impact to public resources.

Throughout his career, Barthakur has led a wide range of projects in the areas of land use economics, land use and environmental policy, strategic planning, and tourism and hospitality for a variety of public and private clients. In the United States his clients include the cities of Los Angeles and San Diego, the state of California, Walt Disney Parks and Resorts, Credit Suisse First Boston, Dallas Fort Worth International Airport, and Phoenix Sky Harbor Airport. Internationally Barthakur has advised the Delhi Mumbai Industrial Corridor Development Corporation in India, Economic Zones Company in Qatar, Khazanah Nasional Berha in Malaysia, the city of Kunming in China, Reliance ADA Group and the DLF Group in India, and Ascendas and Grupo CIE in Mexico.

Before joining HR&A, Barthakur was a vice president with AECOM and served as regional director for the planning, design, and development business line for AECOM in India. Earlier, he led AECOM's economics practice in the US-West region and served as the Global Practice leader for the firm's economic planning and real estate market sector. Before joining AECOM, He was a principal with Economics Research Associates in Los Angeles, until the two firms merged in 2007.

Barthakur is a member of the American Institute of Certified Planners, American Planning Association, Urban Land Institute, and Council of Architecture (India). Between 2010 and 2012 he served as a board member of the US-India Energy Cooperation Program (ECP) and headed the Energy Efficient Buildings working group under the ECP.

He holds a master's in urban planning with an emphasis in economic development and a master's in building science from the University of Southern California. He also holds a bachelor's of architecture from the School of Planning and Architecture in New Delhi, India.

Neal Payton

Los Angeles, California

Payton is a principal at Torti Gallas + Partners, where he created and directs the firm's West Coast office in downtown Los Angeles. Focused on the infill and refill of cities and towns, he leads the office's efforts at designing residential and mixed-use buildings in urban and urbanizing locations and in the development and redevelopment of neighborhoods and downtowns. Working across scales, he focuses his efforts on common themes such as connectivity to transit networks, a focus on walkable urbanism, infill, public participation in the design process, and the inextricability of urban design from economic development. His article titled "Transit Oriented Development" is included in the recently published *Architects of Community: The Work of Torti Gallas + Partners* (Vendome, 2017).

Before arriving in California, Payton codirected Torti Gallas's urban design efforts in its Washington, D.C., area office. His efforts have been honored multiple times with national awards for urban design from the American Institute of Architects, the Congress for the New Urbanism, and the Urban Land Institute, among other organizations. Payton has a bachelor of architecture from Carnegie Mellon University and a master of architecture from Syracuse University and has served on the architecture faculties of the University of Virginia, Washington University in St. Louis, Rice University, and the Catholic University of America.

Jamie Simchik

Boston, Massachusetts

Simchik is the principal of Simchik Planning & Development in Portsmouth, New Hampshire. Simchik Planning & Development is an urban/transportation planning and real estate redevelopment advisory services firm that manages its clients' projects throughout their entire life cycle to

shape the highest and best use of the built form. Simchik Planning & Development works with real estate development firms to assist with urban planning, transportation planning, market feasibility, public engagement, and project management.

Before this current role, Simchik was a principal planner at Fort Hill Companies, an architectural, engineering, and urban planning firm with offices in Massachusetts and Florida. He was also a public engagement assistant with Regina Villa Associates, undertaking public outreach for sewer separation and road reconstruction capital improvement projects in Massachusetts. In addition, he was a research planner with Connor Holmes, an urban planning consulting firm in South Australia, collaborating on a variety of projects for government and private clients.

Simchik is a member of the ULI Urban Development & Mixed-Use Product Council (Purple Flight) and ULI Boston Infrastructure Council. He is an active ULI Boston Urban-Plan volunteer, 2018 ULI Hines Student Competition jury member, 2017 ULI Boston Partnership Forum participant, and 2015 ULI Michigan Larson Center for Leadership alumni. He has co-chaired several ULI technical assistance panels and participated in the ULI Advisory Services panel in Bellevue, Washington. Simchik graduated from Colgate University and has a master's of business administration, master's of urban planning, and graduate certificate in real estate development from the University of Michigan.

Julie Underdahl

Denver, Colorado

Underdahl is the president and CEO of the Cherry Creek North Business Improvement District (BID) and has served in that role since 2007. Cherry Creek North is a growing, high-end commercial and residential district known for its walkability, the strength of its businesses, and its high-quality building and streetscape design. Historically Cherry Creek North was a small-scale, retail-only district with a local clientele. Today it is an urban center with a mix of land uses drawing national and international visitors and companies. Cherry Creek is the most visited tourism

destination in Colorado and a major financial employment center; it has the highest concentration of fine shopping and dining establishments and of wealth management professionals employed in the region.

The BID provides marketing, streetscape, management, and advocacy services for businesses in its service area and is the second-largest BID in Colorado in revenues. Under Underdahl's leadership, the BID issued bonds to finance and build "The New North," an \$18.5 million districtwide streetscape and onstreet parking improvement project. Cherry Creek North was the first BID in Colorado, and one of the first in the country, to issue its own bonds. As a part of the project, the BID successfully reopened a formerly vacant pedestrian plaza to limited vehicular traffic and created a new space for events and adjacent mixed-use development. Underdahl played a leadership role in initiating and completing a new city area plan for Cherry Creek and the subsequent rezoning of the district. Both have led to an unprecedented level of financial investment and redevelopment activity in Cherry Creek North. She also helped create the Cherry Creek Area Business Alliance, a new business advocacy organization for the larger area.

Before she joined Cherry Creek North, Underdahl's career was in economic development. She recruited companies nationally and internationally to Denver and helped plan and implement the development of major sites such the former airport, closed military bases, and the airport environs.

Underdahl's civic and professional leadership includes serving as the chair of the City and County of Denver Planning Board, on the executive committee of the Metro Denver Visitor and Convention Center Bureau, and on the board of the International Downtown Association. She is also a member of ULI Colorado's Recreation, Entertainment, Tourism and Leisure Council and on the board of the Denver Sports Commission.

She graduated magna cum laude from the University of Colorado, Boulder, and holds a master's degree in urban and regional planning from Eastern Washington University.

Cassie Wright

Amarillo, Texas

Wright is a real estate development and urban planning consultant with over 15 years of experience in the private, public, and nonprofit sectors. Currently located in Amarillo, Texas, Wright offers real estate development and asset management services, urban planning expertise, and community development resources to the Texas panhandle and beyond.

Before relocating to west Texas, Wright was the development director for Urban Ventures LLC, a Denver-based real estate development company that is dedicated to creating healthy, sustainable communities. There, she worked on all aspects of real estate development, from land acquisition to project close-out. She tested the financial feasibility of projects, actively participated in the site planning and design processes, developed marketing strategies, and coordinated all project management.

While at Urban Ventures, Wright intensively focused on the relationship between the built environment and healthy living. In this role, she researched and implemented best practices and health-based programming to foster community development that promoted social cohesion and positive well-being. Her primary projects included Cultivate Health, Aria Denver, Aria Cohousing Community, and STEAM on the Platte.

Wright's other professional experience is diverse and includes a variety of work in economic development, multimodal transportation initiatives, infrastructure planning, environmental sustainability, neighborhood revitalization, and adaptive use. She holds a master of city planning degree from the University of Pennsylvania and a BA in sociology/anthropology from St. Olaf College.

A ULI Advisory Services Panel Report



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