



Urban Land  
Institute

North Florida

# Jacksonville Transportation Authority

Technical Assistance Panel

January 30 - 31, 2018 | Jacksonville, Florida





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# Preface

## About ULI

The Urban Land Institute (ULI) is a nonprofit education and research institute supported by its members. Its mission is to provide leadership in the responsible use of land and in creating and sustaining thriving communities worldwide. Established in 1936, ULI has more than 40,000 members worldwide representing all aspects of land use and development disciplines. The North Florida District Council was formed in 2005 and has more than 500 members in 34 counties, including the cities of Jacksonville, St. Augustine, Gainesville, Tallahassee, Panama City and Pensacola.

## What are Technical Assistance Panels (TAPs)?

Technical Assistance Panels (TAPs) are one- to two-day panels convened by the local ULI District Council at the behest of a community, public entity or private enterprise (Sponsor) facing real estate or land-use issues. The District Council assembles a panel composed of highly qualified professionals chosen for their knowledge of the issues facing the Sponsor. The interdisciplinary team of seasoned real estate professionals may include land planners, architects, financiers, developers, appraisers, attorneys and brokers who are well qualified to provide unbiased, pragmatic advice on complex real estate issues. Panel members are not compensated for their time, but they are reimbursed for out-of-pocket expenses, such as overnight lodging and transportation to attend the TAP. To ensure objectivity, panel members cannot be involved in matters pending before the Sponsor, currently work for the Sponsor or solicit work from the Sponsor during the six months following the TAP program.

## How do TAPs work?

Charged with moving specific projects forward, TAPS provide expert, multidisciplinary advice to local governments, private companies, public agencies and nonprofits facing complex land-use and real estate issues. Drawing from our professional membership base, we leverage the collective expertise of our members to provide a unique, market-based perspective on a broad range of issues including:

- The re-use potential of existing properties
- Revitalization of corridors or specific properties
- Key economic and other issues relating to public/private land-use situations
- Specific development and land proposals or issues
- Market feasibility, financial structuring, and more

## The Program

During the two-day program, ULI North Florida assembles a panel comprised of six to 10 senior-level members representing the specific land-use disciplines needed for each assignment. Panel members may include developers and owners, investors, designers, engineers, attorneys and executives from the greater North Florida region. Panelists tour the study area, interview stakeholders, and work collaboratively to produce preliminary findings and recommendations which are presented after the TAP workshop in either a private or public forum. A complete report follows within about 6-8 weeks with detailed recommendations.

# Sponsor and ULI Panel Members

## **Jacksonville Transportation Authority**

### **Brad Thoburn**

Vice President, Planning, Development and Innovation

### **Suraya Teeple**

Transportation Development Officer

### **Alexander Traversa**

Planner II/GIS Analyst

### **Michael Corbitt**

Real Estate Officer

## **ULI North Florida**

### **Carolyn Clark**

District Council Senior Director

### **Peter J. King**, Bellatrix Ventures, LLC

TAP Committee Co-Chair

### **Patrick W. Krechowski**, Gray-Robinson

TAP Committee Co-Chair

### **Joseph Loretta**, Genesis Group

TAP Committee Co-Chair

### **Jack Shad**, Windmill Consulting

TAP Committee

## **Acknowledgements**

On behalf of the Urban Land Institute, the TAP Committee Chairs and TAP panelists wish to thank the following members and sponsors for their contributions:

**England-Thims & Miller**, Jacksonville

**Genesis Group**, Jacksonville

## **Technical Assistance Panel**

### **Douglas Blair**

Managing Director, Multifamily Investment & Land Services

Colliers International, Jacksonville, FL

### **Dennis Hinebaugh**

Director, Transit Research Program

Center for Urban Transportation Research

University of South Florida, Tampa, FL

### **Joe Hines, PE, MBA**

Principal and Director of Economic Development

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### **Steven E. Polzin, Ph.D.**

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# TAP Scope

The First Coast Flyer is Jacksonville Transportation Authority's (JTA) premium bus rapid transit (BRT) service. JTA seeks to align First Coast Flyer BRT with the Federal Transit Administration's (FTA) Transit-Oriented Development (TOD) pilot program. The aim is to integrate transit investment initiatives to develop Station Area Plans that enable mixed-use development near transit stations that may:

- Improve opportunities for economic development
- Increase ridership and associated revenue gains for the transit system
- Foster multimodal connectivity and accessibility
- Improve transit access for pedestrian and bicycle traffic
- Engage the private sector
- Identify infrastructure needs

JTA engaged the ULI North Florida District Council to convene a Technical Assistance Panel (TAP) to evaluate two BRT station types in the Southwest Corridor along Blanding Boulevard: Station 2 (Collins Road) and Station 7 (San Juan). The objective is to develop a TOD conceptual framework and recommend strategies to capitalize on mixed-use and infill developments adjacent to transit stops. JTA provided data and analysis obtained from their FTA Small Starts Application to serve as a building block to expand on the Station Area Planning effort.

Additional considerations include:

- Evaluate current land development codes and regulatory policies
- Recommend revisions and best practices for efficient Station Area Plans and TOD approvals
- Appraise entitlements, property or facility valuation
- Assemble relevant market studies, finance mechanisms for housing and joint-use development
- Assess Fiscal Impact Analysis

Issues to be addressed:

1. Develop initial schematic plan for redevelopment of these two hubs.
2. Best case practices to assist future development for these transit hubs. This being based on comprehensive planning, zoning, land development code, overlay districts, corridor overlays.
3. Financial Plan assistance to help in creation of these developments / financial assistance / grants, etc.
4. Integrate complete streets guidelines and best practices into design concepts.
5. The integration of workforce and market rate housing in TOD.





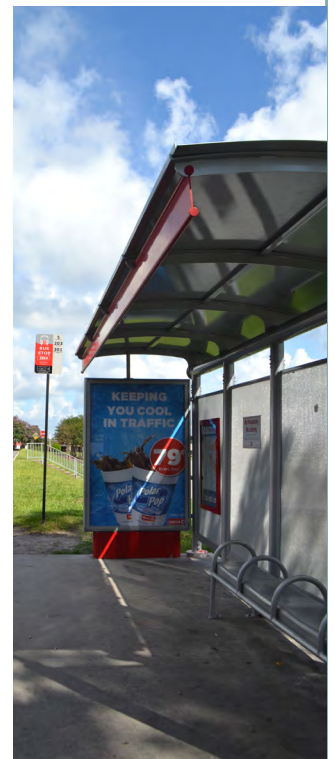
# Panel Process

The ULI North Florida District Council assembled a group of accomplished ULI members who have expertise in transportation, real estate and land planning, and economic development for an intensive two-day workshop to address JTA's Station Area Planning effort.

Prior to convening the TAP, JTA provided members with demographic and economic data; information about the Southwest Corridor Station Area Concept Plan; land-use maps; and other background information.

Orientation on day one included an introductory presentation by JTA leadership, a site tour of the Collins and San Juan stations, and meetings with stakeholders, including **Jim Love**, Jacksonville City Councilman, District 14; **Chris LeDew**, Chief of Traffic Engineering Division, Public Works Department, City of Jacksonville; **Kristen D. Reed, AICP**, Chief of Community Planning Division, Planning and Development Department, City of Jacksonville; **Laurie Santana**, Chief of Transportation Planning Division, Planning and Development Department, City of Jacksonville; **Kirk Wendland**, Executive Director, Mayor's Office's Office of Economic Development, City of Jacksonville.

On day two, the panelists discussed potential solutions to the issues to be addressed, formalized their observations and made recommendations based on input from the stakeholders on day one and the information provided to them by the Sponsor. At the day's end, they presented their analysis and recommendations to JTA leadership.



# Executive Summary

***“ The objective for the project as a whole is to see transitions in the corridor that help build ridership and help bus rapid transit become a critical component of the area.”***

***— Brad Thoburn, Jacksonville Transportation Authority***

The Jacksonville Transportation Authority is seeking to develop station area plans for the Southwest Corridor of its bus rapid transit (BRT) system and spur transit-oriented development (TOD) around the stations. The premier BRT system consists of five corridors, three of which are operational. Funding for the fourth corridor is expected shortly.

The Southwest Corridor to run from the Jacksonville Regional Transportation Center in LaVilla to the Orange Park Mall in Clay County is the last leg to be implemented. Getting federal funding for this corridor has been the most challenging of the five legs. JTA sought nearly \$38 million from the Federal Transit Administration's (FTA) Small Starts grant program. FTA rated the overall Southwest Corridor project and justification for the project as medium-low. JTA plans to resubmit the application with a detailed analysis of each station along the Southwest Corridor.

Key to securing FTA funding will be JTA's ability to develop economic strategies to spur transit-oriented development along the line and increase ridership. ULI North Florida's Technical Assistance Panel (TAP) analyzed the Southwest Corridor's Collins Road and San Juan Avenue BRT stations and recommended strategies to spur development and increase ridership.

Collins Road is more suburban in nature. Current ridership on the regular bus route is low. TAP members recommended making base level improvements at the Collins Road station. A Complete Streets project that accommodates users of all ages and abilities regardless of their mode of transportation can enhance pedestrian and bicycle safety. Mixed-use development potential around the station is long-term given residents' below average income level. Class B developers are limited,

and developers could not charge rents high enough to warrant current construction costs unless a project is highly subsidized. However, with many large retail/commercial sites struggling, some sites nearby may become available, which could serve as mixed-use redevelopment opportunities in the future.

The panel suggested the denser area near I-295 and Collins Road should be considered for a pilot park-and-ride lot partnering with existing commercial/retail parking (shared parking), which can connect with the current shuttle to the BRT stop. There is potential to add an AV shuttle pilot program to circulate to the Walmart and Costco locations near I-295 and adjacent residential communities, should further research verify need.

The San Juan Avenue location is seen as having more near-term development potential. It is denser and has more commercial development, although ridership is low. The panel recommended creating a transformative commercial hub at San Juan and Roosevelt Boulevard to capitalize on the redevelopment of Roosevelt Square Mall and the unique water assets the area offers. A business class 10-story hotel with a minimum of 200 rooms could be a catalyst to spur development of supporting uses, such as niche restaurants, craft breweries, boutique shops, and recreational retail in the area.

The panel recommended relocating the BRT route to Roosevelt Boulevard, making the Roosevelt/San Juan intersection the BRT station. The route can then run along San Juan to Blanding. This modification improves the one-mile demographic for developers, and the Roosevelt/San Juan intersection already offers commuters some retail amenities.



Like the Collins Road location, multifamily development potential around San Juan is long-term. Initial focus should be on commercial redevelopment at Roosevelt and along San Juan to Blanding. By creating new jobs, as well as enhancements at the San Juan/Blanding intersection, supportive retail and multifamily development is likely to follow and move westward as well as north and south of San Juan.

A public multimodal activity center at the site of the current gentlemen's club at San Juan/Roosevelt could maximize first mile-last mile connectivity, providing seamless integration of different transportation modes (AV shuttle, bike share, bike parking, Uber, ride share pickup/drop off, bus information, wayfinding signage) and attendant amenities.

Much of the existing land-use and zoning surrounding San Juan consists of low-density residential, some of which should be rezoned to medium-density residential to meet TOD characteristics and encourage infill. Land-use and zoning designations may need to be modified to address commercial growth as well.

Best practices include developing a working group to engage stakeholders, such as FDOT, City traffic planners, business owners, community associations, realtors and law enforcement to address area issues. Creating a TOD overlay district will ensure development of appropriate, context-sensitive land-use planning and policies. A low-cost loan or grant program for existing building facade enhancements in conjunction with a streetscape project can enhance curb appeal and attract better tenants.

Parking needs should be evaluated, including shared-use parking options, and JTA should review successful TOD strategies other cities have implemented. In addition, educating constituents about the value of BRT service is critical. Therefore, an ongoing marketing/ad campaign is needed before, during and after the launch of the corridor.

To entice developers, the panel recommends working with the City's Office of Economic Development in preparing a comprehensive package with site-specific opportunities and tax incentives that developers can use for their financial pro formas during feasibility studies. Numerous options are available for financing development efforts, including tax increment financing (TIF), creating a Community Redevelopment Area, and taxing credit programs such as an ad valorem tax reduction district, Municipal Services Taxing Unit, and New Markets Tax Credit, among others.

JTA should coordinate with federal, state and city agencies in seeking grants; e.g., Complete Streets/ Smart City projects and the Transportation Alternatives Program. Environmental sustainability grants also may be available along with credits.

The panel encouraged JTA to seed early projects. An incentive is needed to entice the first developer to come in. A successful project will raise awareness and feed others.

### **A mobility infrastructure study should evaluate:**

1. A dedicated BRT lane along Roosevelt Boulevard;
2. An Amtrak stop at San Juan;
3. An AV shuttle from the proposed San Juan/Roosevelt station to the marinas and waterfront parks;
4. A water taxi/South Ferry from the waterfront parks to the Jaguars stadium and other venues in Downtown;
5. Shared parking agreements, ride share pickup/drop-off locations, and park and ride lots based on demand for proposed redevelopment; and
6. A road safety audit for BRT station locations. Technology should be leveraged to make the mapping app more user-friendly.

JTA should analyze the market to determine the kinds of incentives that would be feasible to bring in a developer here vs. other areas of the city currently enjoying growth. Joint development agreements may provide an opportunity to acquire property at the San Juan/Roosevelt BRT station and other sites to enhance JTA's mobility agenda.

The Collins Road and San Juan Avenue (Blanding and Roosevelt) intersections are candidates for a Complete Streets project to increase safety and calm traffic. In addition, the private sector should be engaged to sponsor civic spaces, such as art and parklets, on City property in the public right-of-way.

The panel suggested that narrowing San Juan where feasible from four lanes to two is desirable. This "road diet" would enable Complete Streets projects, such as widening sidewalks and adding bike lanes. TOD design elements should be included in the revised comprehensive plan for the area. The panel noted the importance of taking a context-sensitive approach to each site, corridor and all modes, as built and natural environment must be taken into account when planning. TAP members recommended going beyond Complete Streets to Complete Mobility.

With respect to housing, market rate multifamily potential is long-term. However, commercial development along San Juan and Roosevelt could spur interest in multifamily residential development. Workforce housing will require subsidies in order for it to be affordable for the developer to engage in new construction projects. JTA can work with the City on funding (e.g., low-cost bonds) and incentives in addition to the mobility fee reduction to increase developer interest in the area. JTA should consider acquiring properties for future development. Assembling real estate in the station area could make TOD projects more feasible.

Finally, the panel recommended that JTA evaluate TOD case experience in other cities to understand what works and what doesn't in similar demographic areas.

# Background

*“ The solution to transportation inefficiencies lies at the intersection of collaborative consumption and the social graph: Shifting transportation from ownership to access.”*

*— John Zimmer, Co-Founder, Lyft*

The Jacksonville Transportation Authority (JTA) is developing a bus rapid transit (BRT) system called First Coast Flyer. The first three of five phases of development are operational; specifically, the Downtown Connector, North Corridor/Green Line, and Southeast Corridor/Blue Line. Funding for the fourth phase covering the East Corridor/Red Line is expected shortly.

The last leg is the Southwest Corridor/Purple Line, which will run from the soon-to-be-completed Jacksonville Regional Transportation Center in LaVilla via Florida State College at Jacksonville's Kent Campus to the Orange Park Mall in Clay County. Covering 57 miles of destination travel, the Flyer, when completed in 2019, will be the largest BRT system in the Southeast.

JTA began studying BRT feasibility in 2000. Corridors needing major transportation improvements were identified along with regional alternatives. In November 2005, the First Coast Metropolitan Planning Organization (now called North Florida Transportation Planning Organization) adopted the preferred options into its long-range plan. Due to funding constraints, JTA advanced the BRT system concept by using existing arterial roadways, which, for the most part, do not have dedicated bus lanes. The exception is the Downtown Connector.

First Coast Flyer boasts energy-efficient compressed natural gas (CNG) buses with complimentary onboard Wi-Fi, real-time arrival information at branded

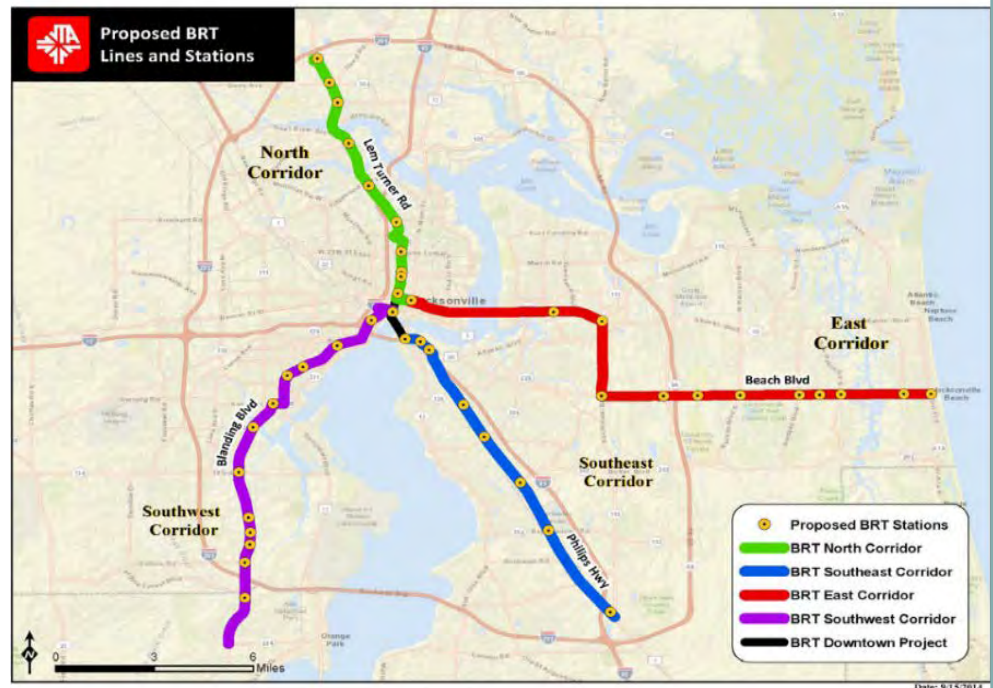


Figure 2: JTA's BRT (First Coast Flyer) System

stations, bike racks, ticket vending machines, low floor and limited stops. The buses have the technological ability to control traffic signals at certain intersections, making the express service 10% to 15% faster than service on the regular bus line. Service frequency is every 10 minutes during peak hours, every 15 minutes off-peak, and 30 minutes during evenings and weekends. The fare is \$1.50.

The Southwest Corridor will feature 15 buses and 13 stations covering 12.9 miles with an estimated 1,800 daily linked trips. Total capital cost (YOE) is \$47.46 million. Annual operating costs for the initial year of operation is estimated at \$2.96 million.

Funding breakdown for the Southwest Corridor BRT system is 80% federal, 10% state and 10% JTA, but actual funding may move closer to 50/25/25, respectively. JTA funding comes mostly from gas and sales taxes, along with fare, parking and ad revenues.

Getting federal funding for this corridor has been the most challenging of the five legs. JTA sought nearly \$38 million for the Southwest Corridor through the Federal Transit Administration's (FTA) Small Starts grant program. The FTA rates projects on performance criteria such as land use (density within one-half mile of station areas, affordable housing, employment and parking) and economic development (performance and potential impacts of transit-supported plans and policies). With the exception of the areas closest to downtown, much of the Southwest Corridor (two-thirds) is suburban in nature, with strip malls and low-density, single family housing. FTA rated the overall Southwest Corridor project and justification for the project as medium-low, with a medium rating for local financial commitment.

Specifically, overall land use for JTA's Southwest Corridor was rated medium, which "marginally supports" a major transit investment under FTA benchmarks with significant growth needed. Within the land-use category, the ratio for legally binding affordability restricted housing was high (3.60). However, the total employment ratio was low, density was medium-low, and parking costs medium-low to medium. FTA rated overall economic development medium-low, with only Tools to Maintain or Increase Affordable Housing rated medium. JTA is in the process

of developing supplemental information to be included in a resubmitted application to FTA, which will include a detailed analysis of each station along the Southwest Corridor.

To get the corridor funded, JTA recognizes the need for economic development and increased ridership. The FTA's score will be driven by JTA's ability to create economic strategies for transit-oriented development (TOD). Together with station area planning, TOD can serve as a catalyst to redefine areas around Southwest Corridor's BRT stops, bring economic development, increase ridership, and create greater connectivity to jobs and community amenities.

To that end, Jacksonville's TOD program offers credit toward mobility fees to developments constructed on or near an existing transit line. The amount depends on whether the development is residential, commercial or mixed use and the land use's trip generation. The goal is to create compact, mixed-use development within one-half mile of public transportation, with the highest densities within one-quarter mile. The Planning Department is currently reviewing its 2030 Comprehensive Plan. As a result, there is an opportunity to make revisions that would foster greater transit-oriented development along BRT routes in line with FTA's TOD pilot program.





LOW DENSITY AREAS AND STRIP MALLS ALONG THE ROUTE



# Analysis

***“ You have got to connect your land-use decisions with transportation decisions.”***

*— Tim Kaine, U.S. Senator, Virginia*

The #5 bus currently runs along the Southwest Corridor route. The route has 2,500 passengers with a goal to increase ridership to 3,000. The TAP scope covered two proposed Southwest Corridor BRT stations along Blanding Boulevard — Collins Road and San Juan Avenue — each with decidedly different characteristics. JTA’s objective in selecting these locations is to identify transitions in the corridor that would support transit and build ridership.

## Collins Road Station

The Collins Road station is approximately two miles from the Orange Park Mall in Clay County and is the second stop on the Southwest Corridor’s Purple Line. The area is suburban in nature with low to medium density. A survey to determine ridership on the current #5 regular bus line shows approximately 60 weekday originations, with 80% taking the bus northbound. Saturday originations fall off about 33% to 41 passengers, with Sunday originations falling further to 28.

### Demographics

The population within one-quarter mile of the station stands at 214; within one-half mile, the population is 3,658. Median age is 30. The five-year projection shows a 1.03% annual population increase from 2017 to 2022. Racial makeup is approximately 46% white, 41% black and 12% Hispanic (any race).

Median household income in 2017 was \$37,364 within one-quarter mile and \$40,137 within one-half mile compared to \$56,124 for all U.S. households. In 2022, median household income is projected to be \$40,239 and \$44,926, respectively, compared to \$62,316 for all U.S. households.

There are 1,228 renter-occupied and 451 owner-occupied housing units within one-half mile of the station. Another 108 are vacant. In 2022, the numbers are projected to be 1,310, 455 and 112, respectively. To the west of Blanding Boulevard are mobile homes and low-rise apartment complexes. Collins Road to the east of Blanding is largely wetlands. Blanding Boulevard itself is dotted with new and used car dealerships, gas stations, some fast-food restaurants and other commercial and industrial entities, with big box stores and other commercial development south toward I-295 and the Orange Park Mall and approximately a mile west off I-295. The latter includes Walmart and Costco.

JTA offers a community shuttle to the Collins Road station. The shuttle runs at regularly scheduled times between Oakleaf Town Center approximately six miles to the west of Blanding Boulevard and the Collins Road station, with stops at Argyle Forest and Orange Park Mall. Riders unable to get to a stop on the community shuttle route can request premium curbside service. The shuttle picks passengers up and/or drops them off anywhere within the service area. Reservations must be made at least two hours in advance.

**Passenger Survey - #5 Bus Stops**

Blanding Blvd.	Direction	Weekday Ons	Weekday Offs	Saturday Ons	Saturday Offs	Sunday Ons	Sunday Offs	Average Weekday	Average Daily
Collins Road	Northbound	48	6	33	5	20	3	27	24
Collins Road	Southbound	11	41	8	22	8	19	26	23
San Juan Avenue	Southbound	18	18	11	11	9	9	18	15
San Juan Avenue	Northbound	10	11	6	7	6	5	11	9



While feeder buses and community shuttles have traditionally provided connections to the BRT system, JTA is considering alternate options, including autonomous vehicles (AV), the Ultimate Urban Circulation (U2C), and other transmobility options. Planned city mobility projects include creating a 1.51 mile protected bike lane on Collins Road from Blanding Boulevard west to Rampart Road, and 2.6 miles of bike lanes from Blanding east to Roosevelt.

### Potential

In reviewing the area around the Collins Road station, panel members found nothing compelling that would entice a developer to the location. Panel members questioned whether the stop was needed and considered that Collins Road may always be a low ridership station given market forces. Residents' below average income level precludes the ability for a developer to charge rents high enough to warrant

current construction costs unless a project is highly subsidized, and finding a Class B developer is difficult.

The panel consensus is that the Collins Road area is a long-range possibility for low-rise garden-style multifamily development. A mid-rise multifamily development is unlikely due to the location and cost to build, which substantially increases from \$80 a square foot for a low-rise to \$140 a square foot for a mid-rise. A public-private partnership may be required to incentivize development.

Given that the infrastructure around the station is rundown, the location could benefit from making improvements to sidewalks and crosswalks to make it safer for pedestrians and bicyclists.



## San Juan Avenue Station

Development at the San Juan Avenue station is heavily commercial at the intersection, with narrow sidewalks, predominantly one-story buildings, and limited parking. Located approximately six miles from the Jacksonville Regional Transportation Center hub, San Juan is the seventh stop on the Purple Line. This stop on the regular #5 bus that runs along Blanding Boulevard currently has 28 weekday originations with almost two-thirds of passengers traveling southbound. Originations on Saturdays and Sundays are 17 and 15, respectively. JTA's #16 bus services San Juan Avenue from James Road east to Herschel Street, and the #53 runs on San Juan from Cassat Avenue to Roosevelt Avenue.

### Demographics

At 559, the population within one-quarter mile of the station is more than double that of Collins Road; within one-half mile, however, the population is only 2,689 and is expected to grow only 0.57% between 2017 and 2022. Median age is 38.9. Racial makeup is 74.3% white, 17.4% black and 7.6% Hispanic (any race) within one-half mile.

Median household income in 2017 was \$42,483 within one-quarter mile and \$41,157 within one-half mile compared to \$56,124 for all U.S. households. Between 2017 and 2022, median household income is projected to grow to \$45,883 and \$44,782 respectively, compared to \$62,316 for all U.S. households.

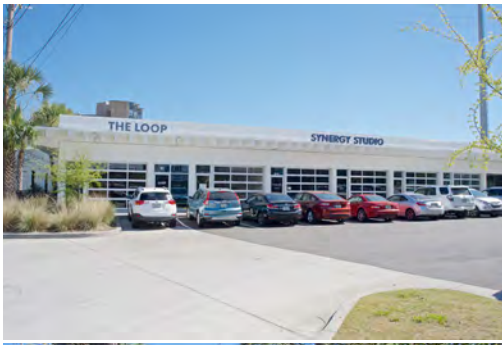
More of the housing units are owner-occupied within one-half mile of the San Juan station rather than renter-occupied; specifically, 661 are owned and 509 are rented. Another 140 housing units are vacant. In 2022, the numbers are projected to be 669, 532, and 144, respectively.

### Existing Development

Businesses at the San Juan/Blanding Boulevard intersection include a gentlemen's club, pawn shop, auto repair shop, and tax filing service. Nearby, establishments include a Caribbean restaurant, bicycle shop, an Army/Navy store, massage school and tire store, among others. San Juan running west includes commercial establishments, with the area becoming residential further west and south of San Juan Avenue. The neighborhood consists of small single-family homes (RLD-60) and lots in a traditional grid pattern.







To the east of Blanding, commercial development includes banks, gas stations, some fast food restaurants and another gentlemen's club. Roosevelt Square Mall is situated at San Juan and Roosevelt Boulevard within a half-mile of Blanding Boulevard. A 29-acre open-air shopping center, Roosevelt Square is anchored by Publix and includes Stein Mart, LensCrafters, Mattress Firm, Chase Bank, nine restaurants and about 15 other stores. A former Belk Department Store sits vacant at the southern end of the mall. That building and a smaller one along Roosevelt are scheduled for demolition. The owner of the shopping center plans to redevelop it, transitioning the property from a neighborhood commercial center to a 'lifestyles center,' combining traditional retail with leisure amenities that can appeal to an upscale consumer base. Some proposed plans have called for 300 apartment units at the site.

South of the shopping center off Roosevelt Boulevard is a unique waterfront environment known as Marina Mile. It includes Ortega River Marina, Lamb's Yacht Center, Marina at Ortega Landing and Sadler Point Marina. At Sadler Point, The Bridge, an adaptive re-use of an old pier building, includes a mix of retail and restaurant spaces.

East of Roosevelt Square the neighborhood is heavily

residential and includes higher priced homes and two parks where San Juan meets the water's edge. Two schools are located south of San Juan across the Ortega Bridge — St. Marks Episcopal Day School and Ortega Elementary School. The latter is a traditional public K-5 school with a Museum Magnet program. The school partners with area museums to provide "hands-on, minds-on learning experience for every child." The school's makeup is 70% minority; 69% are low income.

## Potential

Of the two stations reviewed, the area around San Juan Avenue has much greater potential than Collins Road. A portion of San Juan is a good candidate for a road diet. Decreasing the road from four to two lanes and widening sidewalks would create a safer, pedestrian-friendly environment. JTA should work with FDOT on a Complete Streets project for the intersection; there may be potential for funding from FDOT for this effort.

In addition, beautifying the intersection can go a long way in initiating a revival, such as refurbishing commercial building facades. Establishments like the existing gentlemen's club and pawn shop at San Juan and Blanding are often associated with higher crime areas. The perception is a deterrent to development.





Replacing them with the kinds of retail welcomed at a transit station (e.g., coffee shop) can go a long way in altering the perception of the area. Change can be effected through city subsidies to help fund refurbishment, code enforcement and zoning.

A 2017 ridership survey of the overall JTA transit system shows that the majority of JTA bus riders are not "choice" riders; that is, people who choose to use public transit even though they have the option to use a car for their trip. Only 13% of sampled users were choice riders. Choice riders more often identify as White, are older, work full time and have higher household incomes.

Changing the dynamic from a "need" to take the bus to a "want" to take the bus (eg. make it cool and user-friendly to take the bus) can be one of the keys to increasing ridership. The San Juan and Blanding station is not a destination. The BRT route alignment

at this location is not sensitive to transit-oriented development.

There is greater synergy at the intersection of San Juan and Roosevelt Boulevard. It is possible to create a transformative high-end hub at that location. The Roosevelt Square Mall is already being groomed for redevelopment. JTA can capitalize on that planned improvement by moving the Southwest Corridor BRT along Roosevelt Boulevard to San Juan, making that the BRT stop, then running along San Juan to Blanding. The Roosevelt intersection already has a CVS pharmacy on the northeast corner, and a Gate gas station and convenience store on the northwest side. There may be potential for a dedicated bus lane along Roosevelt.

Modifying the route improves the one-mile demographics important to developers. However, the gentlemen's club on the southwest corner of San Juan



and Roosevelt negatively affects perception of the location. Eliminating it and adding a business class hotel, destination retail and higher end restaurants nearby along Roosevelt and San Juan could be a revitalizing force to spur further commercial and residential development westward.

The uniqueness of the area's assets — several marinas, recreational lifestyle components, water access and views — have all the appeal for redevelopment. The two parks at the end of San Juan Avenue provide an ideal spot for a kayak launch and other water activities that could be a draw in addition to the marinas. For example, there is a potential to run a water taxi to downtown and the Jaguars stadium with four or five neighborhood stops along the way.

In addition, a San Juan/Roosevelt station has multimodal potential. A San Juan Avenue bike path from the recreational/residential area at the river to the commercial node would add connectivity to the BRT station. JTA could also take advantage of the Amtrak rail line that runs down Roosevelt Boulevard.

Seeking to add a stop here might be a worthwhile pursuit. The current gentlemen's club could be the perfect spot for a multimodal transportation hub that offers commuters a variety of options for first mile-last mile connectivity along with basic amenities such as walk-up retail (coffee, breakfast items, snacks).



## Strategic Observations

The TAP effort focused only on two station areas along one BRT corridor. However, many of the issues associated with transit-oriented development, proactive engagement of the transit operator in influencing development, and implementation of transit-supportive station area planning require systematic planning initiatives and capabilities that should be deployed across the community. Many of the considerations and recommendations in this report will be relevant across the JTA service area.

Joint development/transit-oriented development initiatives may be more or less promising in many other areas that were not evaluated by the TAP. Broader issues of equity, market opportunity and probability of success/market appeal may ultimately influence the relative priority of joint development or transit-oriented development initiatives at various locations across the BRT system.

The accessibility to activities across the region from the given stations were not quantified and available to the TAP team; thus, a full understanding of the accessibility improvements brought to bear by the BRT project were not part of the station area redevelopment potential assessment. A full understanding of the comparative accessibility opportunities via the transit system might give further insight as to the nature and magnitude of development potential of various station locations based on the origin-destination connections offered via the BRT/transit system.

JTA and the other stakeholders in transit/land-use planning coordination in this market are in the early stages of developing processes for planning and implementing transit-oriented development. The relative priority of initiatives at the two subject stations will ultimately be influenced by a broader overview of transit-oriented development priorities and opportunities.

Similarly, the ideas and recommendations should be considered as conceptual or exploratory. While they reflect the extensive experience and expertise of the panel, the actual path forward would require extensive due diligence and in-depth assessment. Among the issues requiring more in-depth analysis would be an assessment of the prospect of various development scenarios producing additional transit ridership.



# Recommendations



## Collins Road Station

**Implement baseline improvements for now.** Blanding and Collins both lack sufficient sidewalks. A Complete Streets project can make the intersection safer for pedestrians and cyclists, particularly given the planned bike path on Collins.

**Some sites may be candidates for redevelopment in the future.** Multifamily construction in this area would be of interest to Class B developers, but there are few in this market. The demographics within one-half mile preclude development given the current market in which other areas of Jacksonville are stronger. Most developers could not be able to charge sufficient rents to make a project viable unless heavily subsidized through a public-private partnership. Nevertheless, with online shopping continuing to grab market share, many large retail/commercial sites are struggling. A continuation of this trend may make some sites available and attractive for mixed-use redevelopment in the future.

**Address multimodal challenges.** JTA should consider a pilot park-and-ride lot partnering with existing commercial/retail (shared parking) near the denser area at I-295 and Collins Road, which can connect with the current shuttle to the BRT stop.

**Add an AV shuttle pilot program.** The shuttle could run between Walmart and Costco to the BRT station. This should be added only after further research into existing and projected ridership verifies need.





## San Juan Avenue Station

**Create a destination oriented transformative commercial hub at Roosevelt Boulevard.** Capitalize on the redevelopment of Roosevelt Square Mall and the unique water assets the area offers. Create a new hub with a business class 10-story hotel, such as a Renaissance or Marriott, with a conference center and a minimum of 200 rooms. A hotel could be a catalyst for destination retail and development of supporting uses, including niche restaurants, craft breweries, boutique shops, and recreational retail.

**Relocate the San Juan Avenue BRT station from Blanding to Roosevelt.** Run the Southwest Corridor BRT route down Roosevelt across San Juan to Blanding. This modification improves the one-mile demographic for developers and is premised on leveraging the land-use potential. The location already offers the ability of riders to grab a cup of coffee, soda, food items, etc.

**Focus on commercial redevelopment first.** With commercial redevelopment at Roosevelt and along San Juan to Blanding creating new jobs, as well as enhancements at the San Juan/Blanding intersection, supportive retail and multifamily development is likely to follow and move westward as well as north and south of San Juan.

**Create a public multimodal activity center that maximizes first mile-last mile connectivity.** Provide a focal point that seamlessly integrates different modes of transportation (AV shuttle, bike share, bike parking, Uber, ride share pickup/drop off, bus information, wayfinding signage) and offers amenities such as mini-retail (walk-up counter for coffee, croissants, etc.) and security (e.g., cameras or police “mini” stations to dispel safety issues). Consider purchasing the gentlemen’s club property at San Juan and Roosevelt to turn it into a community transportation center.

**Amend the Future Land Use Map to accommodate higher densities.** Future land-use and zoning surrounding San Juan includes huge swaths of low-density residential. Amending the Future Land Use Map in some areas to medium-density residential would be required to meet TOD characteristics and encourage infill. Land-use designations may need to be modified to address commercial growth as well.



# Best Practices

**Develop a working group to engage stakeholders.** Coordinate with business owners, community associations, realtors and law enforcement to address area issues to improve developer appeal; e.g., lower crime. Ensure FDOT, traffic engineers and planners work together with respect to decisions about Complete Street planning. Work with the city to enhance historic structures or elements in the area.

**Create a TOD overlay district.** Coordinate land-use planning and policies that promote TOD, is context sensitive, and addresses reduced parking needs, mobility fees and residential/commercial density to ensure appropriate zoning.

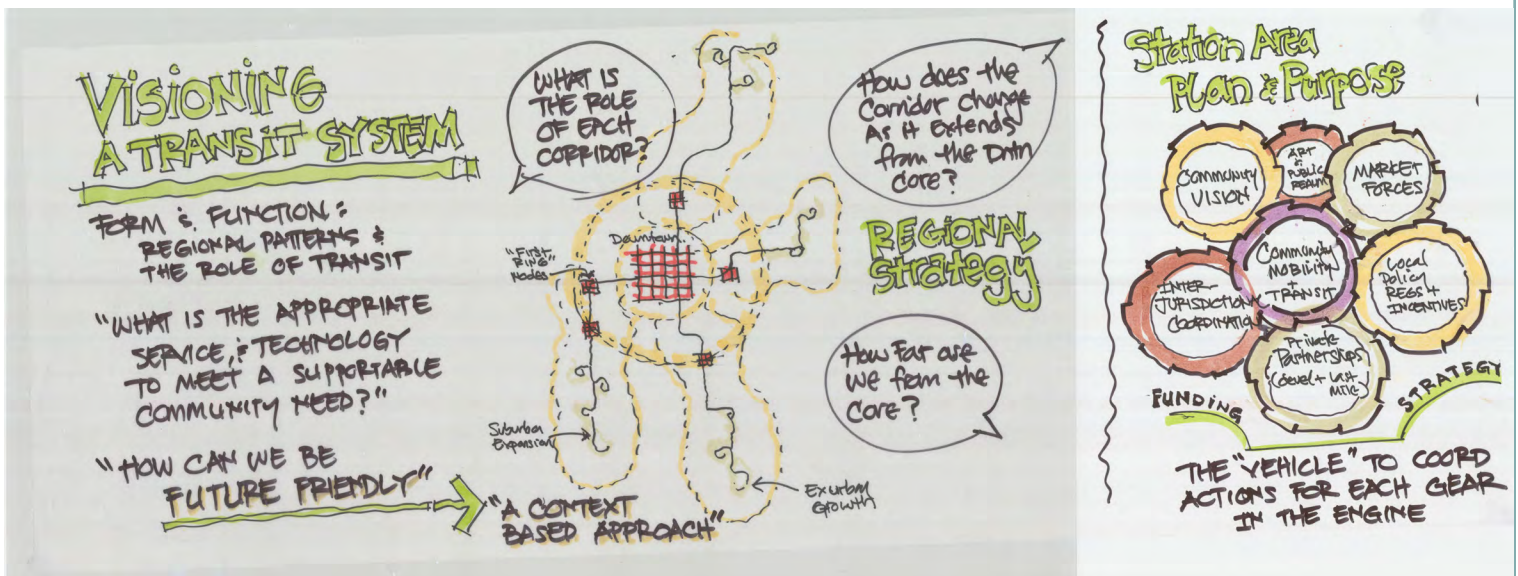
**Develop a loan program for building facade enhancements.** Offer low-cost loans to encourage commercial building owners to improve facades and enhance their properties' curb appeal.

**Implement a streetscape project.** Add trees, benches, pop up parks, parklets, bike racks, and outdoor patios. Gentrification will improve land use and attract better tenants.

**Initiate a parking capacity study.** Evaluate parking needs in light of growing use of ridesharing services like Uber. Consider shared-use parking options.

**Review TOD practices around the country.** Learn what works in the context of each station from successful TOD in other cities. One size does not fit all.

**Create a strong communications plan to educate constituents.** An ongoing marketing/ad campaign is needed before, during and after the launch of the corridor to raise awareness.





# Financing

**Prepare a comprehensive package for developers.** Assemble a database of vacant, available and underutilized parcels for development and infill. Work with the economic development office to create a marketing package with site-specific opportunities and tax incentives that developers can use for their financial pro formas. Triggers to convince developers that San Juan is the next up and coming area include demographics, proximity to downtown and the Naval Air Station, water views, marinas, recreational lifestyle, mobility and the BRT network.

**Engage the current owner of Roosevelt Mall.** Assist Dewberry Capital in their redevelopment designs and plans that are currently in progress.

**Consider a Tax Increment Financing (TIF) district for San Juan.** TIF funds can pay for infrastructure improvements and cover portions of the costs for rehabilitation of many old buildings in the area.

**Evaluate Community Redevelopment Area qualification potential or other taxing credit programs.** Explore a variety of options; e.g., ad valorem tax reduction district, Municipal Services Taxing Unit, New Markets Tax Credit.

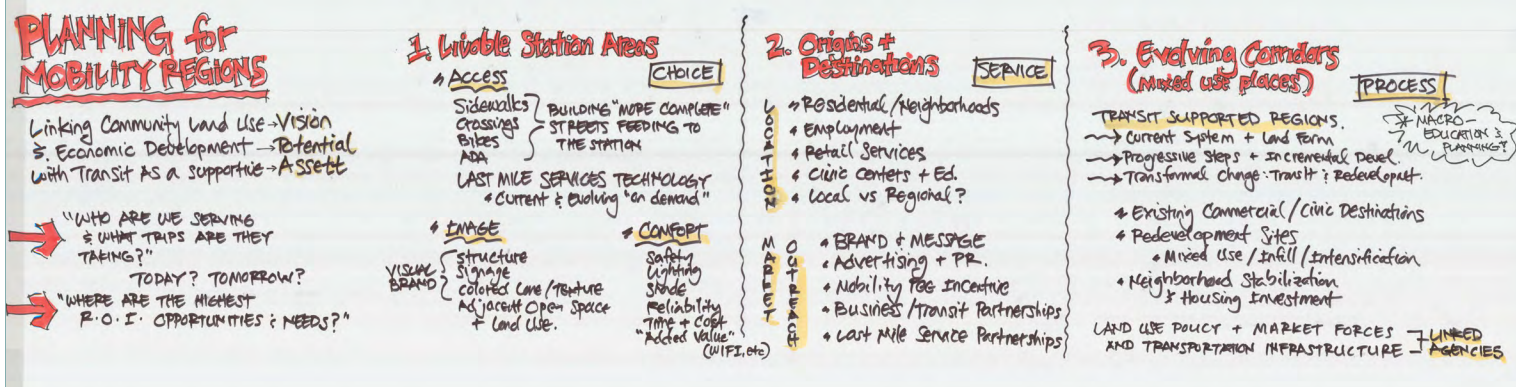
**Coordinate with other agencies for potential economic study and grant funding.** Seek FDOT funding for Complete Streets/Smart City projects and a Transportation Alternatives Program grant for pedestrian and bicycle trail facilities, including sidewalks, traffic calming techniques, etc. Funding may be available from Jacksonville city departments for sidewalks, street lighting, etc.

**Explore environmental sustainability grants.** Bill the project as part of a green approach to improve the current infrastructure (e.g., eliminating old septic fields, stormwater improvements, reducing estuary runoff). In addition to grants, JTA may be eligible for a credit to offset another requirement, providing a net benefit.

**Seed early projects.** Subsidize the initial developer. The City, JTA and other stakeholders should provide some incentive to entice the first developer to come in. A successful project will raise awareness and feed others.

**Conduct an economic analysis of market requirements.** Determine the kinds of incentives that would be feasible to bring in a developer here vs. other areas of the city currently enjoying growth.

**Explore joint development agreements.** Joint development agreements may provide an opportunity to acquire property at the station site to enhance its mobility agenda.



## Complete Streets/Complete Mobility

**Incorporate Complete Streets design at the Collins Road and San Juan Avenue (Blanding and Roosevelt intersections) stations.** To increase safety and calm traffic, widen sidewalks, improve crosswalks, and add bike lanes and bus bulbs. Ensure Complete Streets and TOD design elements are included in the revised comprehensive plan.

**Consider a road diet for San Juan Avenue.** A reduction in lanes on a portion of San Juan can increase pedestrian and bicycle safety and provide space for widening sidewalks and implementing additional Complete Streets features.

**Engage the private sector.** Create civic spaces on City property in the public right-of-way sponsored by private entities; e.g., art, parklets.

**Use a context-sensitive approach to each site, corridor and all modes.** Each station, corridor and mode should be viewed in the context of its built and natural environment. One size does not fit all.

**Go beyond Complete Streets to Complete Mobility.** Conduct a mobility infrastructure study to evaluate (1) a dedicated BRT lane along Roosevelt Boulevard; (2) an Amtrak stop at San Juan; (3) an AV shuttle from the proposed San Juan/Roosevelt station to the marinas and waterfront parks; (4) a water taxi/South Ferry from the waterfront parks to the Jaguars stadium and other venues in Downtown; (5) shared parking agreements, ride share pickup/drop-off locations, and park and ride lots based on demand for proposed redevelopment; and (6) a road safety audit for BRT station locations. Leverage technology to continue to improve mapping app to make it more user-friendly.

## Integration of workforce and market rate housing in TOD

**Market rate multifamily potential is long-term.** Currently, other areas of the City are more attractive to developers. Commercial development along San Juan and Roosevelt could spur interest in multifamily residential development. Some areas currently designated as low-density residential would need to be reclassified to medium-density residential.

**Workforce housing will require subsidies.** Housing needs to be affordable for the developer. Work with the City on funding (e.g., low-cost bonds) and incentives in addition to the mobility fee reduction to increase developer interest in the area; e.g., Jacksonville's Housing and Community Development Division, which administers the Community Development Block Grant program.

**Consider acquiring properties for future development.** Assembling real estate in the station area could make TOD projects more feasible.

**Evaluate TOD case experience in other cities.** Research what worked and what did not in similar demographic areas.

# About the Panelists



**John Melendez, Stokes Creative Group, Inc., Orlando, TAP Chair**

John Melendez is Project Outreach Specialist and Project Manager for Stokes Creative Group, Inc. For 17 years he has served public- and private-sector clients as a field technician, transportation analyst, business developer, department director, and practice lead. His technical capabilities include field data collection, operational and qualitative analyses, intersection analysis and design, safety studies, plans development, negotiations, and land-use code development.

Melendez has extensive experience in neighborhood outreach and public involvement that spans the state of Florida geographically for over a period of nearly two decades. He is currently in his sixth year as a Governor-appointed board member of the Hillsborough Area Regional Transit Authority (HART), where he also chairs the Finance and Audit Committee. Melendez also serves on the Greater Tampa Chamber of Commerce Transportation Advisory Committee and the Downtown Tampa Partnership Transportation Committee, providing input and engaging in discussions with regards to Tampa Bay Regional multimodal projects and transportation issues.

Melendez's background is rooted in both performing transportation analysis and design, and engaging the public to inform them of the benefits and impacts of the project. He specializes in identifying design solutions that address economic and policy constraints, while securing support for the project from review staff and stakeholders.



**Douglas Blair, Colliers International, Jacksonville**

Douglas Blair serves as Managing Director for the Multifamily and Land Services division at Colliers International in North Florida, which provides a platform of investment sale services including acquisition and disposition strategies to owners, investors, and developers of multifamily communities.

His experience includes market-rate apartment communities, affordable housing and fractured condominium sales. Blair also has an extensive background in high- and low-density residential subdivisions and mixed-use developments.

Blair earned a master's degree from Florida State University and joined Colliers in 2001, where he developed and implemented a full-service research department as the Director of Research. His efforts resulted in a best in class, research and reporting department that provided accurate and sustainable methodology practices. He continued the department's expansion by providing underwriting and financial evaluation services to the multiple practices groups throughout the North Florida region, specializing in multifamily, mixed-use and residential development.





**Dennis Hinebaugh, University of South Florida Center for Urban Transportation Research, Tampa**

Dennis Hinebaugh is Director of the Transit Research Program at USF's Center for Urban Transportation Research. He brings more than 38 years of transportation planning and research experience to the position. His experience encompasses the preparation of short- and long-range capital and operating budgets, preparing federal and state grant applications, preparing transit development plans, and directing a multimodal downtown master transportation plan. In addition, he has managed the design/engineering and construction of a downtown transitway, conducted alternative analyses for light rail and commuter rail technologies, and developed language for use of County/City transportation impact fees designated for transit usage.

Prior to joining USF's Center for Urban Transportation Research, Hinebaugh was Director of Planning for the Hillsborough Area Regional Transit Authority in Tampa and Planner/Project Control Analyst for Southeastern Michigan Transportation Authority (SEMTA) in Detroit, MI.

Hinebaugh is a 25-year member of the National Academies of Sciences, Engineering, and Medicine's Transportation Research Board (TRB). He currently chairs the TRB Public Transportation Group's 19 committees. Hinebaugh is also chair of the American Public Transportation Association (APTA) Bus Rapid Transit and Transit Automation Committee. He has been an APTA member since 1986.



**Joe Hines, PE, MBA, Timmons Group, Richmond, VA**

Joe Hines is a Principal and Director of Economic Development Practice at Timmons Group. In his tenure, the Economic Development practice has helped clients realize over \$3 billion in announced investment with more than 8,500 jobs created by national and international companies. The Economic Development Practice helps merge the market demands for prospects and site selection consultants with community and site preparedness.

Hines has managed numerous master planning, economic development and infrastructure projects ranging in size from \$100,000 to over \$55 million in construction costs. Key projects include the Rolls-Royce manufacturing facility in Crosspointe Centre, Amazon.com Fulfillment Centers and The Vitamin Shoppe worldwide distribution center among others. These projects have garnered national and international attention and won several awards including Gold Award project of the year by Business Facilities Magazine (Rolls-Royce), Greater Richmond Area Commercial Real Estate project of the year (Amazon.com), and Industrial Lease of the Year (The Vitamin Shoppe).

As a recognized expert in community, infrastructure and site preparedness, he routinely presents to local, state and regional organizations and various conferences on what it takes to be successful in Economic Development. In addition, he developed the TG Tier System<sup>SM</sup> for community and site preparedness and routinely analyzes sites and infrastructure, develops site certification programs and certify sites for various clients.

Hines graduated from North Carolina State University summa cum laude with a bachelors of science in Civil Engineering, and holds an MBA from the Fuqua School of Business at Duke University. He currently chairs the Alumni Council and is on the Board of Visitors for the Fuqua School of Business, and has served on the board of directors for Virginia Economic Developers Association and currently serves on the North Carolina State Civil, Construction and Environmental Engineering (CCEE) Advisory Board. In addition, Hines is a graduate of LEAD Virginia, Leadership Farmville and a member of the International Economic Development Council, Southern Economic Development Council and Urban Land Institute.



**Steven E. Polzin, Ph.D., University of South Florida Center for Urban Transportation Research, Tampa**

Dr. Steven Polzin is the Director of Mobility Policy Research at USF's Center for Urban Transportation Research. His research concentrates on travel behavior, public transportation, travel data analysis, and transportation decision-making. Current interests include exploring future travel demand and the implications of technology on travel behavior, including the impact of transportation network companies and autonomous/connected vehicles. In 2016, the Eno Center for Transportation named Dr. Polzin a Top 10 Transportation Thought Leader in Academia.

In addition to teaching graduate courses on Transportation and on Land Use and Public Transportation, Dr. Polzin has published dozens of academic articles, contemporary pieces, and editorial and blog postings. He co-authored *Commuting in America 2013*, the American Association of Highway and Transportation Officials' definitive resource on commuting.

Prior to joining the University of South Florida in 1988, Dr. Polzin worked for transit agencies in Chicago (RTA), Cleveland (GCRTA), and Dallas (DART). He has served on several Transportation Research Board and American Public Transportation Association panels and committees, as well as the editorial boards of *Transportation* and the *Journal of Public Transportation*. He was a member of the Hillsborough Area Regional Transit Authority board of directors for 13 years and the Hillsborough County Metropolitan Planning Organization board of directors for seven years.

Dr. Polzin holds a bachelor of science degree in Civil Engineering from the University of Wisconsin-Madison, and master's and Ph.D. degrees from Northwestern University.



**Rod Schebesch, Stantec Consulting Services Inc., Calgary, AB, Canada**

Rod Schebesch is Senior Vice President of Transportation for Stantec. He has spent his career designing and building transportation infrastructure. As a regional business leader in western Canada, he builds teams to pursue and deliver transportation infrastructure projects — whether that's a traditionally delivered arterial for a local municipality or a billion dollar public-private partnership on a multimodal corridor.

Schebesch has led projects involving automated vehicles, transit-rideshare technology, driverless shuttles, and Smart Cities planning. He is leveraging the experience he's gained through involvement with projects like Active Aurora, Canada's largest CAV test bed, to design and construct tomorrow's intelligent transportation systems today. With a focus on building smarter cities, he is always striving to find greater infrastructure efficiencies that positively impact the built environment.



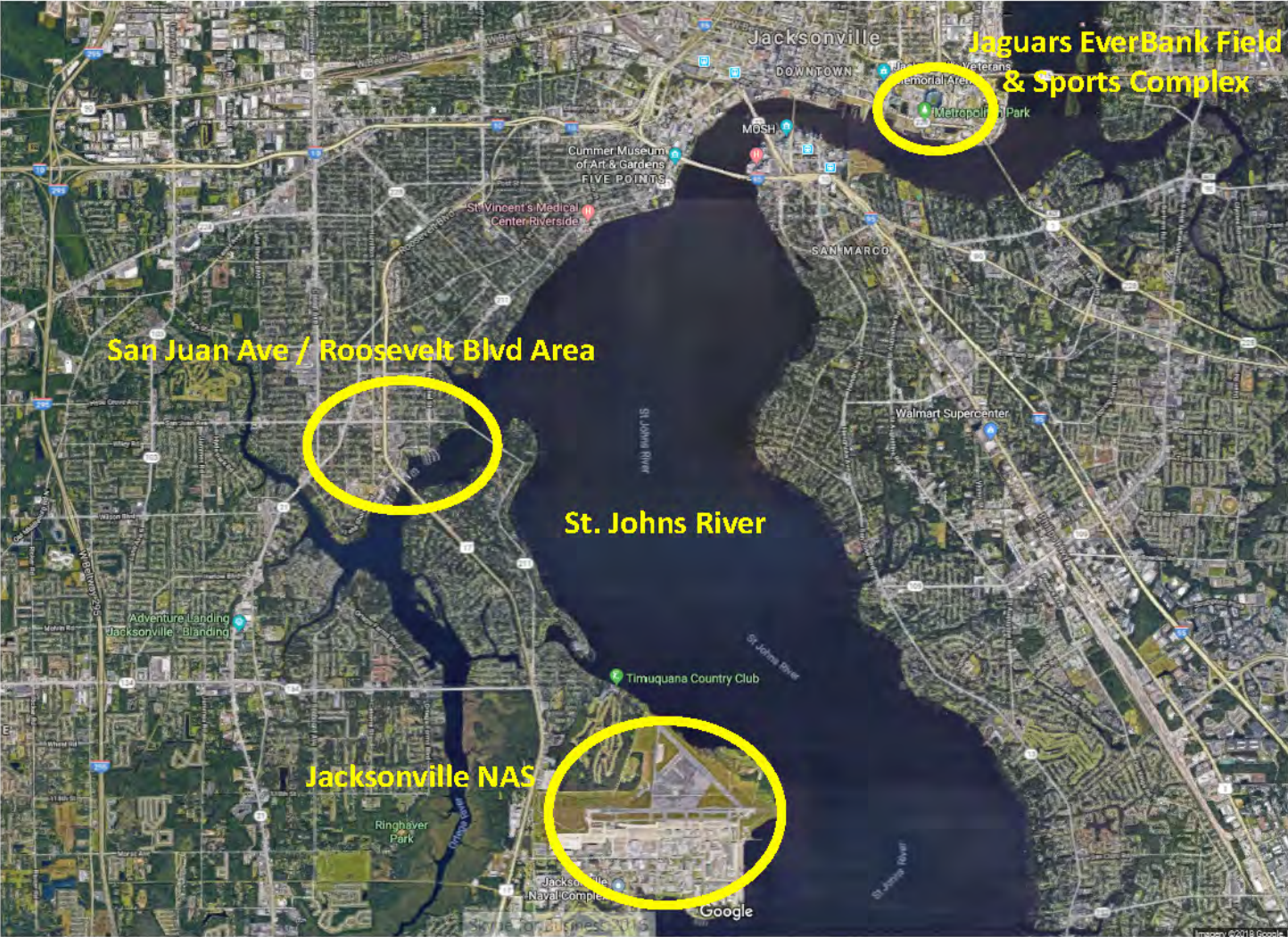
**Peter Sechler, PLA, AICP, GAI Consultants, Orlando**

Peter Sechler specializes in urban design, campus planning, and landscape design projects in the Eastern United States for public, private, and institutional clients. His focus has been to work inclusively — identifying the community context and mission and understanding the economic potential — and thereby position specific initiatives to support broader goals, enhanced livability, and sustainable success.

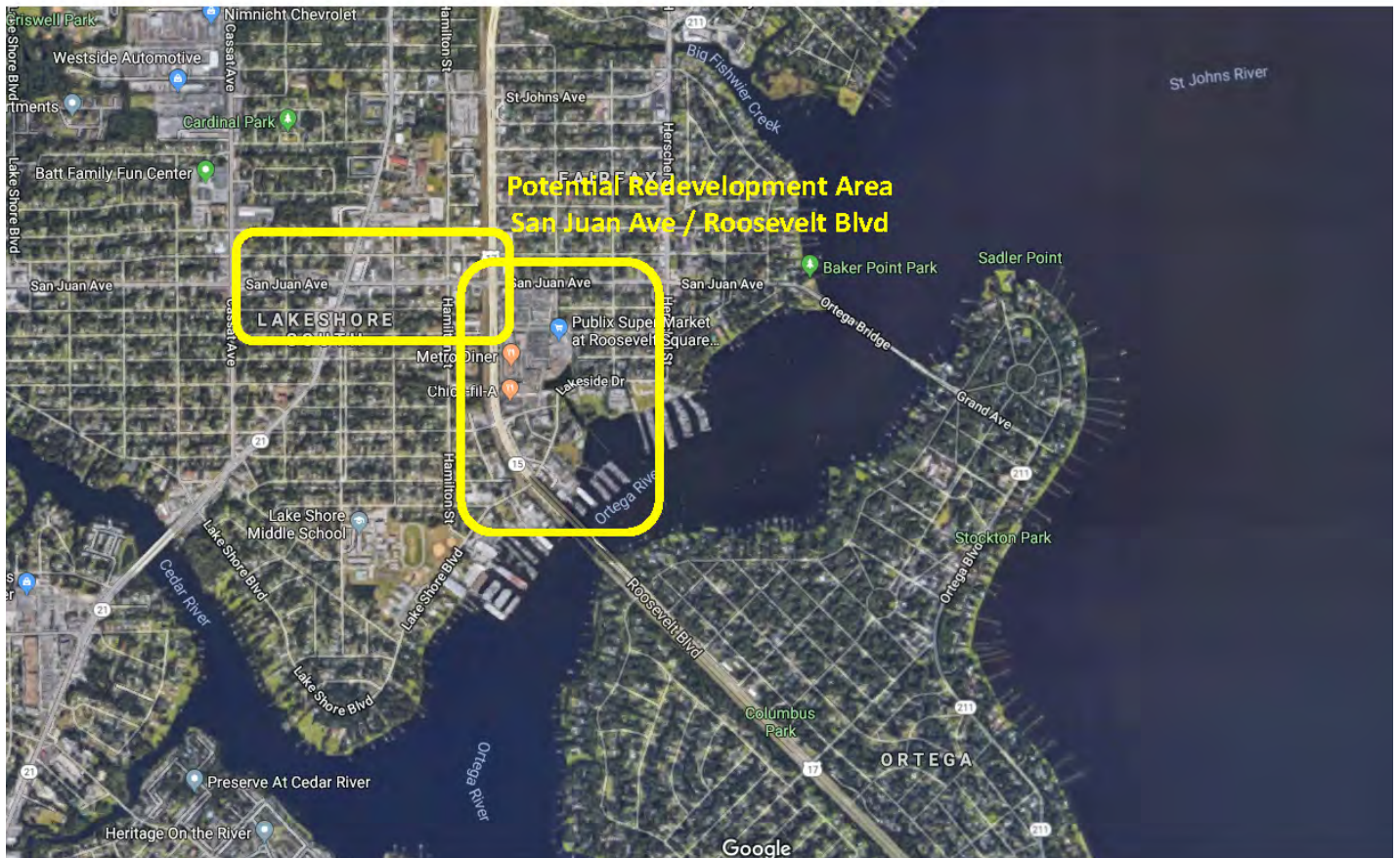
Sechler has been involved in the following types of projects: citywide regional visioning; community redevelopment; transit-oriented urban development; main street and urban walkability projects; medical, educational, and office park campuses; urban public parks and trails; and neighborhood planning and enhancements.



# Supplemental Information/Examples











## Renaissance Hotel Portsmouth, VA

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The mission of the Urban Land Institute is to provide leadership in the responsible use of land and in creating and sustaining thriving communities worldwide.

