



Urban Land
Institute

North Florida

UF Health Jacksonville

Technical Assistance Panel

August 29 - 30 | Jacksonville, Florida



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, nonprofit, public entity or private enterprise (Sponsor) facing real estate or land-use issues. The District Council assembles a panel of six to 10 senior-level 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 and land-use 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

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 Does the Program Work?

TAP members are briefed on the issues facing the Sponsor and receive detailed information relevant to the task, such as Sponsor history, maps of the study area, demographics and other data necessary for an understanding of the task at hand. During the two-day program, TAP members 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 six to eight weeks with detailed recommendations.

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Sponsor and ULI Participants

Sponsor

UF Health Jacksonville

Technical Assistance Panel

Ryan Doyle, UF Health Jacksonville TAP Chair

Vice President and General Manager
oneC1TY Nashville, Nashville, Tennessee

Sondra Fetner

Land Use Attorney, Jacksonville, Florida

Maninder (Mini) Kahlon, Ph.D.

Vice Dean for Health Ecosystem
Dell Medical School, The University of Texas at
Austin, Texas

Jeff Kingsbury

Managing Principal
Green Street, Ltd., Indianapolis, Indiana

Brian Phelps

Senior Associate/Partner
Hawkins Partners, Nashville, Tennessee

Eugene Profit

Founder
Profit Investments, Washington, D.C.

Erin Prosser

Director of Community Development
Campus Partners, Columbus, Ohio

Kristen Reed, AICP

Chief of Community Planning
City of Jacksonville, Jacksonville, Florida

ULI North Florida

Carolyn Clark

District Council Senior Director

Patrick W. Krechowski, Jimerson & Cobb
TAP Committee Co-Chair, ULI North Florida

Buck Smoak, Auld & White
TAP Committee Volunteer

Lindsay Haga, England-Thims & Miller
TAP Committee Volunteer

Irene Lombardo, IEL Marketing
TAP Technical Writer

Hannah King, ULI North Florida
TAP Graphic Designer

Acknowledgments

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:

Auld & White

England-Thims & Miller

TAP Scope

The objective of the UF Health Jacksonville Technical Assistance Panel (TAP) is to examine the social and economic impact of the medical campus as a transformational asset on land uses surrounding the site with the goal of increasing public and private financial investments to invest in the highly respected health care facility.

With more than 6,000 employed on the UF Health Jacksonville Downtown Campus, and more than 436,000 people using the downtown facilities each year, there is an immediate need to replace the Emergency/Ambulatory Center, which was built in the late 1960s and is facing aging infrastructure and outdated technologies. This is followed closely by the immediate need to create a Student Lifestyle Center, a nationally recognized Research Center and new facilities to accommodate an expanding workforce. The provision of housing, retail (food, goods and services) and transportation connections will stitch the UF Health Jacksonville Medical Innovation District to the Entertainment District along the St. Johns River and build a sense of community lacking in this area of downtown Jacksonville.

The ULI TAP studied the intrinsic assets within the focus area—from the UF Health Jacksonville campus, I-95 on the west, south to State Street, and Hogan’s Creek along the east—to determine practical recommendations and action steps that will: (a) provide the target audience (Mayor, City Council; UF Board of Trustees and community organizations) with a prescription to invest in the Medical Innovation District; and (b) address the following concerns:

1. A financial plan or mechanism to target investments both monetary or private capital improvements within the UF Health Jacksonville campus and focus area, specifically replacing the aging Hospital/ER Facility;
2. Direct property and building ownership between UF and the City for maintenance, renovation and expansion;
3. Establish a blended Student Lifestyle Center to enhance the educational experience;
4. Maximize existing efforts underway including but not limited to the Hogan’s Creek Greenway, the Emerald Necklace, Mobility/Transportation routes and the Springfield Revitalization;
5. Build a sense of community within the surrounding neighborhoods, recognizing UF Health Jacksonville as an asset through design, wayfinding, pedestrian connections and community outreach initiatives.

The ULI TAP studied examples of successful medical innovation districts in the nation, toured the UF Health Jacksonville campus and focus areas, and interviewed stakeholders like philanthropic community leaders, land owners in the focus area, and UF Health Jacksonville employees.



Panel Process

The ULI North Florida District Council assembled a group of accomplished ULI members who have expertise in land planning, landscape architecture, real estate development and environmental design, making for an intensive two-day workshop to address the challenges facing UF Health Jacksonville.

Prior to convening, TAP members received information on UF Health Jacksonville, its history and community impact, area maps, National Information District fact sheets, demographic and economic development information, Jacksonville's Public Investment Policy, and the FY 2019-2023 Jacksonville City Budget and Capital Improvement Plan.

Orientation on day one included an introductory presentation by UF Health Jacksonville's CEO, **Dr. Leon Haley** and a tour of the UF Health Jacksonville Campus and study area. Interviews were conducted with District Councilman **Reginald Gaffney**, District 7; **Jake Gordon**, CEO, Downtown Vision, Inc.; **Audrey Moran**, senior vice president, Responsibility and Social Community Advocacy, Baptist Health, and interim chief development officer, Baptist Health Foundation; **Greg Miller**, COO, UF Health, and **Bob Hervey**, Facilities Director, UF Health.

On day two the panelists interviewed Jacksonville City Council President **Aaron Bowman**, District 3, and senior vice president, Business Development, JAXUSA Partnership; and **Laila Samiian**, M.D., FACS, a surgeon at UF Health Jacksonville. The panelists conducted a SWOT analysis, discussed solutions to the issues to be addressed, formalized their observations and made recommendations based on input from the stakeholders and the information provided to them by the Sponsor. At the day's end, their recommendations were presented to UF Health Jacksonville staff.



Executive Summary

UF Health Jacksonville is a private, not-for-profit teaching hospital located in downtown Jacksonville minutes from the central business district. It is the sixth largest employer in Jacksonville, a regional safety net hospital and the only Level 1 trauma center in Northeast Florida. UF Health Jacksonville has been an affiliate of Gainesville-based University of Florida Health since 1985. The Jacksonville campus offers graduate education programs in medicine, nursing and pharmacy, and accredited residency and fellowship programs in 36 specialties. In addition, it is home to a number of nationally recognized treatment and clinical research programs.

The campus sits in the middle of a high-crime, distressed area. The neighborhood lacks restaurants, retail and other commercial businesses; housing is inadequate. Despite UF Health Jacksonville's stature as an academic and research center, its brand is defined by its status as a safety net hospital and the surrounding neighborhood.

UF Health Jacksonville provides \$93 million a year in uncompensated care. Many of the buildings in UF Health Jacksonville's downtown campus are in poor condition, needing repair or replacement. The Jacksonville City Council approved Mayor Lenny Curry's six-year, \$120 million infrastructure plan to cover the cost of upgrades to the city-owned hospital and ambulatory care center. However, the need for a new emergency department (ED) and trauma center are not covered in the proposal. There also is a need for a new Student Lifestyle Center and Research Center.

UF Health At A Glance

- 695* Licensed Beds
- 26,362 Admissions (excluding births)
- 3,185 Births
- 127,700 ER Visits
- 3,757* Full-Time Employees
- 641 Medical Staff Physicians

FY17 Volumes

*Includes UF Health North



Recommendations

The ULI North Florida Technical Assistance Panel (TAP) was tasked with recommending ways to change the inflection point around UF Health Jacksonville so as to highlight its unique value to the City and to tap into the economic growth, redevelopment and investment occurring in Downtown.

In assessing ways to increase public and private financial investments in the health care facility and surrounding area, TAP members recommended:

1. Development of a Health Education District.

There already exists a cluster of educational institutions in the area. A Health Education District can attract startups, innovators and accelerators seeking access to academic thought leaders and researchers and will be a draw for health equipment, biomedical and other companies exploring medical-related economic opportunities. The District should provide space for public/private engagement, such as an incubator, a communal makerspace where people create and share ideas, and/or coworking space for entrepreneurs. Current and future students, residents and professionals are attracted to and inspired by opportunities to expand their learning and exposure to innovation through creative spaces and programming. UF Health Jacksonville should seek to broaden its health professions training, add learning opportunities in manufacturing for life sciences, and expand its simulation center as a community resource.

2. Collaborate with other education and community health organizations.

Development of a Health Education District should be a collaborative effort with the University of Florida, City and business leaders, as well as other educational, nonprofit, public and private institutions in Jacksonville. As part of a collaborative community health effort, UF Health Jacksonville can spearhead a solution for reducing crime through mental health programs. This collaboration should also include formalizing the informal structure that currently exists among local hospital CEOs and bringing pressure on legislators to rescind the unfair state law that solely prohibits Jacksonville from creating a hospital taxing district to help cover the cost of indigent care.

3. Create a physical master plan for the Health Education District.

Reinforce an academic campus atmosphere that will invite collaboration, such as adding public outdoor space and greenspace. Zoning and permitting changes will be needed to re-form the current structural environment to enable the establishment of mixed-use development, restaurants, cafes and other gathering places. Increased density and 18 hours of activity can revitalize the area and help to reduce crime through eyes on the street. Enhancing walkability will require breaking down superblocks, consolidating parking lots and adding streetscape enhancements, greenspace and wayfinding. UF Health Jacksonville should advocate for the extension of the Emerald Necklace trail along Hogan's Creek on North Jefferson, which can be a great asset to them.

In rethinking the physical campus, consider constructing a community center at the West 8th Street location on Boulevard Street that services students and entrepreneurs, and, more overtly, provides services to the surrounding neighborhood, such as retail, fitness, flex rooms and small offices. Opportunities may exist for student housing in the Boulevard Street area.

4. Establish a Community Redevelopment Area to include the UF Health Jacksonville campus.

The establishment of a Community Redevelopment Area (CRA) and Tax Increment Financing District provides the potential to address many of the issues plaguing the surrounding neighborhood, including insufficient street design, inadequate housing, lack of retail and support businesses, crime and blight. A zoning overlay will be essential to fostering higher density, walkability and mixed-use development. An advisory board of anchor institutions within the CRA should develop funding priorities and set the foundation for redevelopment and a larger strategy for a Medical Innovation Center.

The panel recommends a strategic review of publicly owned land for redevelopment opportunities as well as capital improvement funding for City-owned buildings to address deferred maintenance. UF Health Jacksonville should explore public/private partnerships and philanthropic/social investment models to fund the Student Lifestyle Center and/or other capital projects. Numerous federal, state and city programs are available that can provide incentives for redevelopment as well, such as New Markets Tax Credits for mixed-use development.

5. Link the Health Education District to a Medical Innovation Corridor.

Develop a two-and-a-half-mile Medical Innovation Corridor anchored in the north by UF Health Jacksonville in the Health Education District, anchored in the south by Baptist Medical Center/MD Anderson and connected by high-tech, device manufacturing and research companies in between. This health care and life sciences footprint stretching from the Health Education District through LaVilla and Downtown could draw further investment, attract additional startups to the area, create more jobs and stir greater economic development.



Background

“ We are an academic health science center – no one else [in Jacksonville] is training that many doctors and nurses – and a research center.”

— Dr. Leon L. Haley Jr., Chief Executive Officer, UF Health Jacksonville

UF Health Jacksonville is a private, not-for-profit academic health and research center with a network of primary and specialty care providers. Affiliated with Gainesville-based University of Florida Health since 1985, UF Health Jacksonville is located in downtown Jacksonville minutes from the central business district.

The TAP study area focuses on UF Health Jacksonville’s downtown campus and the surrounding neighborhood east of I-95; west of Boulevard Street, Hogan’s Creek and North Broad Street; north of State Street, and south of West 13th Street. Included in this footprint are Florida State College at Jacksonville’s downtown campus and Darnell-Cookman Middle/High School of the Medical Arts, a college preparatory magnet school that provides advanced academic curriculum with an overview of the professional medical fields. The neighborhood’s identity is not clearly defined—it is neither Springfield, LaVilla, Northwest Jacksonville nor the central business district that most consider Downtown—but it touches all of these neighborhoods.

UF Health Jacksonville is the sixth largest employer in Jacksonville. The downtown hospital employs 641 medical staff physicians and has 603 licensed beds. In 2017, it had 127,700 emergency room visits, 26,363 admissions (excluding births), and 3,185 births. UF Health Jacksonville is the only Level 1 trauma center in the region. It also operates a network of 27 Family Medicine offices in the area, two of which are located in southeast Georgia.

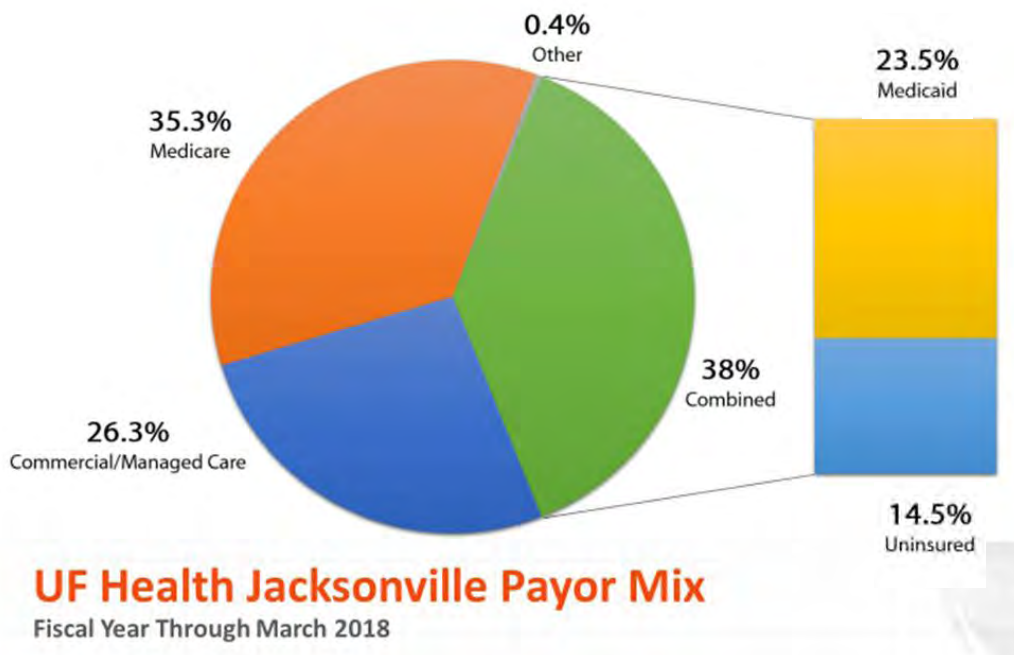
As part of University of Florida’s Health Science Center, the Jacksonville academic campus offers graduate education programs in medicine, nursing and pharmacy, and accredited residency and fellowship programs in 36 specialties. In addition, it is home to a number of nationally recognized treatment and clinical research programs. They include the UF Health Proton Therapy Institute (the number one provider for pediatric brain cancer in the world), UF Neuroscience Institute, UF Health Center for Simulation Education and Safety Research (one of only 40 in the country), Center for Health Equity and Quality Research and the Jacksonville Aging Studies Center that was established with a \$3 million National Institutes of Health grant. In Fiscal Year 2017, the Jacksonville facility received \$21.5 million in external funding for 220 research studies.



While the Jacksonville campus shares staff and clinical services with UF Health in Gainesville and provides an essential education and research role within the university, the Jacksonville and Gainesville entities remain legally separate and distinct with separate obligated debt (Fitch Ratings, 11-13-2017).

Finances

As a safety net hospital, UF Health Jacksonville cares for indigent patients from around the Jacksonville metro area. The hospital's payor mix is 23.5% Medicaid, 35.3% Medicare, and 26.3% commercial. Uninsureds represent 14.5%. The City of Jacksonville reimburses \$26 million to UF Health Jacksonville for care provided to approximately 9,000 residents who do not qualify for Medicaid. They include Jacksonville's jail population. The reimbursement, however, does not fully cover the cost to care for these patients. When added to the cost of caring for uninsured patients, UF Health Jacksonville provides \$93 million a year in uncompensated care.



The hospital's finances are hampered by language in state law that effectively precludes Jacksonville from establishing a hospital taxing district to help cover the cost of indigent care. Jacksonville is the only Florida municipality affected. In 2003 legislation to correct the statute was vetoed by the governor, who saw it as a tax increase. There is no current political will to raise the issue with Tallahassee.

In 2015, the hospital faced a financial crisis when the federal government threatened to cut off all Low Income Pool (LIP) funding, a program that helps to cover hospital expenses for the uninsured. UF Health Jacksonville warned that it might have to close its hospital doors without the funding, a prospect that was viewed as catastrophic for the City as well as other local hospitals that would have to take on that burden. LIP funding was reduced and the state filled some of the gap. Over the last five years UF Health Jacksonville has had to absorb \$35 million in cuts between federal and state funding.

As part of a cost-shifting strategy, UF Health Jacksonville has expanded its reach beyond its downtown location. The goal is to strengthen its payor mix by attracting more patients with commercial insurance. The hospital developed a 70-acre medical campus in North Jacksonville near the Jacksonville International Airport. Called UF Health North, it includes a state-of-the-art medical office building that opened in 2015 and an adjacent 92-bed hospital that opened in 2017. There is a possibility of building two more towers at the site. The buildings are owned by the developer, Landmark Healthcare Facilities, LLC.

UF Health Jacksonville also broke ground this past August on a comprehensive 42,000 square-foot medical office building in a new Nassau County community called Wildlight. Raydient Places + Properties, a subsidiary of Rayonier Inc., is developing Wildlight, a 2,900-acre new town approved for 3,200 housing units. Wildlight is just one community in Raydient's larger 24,000-acre sector plan entitled for 24,000 housing units. The UF Health facility will include urgent care, adult and pediatric primary care, and an imaging center. The multi-year construction project calls for a second 25,000 square-foot building on the site. UF Health Jacksonville will also lease space to the First Coast YMCA and develop a health wellness center.



Wildlight Community

Primary and Specialty Practices, Urgent Care and YMCA



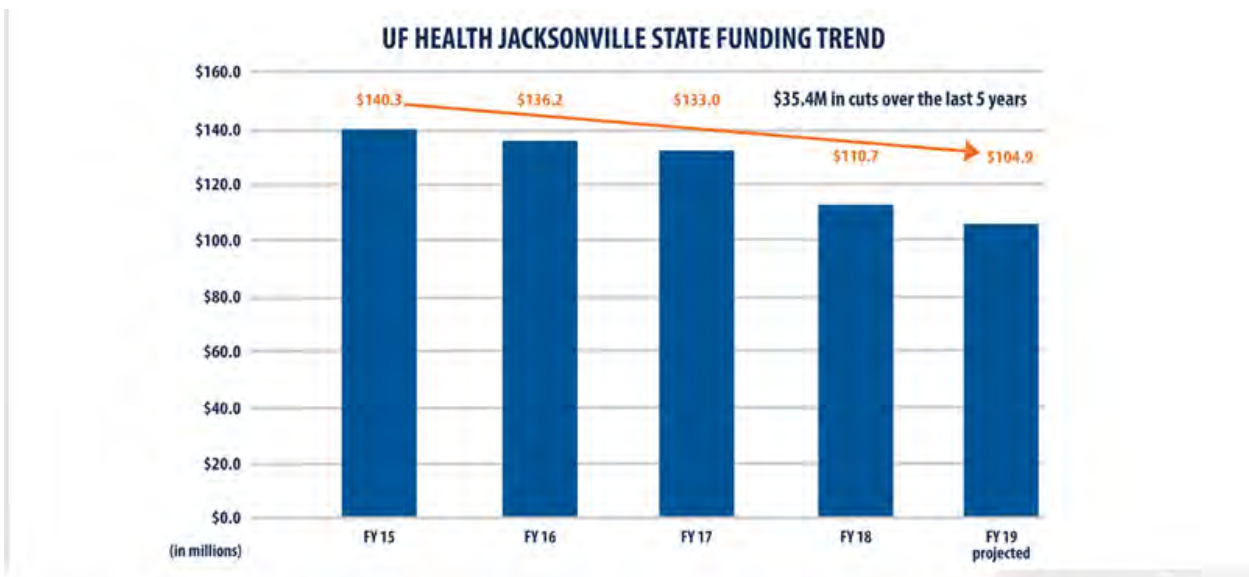
“The North campus is a home run. I can’t tell you how many people have said what an amazing asset that is.”

— Aaron Bowman, Jacksonville City Council President, District 3,
and SVP, Business Development, JAXUSA Partnership

UF Health Jacksonville is also adding to its Family Medicine network with an office in Nocatee in northern St. Johns County, which is one of the fastest growing communities in the country. UF Health Jacksonville offers a low-cost health plan for Jacksonville city employees, and is discussing plans with other employers.

The health system’s recent push to strengthen its payor mix has helped to boost its operating revenue. Total revenue in audited fiscal 2017 was \$696 million, which represents a 29% increase between fiscal 2014 and fiscal 2017.

Nevertheless, UF Health Jacksonville faces increased competition. Ackerman Cancer Center, a private, physician-owned practice, began offering proton therapy in 2015, and the Mayo Clinic is currently planning to bring proton therapy to its Jacksonville campus. In July 2018, Memorial Hospital received Level II trauma center designation after an administrative judge rejected a legal challenge by UF Health Jacksonville to prevent its opening. Another competitor is establishing an urgent care center near the UF Health North facility.



Infrastructure Needs

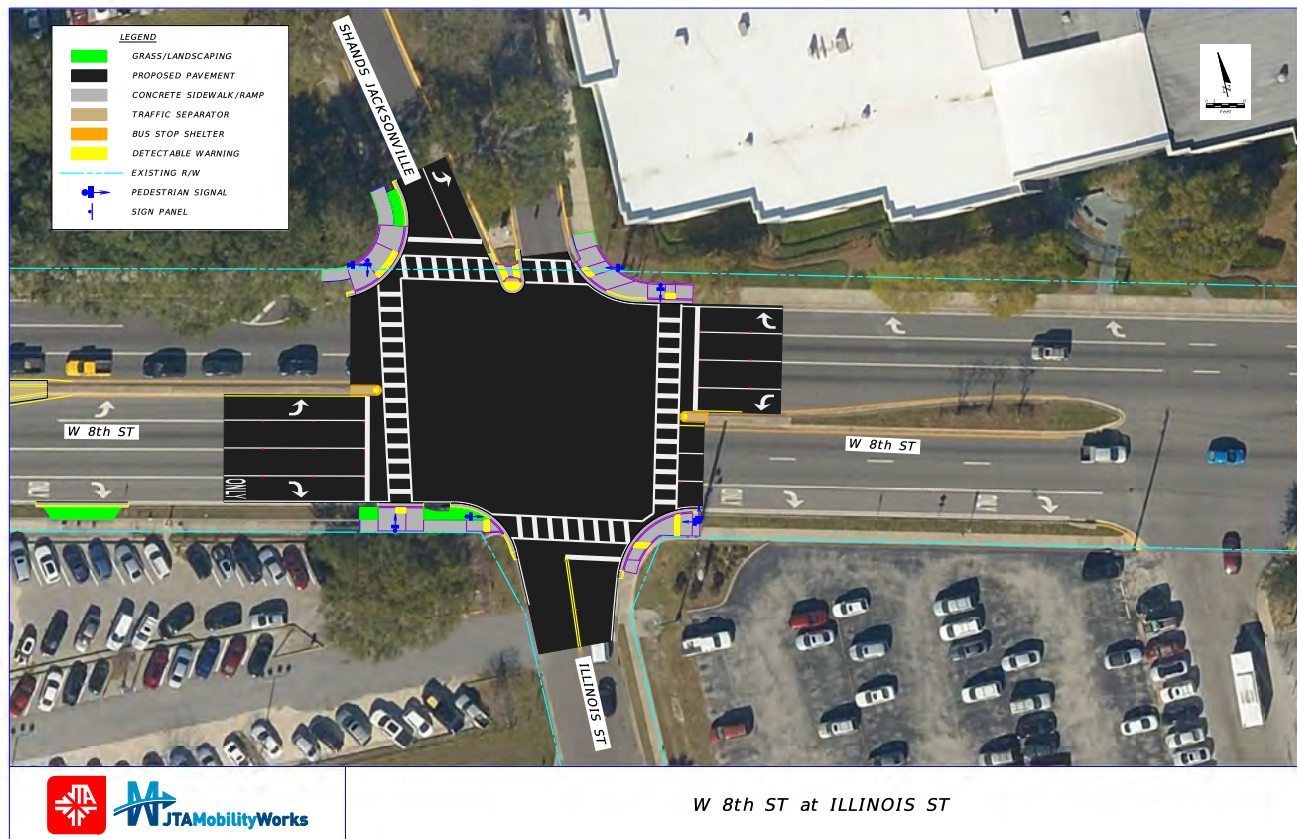
UF Health Jacksonville's downtown campus, in the meantime, is in dire need of upgrades. The hospital has kept pace with day-to-day operations by deferring maintenance on its infrastructure. The 47-year old hospital and the aged ambulatory care building are owned by the City, but UF Health Jacksonville maintains them. The Jacksonville City Council approved a six-year, \$120 million infrastructure plan to cover the cost of upgrades to the two buildings, starting with the electrical system and roofing. However, UF estimates the cost for upgrades as \$150 million, and the need for a new emergency department (ED) and trauma center were not included in Mayor Curry's proposal.

The most critical need is for a new, modern 40,000 square-foot ED, which is where 65% to 70% of patients come in. The current 30,000 square-foot facility is fragmented and inadequate. There also is a need for dormitories to house students. UF Health Jacksonville's current dorms are inadequate and offer limited space. Several campus buildings have been vacant for a number of years; others were built in the 1970s and are in disrepair. In addition, flooding is a problem. During heavy rain storms, water rushes up from Hogan's Creek through grates in a parking lot.

Other than McDonald's and Walgreens, the area lacks restaurants, retail or other commercial businesses. The Proton Therapy Institute brings in food trucks for patients' convenience, since it does not have an onsite cafeteria. There also is an issue with housing, particularly student housing and short-term housing for Proton Therapy Institute patients.



VACANT
PROPERTIES
AROUND THE
UF HEALTH
JACKSONVILLE
CAMPUS



Jacksonville Transit Authority is planning a Complete Streets project along West 8th Street that is expected to begin in the spring of 2019. The project is designed to improve intersections at Payne Avenue, North Davis Street, James Hall Drive, Illinois Street and North Jefferson Street, making the corridor more pedestrian and bicycle friendly with new crosswalks, bus shelters and turn lanes.

Neighboring Springfield, a community east of UF Health Jacksonville, has been undergoing a renaissance over the past few years. However, much of the city's attention has been focused on redevelopment of the downtown core and areas along the riverfront, like Brooklyn, Riverside and the South Bank. UF Health Jacksonville's CEO, Dr. Leon Haley, seeks to draw that energy north to the hospital's campus and surrounding area.

Analysis

Strengths	Weaknesses	Opportunities	Threats
<ul style="list-style-type: none"> • Tie with University of Florida • Education • Proton Therapy Center • North campus success • Employment – jobs for the area • Proximity to downtown • Interstate access (I-95) 	<ul style="list-style-type: none"> • Payor mix • 70% of patients come through ED – affects bottom line • Aging infrastructure • Political environment – budget • Crime • Lack of interest in neighborhood • Food desert • East-west connections • Fencing • Parcel size • Zoning 	<ul style="list-style-type: none"> • Tie with University of Florida • Coalition with FSCJ, Darnell-Cookman • VA partnership • Urban Health Lab • Community health • Serving aging population • Funding for behavior health • Connection to Springfield • Student Lifestyle Center close to Springfield amenities (bars, restaurants) • Hogan’s Creek/Emerald Necklace • Police substation • CRA/TIF • New Market Tax Credits • Opportunity zone funding/housing 	<ul style="list-style-type: none"> • Loss of autonomy • MD Anderson • Proton Therapy competition • Deferred maintenance • 70% of patients come through ED

Strengths

UF Health Jacksonville has a lot going for it as an institution—most of all its tie with the University of Florida. Health care is high on the list of things companies are looking for when relocating to a city. Name recognition is important. It was noted that the hospital’s name change from Shands to UF Health Jacksonville made a difference in selling Jacksonville to companies looking to relocate their facilities.

The University of Florida is a well-known commodity. It placed No. 8 in the top 10 best public universities in the country, according to the 2019 U.S. News & World Report Best Colleges rankings—the first Florida school to break into the list. *The Wall Street Journal* ranked University of Florida No. 2 in its ranking of the best schools in Florida, noting the university’s “excellent reputation for the quantity and quality of its research.”

As a teaching hospital, UF Health Jacksonville offers domestic and international students educational opportunities in medical, pharmacy and nursing fields, research programs, including clinical trials, advance patient treatment and care. Its Proton Therapy Institute brings patients from around the world. With more than 6,000 faculty and staff, the academic health center in Jacksonville is the largest UF campus outside of Gainesville.



U2C MAP

Big Takeaways

- Jacksonville has already prioritized bolstering the health care industry and workforce needs.
- There is significant opportunity to coalesce education and community health organizations in the region around UF Health to build a solution for workforce and economic growth.
- UF Health is a potential strong investor/partner that could add value to the overall University of Florida brand.
- There is a need to revitalize the area and address crime around UF Health to support further investment.
- Housing for employees, students and residents as well as short-term housing for patients are needed for this region's amenities to follow.
- Growing the housing supply for employee, students and residents increases demand for neighborhood services (i.e., retail/food) and increases eyes on the street, which should have an impact on reducing crime.

The hospital's location five minutes from the central business district and proximity to public transportation and I-95 provide easy access to the facility. Jacksonville Transportation Authority's First Coast Flyer Green Line, part of the City's bus rapid transit system, stops at Boulevard and West 8th streets. UF Health Jacksonville also will be a stop on the planned Ultimate Urban Circulation (U2C) System. Using autonomous vehicle technology, U2C will connect to the larger public transit system enhancing accessibility to bus, First Coast Flyer and future commuter rail, enabling people in the urban core to reach key employment, residential, retail, medical and educational centers.

UF Health Jacksonville is working to compensate for a large amount of care for which it is not reimbursed. Its cost-shifting strategy has shown results with the success of the UF Health North campus, which should continue to be a great asset to the system's bottom line.

In addition, UF Health Jacksonville serves as an anchor in the community. As a provider of nearly 6,000 jobs, UF Health Jacksonville is the City's sixth largest employer and its largest minority employer.

Weaknesses

As a safety net hospital, UF Health Jacksonville “lives by the stroke of a pen,” depending on federal, state and city funding. Its payor mix is skewed toward Medicaid and Medicare, and about 70% of patients come in through the emergency department, many of which are uninsured. As a result, UF Health Jacksonville provides \$93 million annually in uncompensated care.

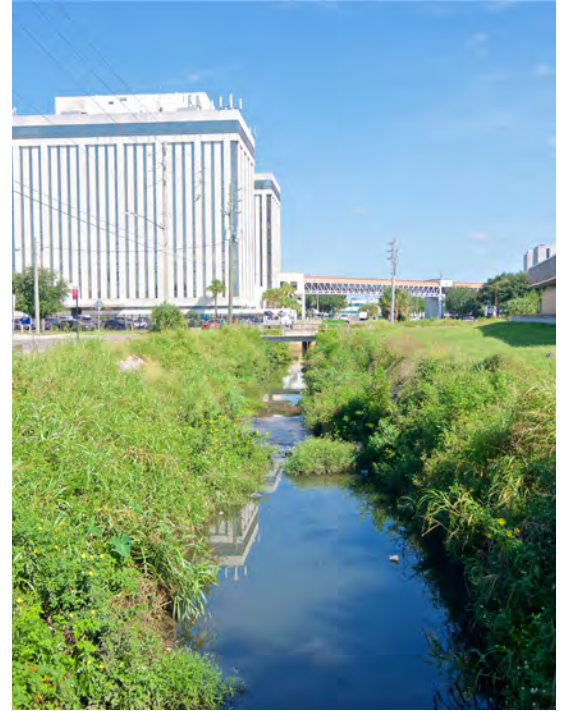
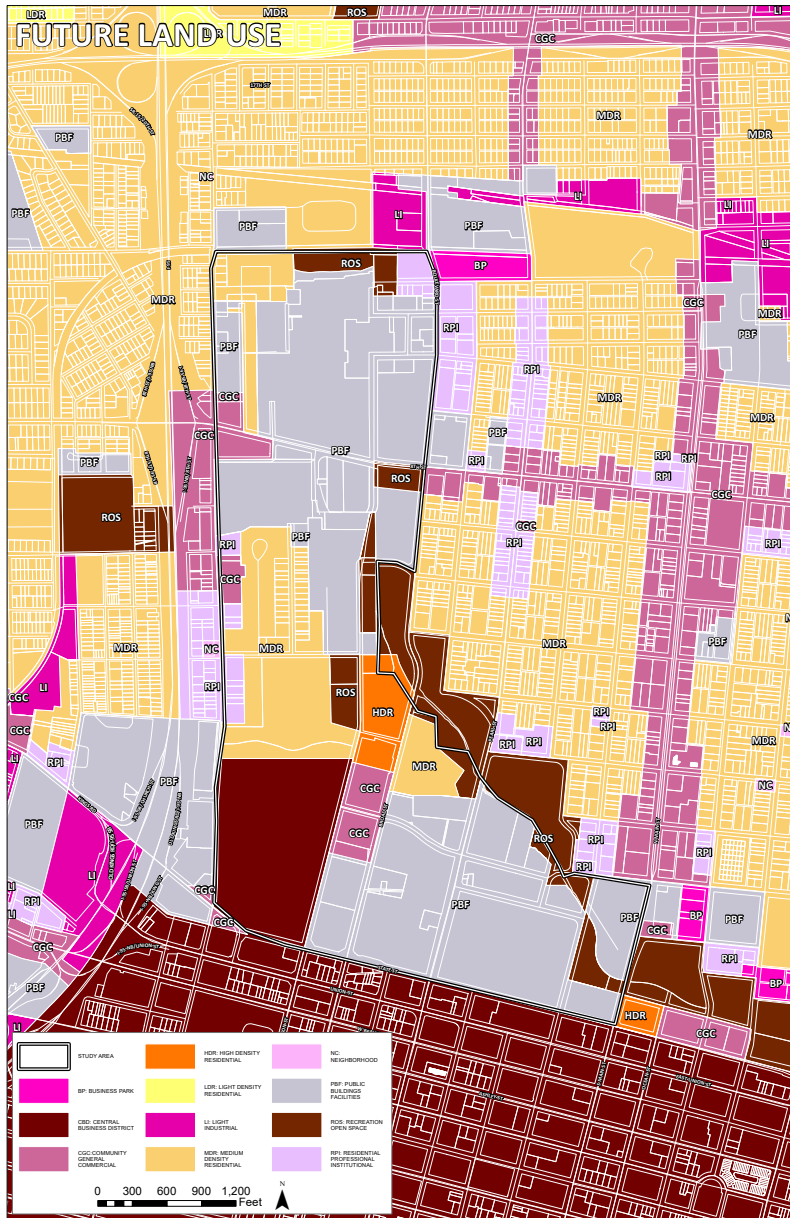
The facility’s aging infrastructure is sorely in need of a facelift and, in some cases, replacement. The approved \$120 million over six years for infrastructure upgrades to the hospital and ambulatory center is not enough to cover all needs, which is estimated at \$150 million.

Despite UF Health’s value to Jacksonville in terms of providing jobs and indigent care, there appears to be no political will at this time to amend the state law that prohibits the City from establishing a hospital taxing district to help cover the cost of indigent care. Further, the hospital is unlikely to move the needle on additional financial support to elevate UF Health Jacksonville’s campus or the community surrounding it due to the City’s other priorities, particularly redevelopment of the Downtown core and riverfront.

The neighborhood around UF Health Jacksonville’s campus reflects the lack of attention, and high crime reinforces disinvestment in the area. The City has no long-term plan to address the shortage of decent housing in the neighborhood, according to Councilman Gaffney. There is little to no retail or commercial development, and the area is a food desert. The community is cut off from the campus by fencing constructed to help keep hospital employees and patients safe.

From a development standpoint, land use and zoning in the study area are not aligned. Current ownership predominantly rests in governmental and institutional hands. Future land use is largely designated as public buildings and facilities. Only small pockets in the study area are identified for general commercial use, leaving little incentive for an entrepreneur. In addition, the area’s east-west connectivity is limited by I-95, Hogan’s Creek and a 400-foot block structure that negatively affects the community’s connectivity and walkability.





Opportunities

While the name change from Shands to UF Health Jacksonville has helped to lift the hospital's brand, the hospital's identity locally does not reflect its value to the community. The neighborhood is setting the brand, and the hospital is not seen as a leading innovative educational and research center. UF Health Jacksonville has an opportunity to further strengthen its tie to the University of Florida brand by expanding its educational and research roles and promoting itself as a regional medical school campus. However, the two entities must be careful not to cannibalize each other's programs.

UF Health Jacksonville also has an opportunity to grow and expand the relationships it has with the Veterans Administration and other educational institutions. Currently, UF Health Jacksonville is one of several hospitals affiliated with Florida State College of Jacksonville's associate in science degree programs in respiratory care and medical laboratory technology. FSCJ radiologic technology education classes are taken at UF Health Jacksonville.

In addition, UF Health Jacksonville staffers mentor Jacksonville University students enrolled in pre-health professions through internship programs. Students at Darnell-Cookman Middle/High School enjoy experiential learning at UF's Center for Simulation Education and Safety Research. They also participate in UF Health's annual Medical Education Week, presenting their medical projects. UF Health's College of Medicine faculty and staff serve as advisors to these magnet students. The major is designed to meet the increasing demand for trained people in this exploding area, which crosses the traditional fields of biological, chemical, engineering, health and computer sciences.

Health and Life Sciences is one of four major industries JAXUSA Partnership is targeting for recruitment. This meshes with opportunities for UF Health Jacksonville to attract health technology companies to its campus.

UF Health Jacksonville can leverage its Center for Health Equity and Quality Research and the Jacksonville Aging Studies Center by creating an Urban Health Lab to generate ideas and solutions that address physical and behavioral health challenges in the community among the aged, homeless, impoverished and jail population. Funding around behavioral health intervention may be available through various local, state and federal programs as well as philanthropic foundations.

The UF Health Jacksonville campus includes a lot of property that could be used for other purposes, including short-term housing and student housing that can accommodate students through four years of medical school. A likely spot for the latter is in the northeast portion of the study area, which is relatively close to the Springfield historic district and its restaurants and bars. A consolidation of parking lots may be needed to redesign the campus area.

Groundwork Jacksonville has proposed an extension of the existing Emerald Necklace trail along Hogan's Creek north of West 8th Street along North Jefferson where Hogan's Creek runs under a UF Health Jacksonville parking lot that floods during heavy rain.



The Emerald Necklace currently skirts the northern border of the study area. Similar projects in other cities have shown to promote economic development and health and wellness, among other things. This extension could become an amenity that attracts investment in student housing and enhances quality of life for faculty, students, patients and local residents.

Identified as a “distressed” area, the neighborhood around the UF Health Jacksonville campus is eligible for a number of federal, state and city programs to encourage long-term investment and job creation. Currently, Jacksonville has five Community Redevelopment Areas (CRAs). The Downtown Northbank CRA governed by the Downtown Investment Authority includes a portion of the southwest corner of the UF study area. Under Florida statutes, the Downtown Investment Authority could amend the CRA to enlarge the boundary and include the study area. Or, the City could seek to create a new CRA for the area.

New Market Tax Credit (NMTC) Program provides federal tax credits to investors to encourage capital investment for projects and businesses in underserved areas. A NMTC program loan from a community development entity can help leverage and subsidize UF Health Jacksonville’s fundraising efforts.

Other options to spur investment in the area exist as well. Census Tract 16 is a Qualified Opportunity Zone (QOZ). These zones were added to the tax code by the Tax Cuts and Jobs Act in December 2017. They are designed to spur economic development and job creation in distressed communities. New investments in QOZs, under certain conditions, may be eligible for preferential tax treatment. Loans are available for builders, companies, small businesses and nonprofit organizations under the Community Reinvestment Act. It encourages banks to help meet the credit needs of low- and moderate-income neighborhoods in order to promote economic development and affordable housing.

The study area also is within the boundary of the Northwest Jacksonville Economic Development Fund, a public fund that seeks to stimulate private investment, jobs and economic growth in the area. The fund provides grants and low-cost loans at 3% per annum to businesses and developers investing in northwest Jacksonville.

4.1 | Proposed trail connection with boardwalk



4.2 | UF Health campus view south



4.2 | Proposed trail through existing parking lot



Threats

Strengthening ties with University of Florida could lead to a loss of autonomy for the Jacksonville entity. The hospital also faces strong competition with the opening of the Baptist MD Anderson Cancer Center and the planned addition of a proton therapy center at the Mayo Clinic, which currently sends patients to UF Health Jacksonville's facility.

The deference of maintenance on its facilities in order to meet day-to-day operational needs can be problematic. Aging systems that are not being maintained can risk failure and negatively impact patient safety.

As a safety net hospital, UF Health Jacksonville sees about 70% of patients coming through their emergency department, many of whom do not need emergent care. Overuse of emergency departments creates a drain on resources and adds to wasteful spending, as cost for care is higher than an urgent care facility or physician's office. In addition, many of these patients are uninsured, adding to the financial challenges the hospital faces.



Recommendations

1. Develop a Health Education District

What differentiates UF Health Jacksonville is the fact that it is an academic and research institution that plays a strong educational role in preparing physicians, nurses, pharmacists, radiologists and other medical professionals for their work in the field. Some 50% of graduates stay in Jacksonville, and a total of 70% stay in Florida.

That differentiator is a platform from which UF Health Jacksonville can launch a Health Education District that is a walkable, mixed-use and distinct innovation area that attracts health care, biotech and biomedical manufacturing companies exploring new economic opportunities. A cluster of educational institutions already exists in the study area with UF Health Jacksonville, Florida State College of Jacksonville (FSCJ) and Darnell-Cookman Middle/High School of the Medical Arts.

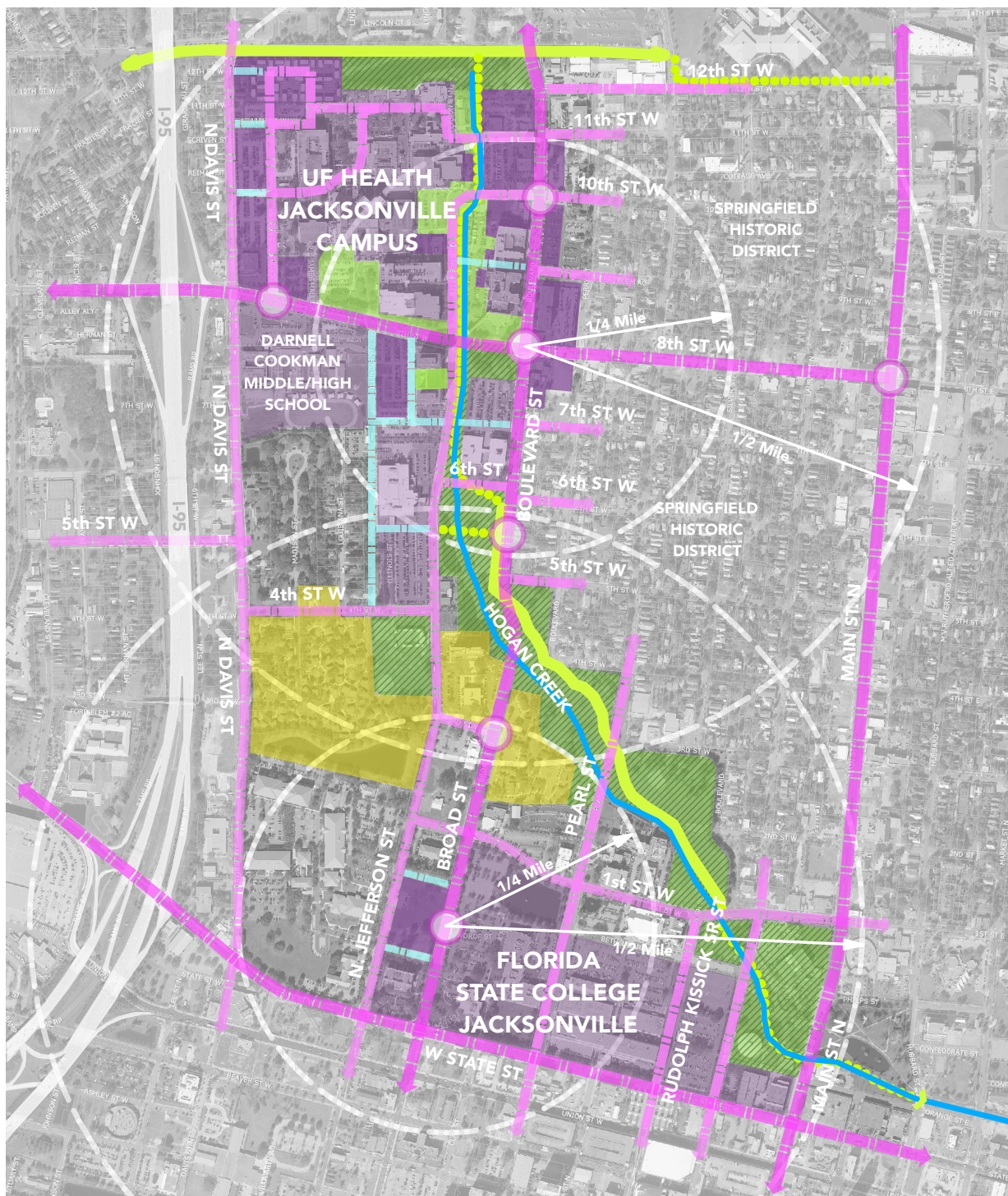
In addition, the establishment of a Health Education District aligns with the priorities in Mayor Lenny Curry's vision for One City. One Jacksonville.—public safety; economic and community development; youth enrichment; health and wellness; and leadership and accountability—and with JAXUSA Partnership's goal to attract the Health and Life Sciences industry to Jacksonville.

A Health Education District should include a space for public/private engagement, such as an incubator, a communal makerspace where people gather to create and share ideas, and/or coworking space for entrepreneurs. Current and future students, residents and professionals are attracted to and inspired by opportunities to expand their learning and exposure to innovation through creative spaces and programming. In support of the District, UF Health Jacksonville should seek to broaden its health professions training, add learning opportunities in manufacturing for life sciences, which is a priority for the City of Jacksonville, and expand its simulation center as a community resource.

For a Health Education District to be vibrant, it must provide a variety of uses and activities. This includes public gathering places, small restaurants, cafes and support businesses. In addition to improving the economic viability of the community around UF Health Jacksonville, creating a unique district will enhance UF Health Jacksonville's campus environment, recruitment, retention and patient experience. It can also help reduce crime as a result of more eyes on the street.

“...innovation districts ... are geographic areas where leading-edge anchor institutions and companies cluster and connect with start-ups, business incubators and accelerators. They are also physically compact, transit-accessible, and offer mixed-use housing, office, and retail.”

— Rise of Innovation Districts, Brookings Institute



COMMUNITY HEALTH EDUCATION DISTRICT



2. Collaborate with Other Organizations

Development of a Health Education District should be a collaborative effort with other education and community organizations to establish a framework for the area. In addition to City and business leaders, this should include FSCJ, Darnell-Cookman Middle/High School of the Medical Arts, the University of Florida, Jacksonville University's School of Nursing, the University of North Florida, Veterans Administration, health-related philanthropic foundations, as well as neighborhood advocates, the Jacksonville Housing Authority, which operates public housing in the study area, and Groundwork Jacksonville, which is spearheading the Emerald Necklace.

Stakeholders will need to identify the areas where they can work together to create the District and benefit the surrounding community. This includes investing in neighborhood stabilization efforts—making it clean and safe versus fenced and policed, addressing homelessness through proactive health and social approaches, and addressing reasons for criminal activity in the area utilizing best practices. For example, as part of a collaborative community health effort, UF Health Jacksonville can spearhead a solution for reducing crime through mental health programs.

Formalize what is currently an informal structure with local hospital CEOs. This group already meets regularly and collaborates on the Community Health Needs Assessment. An honest broker needs to bring the CEOs together to determine opportunities in which the hospitals can align their benefit spending in order to better address community health needs.

Health care in North Florida is a strong industry sector. Use that leverage to bring political pressure on the Florida legislature to rescind the state law that prohibits Jacksonville from establishing a special hospital taxing district. Currently, the issue is not on the radar for local politicians. But it is in the best interests of all the area hospitals, as well as the City, to ensure that UF Health Jacksonville is able to address the indigent care needs of Greater Jacksonville before a financial crisis occurs.

The City's Office of Economic Development, JAXUSA Partnership, the Jacksonville Chamber of Commerce and the Jacksonville Civic Council, among others, can play an important role in championing the District vision and mobilizing stakeholders. Together, UF Health Jacksonville and other stakeholders can forge a strategy, develop a brand identity and market the area as the place for health-tech companies to access academic thought leaders, clinicians and researchers.

“...districts can't succeed unless leaders of key organizations—anchor research institutions, nonprofits, intermediaries, and/or private firms—make a shared, sustained commitment to drive change.”

— *Assessing your innovation district: A how-to guide*, Brookings Institute



- F. Simulation Center Expansion, including space for industry partners
- G. Neighborhood Retail
- H. Neighborhood Retail with Residential Above
- I. Community Center (Retail, Fitness, Flex Rooms, Small Office)
- J. Neighborhood Retail, Insurance Office with Residential Above

K. Physician Offices (non-hospital visit focus) Decompress & Renovate Towers
L. Neighborhood Retail with Some Office
M. Walgreen's
N. Future Expansion
O. Future Expansion
P. Future Expansion

3. Create a Physical Master Plan for the District

Dense, walkable and highly connected areas help nurture collaborative innovation centers (Brookings Institute). The Health Education District should reinforce an academic campus atmosphere that invites collaboration.

The current physical environment consists of super blocks that are not pedestrian friendly. East-west connectivity is wanting, and there is no sense of space. The area is marked by parking lots and lacks density, which is needed to bring people together and can help to reduce crime as a result of more eyes on the street.

Zoning and permitting issues need to be addressed to improve the area's physical structure and encourage mixed-use development. Walkability can be improved by breaking up super blocks and consolidating parking lots. Consider realigning the street grid and adding unifying elements (e.g., a Health Education District banner). Incorporate placemaking concepts that put people first supported by design elements, including streetscape enhancements, greenspace and wayfinding. Advocate for Groundwork Jacksonville's planned trail extending the Emerald Necklace along North Jefferson and Hogan's Creek.

The UF Health campus includes several old vacant buildings and others that UF Health Jacksonville seeks to demolish. In rethinking the physical campus, UF Health Jacksonville should add public outdoor space and greenspace in addition to a new Student Lifestyle Center and a dedicated building for the College of Medicine. The recommendation is to construct a community center at the West 8th Street location on Boulevard Street that services students and entrepreneurs, and, more overtly, provides services to the surrounding neighborhood, such as retail, fitness, flex rooms and small offices.

New housing options are also needed for residents and visitors. With the Proton Therapy Institute in the northern part of the UF Health Jacksonville campus, create residential and short-term rental options for patients nearby on 11th Street.

Land-Use Ideas

- Reinforce an academic campus atmosphere
- Consolidate parking lots to provide space for redevelopment
- Break up superblocks to improve walkability
- Create greater east-west connectivity
- Add public outdoor space and greenspace
- Extend the Emerald Necklace along North Jefferson/Hogan's Creek
- Identify sites for mixed-use development

4. Establish a Community Redevelopment Area

Funding Opportunities to Spur Investment

- Development of an acquisition/disposition plan for publicly owned land through sales, ground leases or joint development.
- Capital improvement funding for City-owned buildings to address deferred maintenance
- Public/private partnerships on funding and delivery of core medical facilities
- Potential philanthropic/social investment model to partner with a developer for the Student Lifestyle Center and/or other capital projects
- New Markets Tax Credits for mixed-use development
- Opportunity Zone for mixed-use development, which further engages corporate community
- Office of Economic Development for infrastructure
- Lending institutions (Community Reinvestment Act) for private investment
- Northwest Jacksonville Economic Development Trust Fund (NWJEDF) grants and low-cost loans for businesses and project developers
- Florida Capital Investment Tax Credit
- Florida High-Impact Performance Incentive grant

By virtue of the predominance of inadequate street layout and high crime, the area around UF Health Jacksonville meets the definition of blight as defined by Florida statute, which is required for establishment of a Community Redevelopment Area (CRA).

A CRA plan developed as a Health Education District should integrate UF Health Jacksonville and the surrounding community to address insufficient street design, inadequate housing, lack of neighborhood support businesses, crime and blight, as well as a plan for mixed-use development.

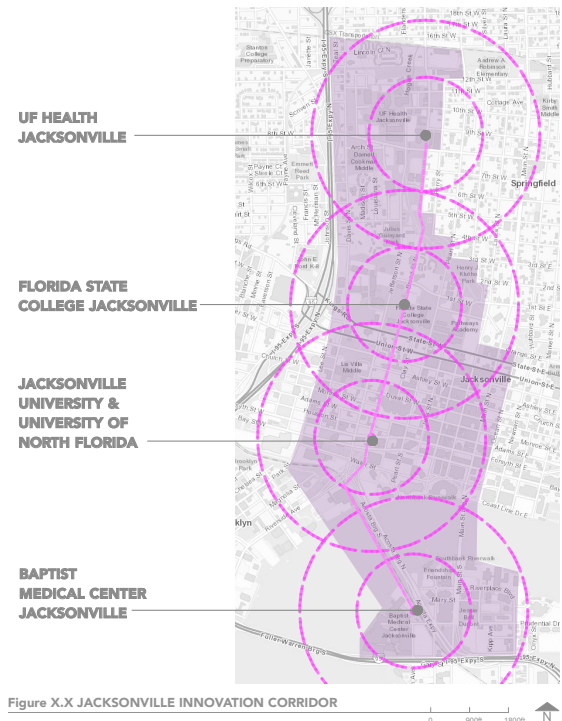
A CRA will establish a Tax Increment Financing District to serve as an ongoing revenue source supporting the projects described in the plan. Current tax revenue is limited due to the large institutional nature of the study area. However, tax revenues should grow as the area attracts startups, entrepreneurs and various businesses to the District.

A zoning overlay will be essential to fostering higher density, walkability and mixed-use development. An advisory board of anchor institutions within the CRA should develop funding priorities and set the foundation for redevelopment and a larger strategy that includes a Medical Innovation Corridor. Numerous federal, state and city programs are available to encourage investment and redevelopment.

5. Create a Medical Innovation Corridor

The ultimate goal is to create a Medical Innovation Corridor—a health care and life sciences footprint stretching from the Health Education District through Downtown.

As development occurs in the Health Education District, it will begin to spread south into LaVilla and the Downtown core, as well as west into Springfield. A two-and-a-half-mile Medical Innovation Corridor could be created that would be anchored in the north by UF Health Jacksonville in the Health Education District, anchored in the south by Baptist Medical Center/MD Anderson and connected by high-tech, device manufacturing and research companies in between. Development of this Corridor would draw further investment, attract additional startups, create more jobs and stir greater economic development for the City of Jacksonville.



12 Principles Critical to Successful Innovation Districts

The Brookings Institute has researched innovation districts worldwide and determined that the following is essential for success.

1. The clustering of innovative sectors and research strengths is the backbone of innovation districts.
2. For innovation districts, convergence—the melding of disparate sectors and disciplines—is king.
3. Districts are supercharged by a diversity of institutions, companies, and start-ups.
4. Connectivity and proximity are the underpinnings of strong district ecosystems.
5. Innovation districts need a range of strategies—large and small moves, long-term and immediate.
6. Programming is paramount. Programming—a range of activities to grow skills, strengthen firms, and build networks—is the connective tissue of a district.
7. Social interactions between workers—essential to collaboration, learning, and inspiration—occur in concentrated “hot spots.”
8. Make innovation visible and public.
9. Embed the values of diversity and inclusion in all visions, goals, and strategies.
10. Get ahead of affordability issues.
11. Innovative finance is fundamental to catalyzing growth.
12. Long-term success demands a collaborative approach to governance.

About the Panelists



Ryan Doyle, TAP Chaie, Vice President, Cambridge Holdings, and General Manager, oneC1TY Nashville, Tennessee

Ryan Doyle joined Cambridge Holdings, Inc., in July 2013 and serves as the vice president and general manager of Cambridge's oneC1TY development in Nashville, Tenn. oneC1TY Nashville is being developed in Nashville's university and health care corridor, directly adjacent to Hospital Corporation of America's headquarters and Centennial Park.

Doyle brings nearly two decades of project planning and strategy expertise to the position, including leadership within university and community health institutions in urban settings across the United States. His current work connects his knowledge of urban planning, health care services, university-based research and technology within mixed-use community developments.

Previously, Doyle represented Welltower, working with strategic health care and life science partners on growing their business strategies. Prior to that, Doyle was a senior consultant for Ernst & Young's Health Sciences Advisory Services.

Doyle completed both his bachelor's and master's degrees in health care administration at Indiana University, while concurrently working at IU Health, a statewide network of more than 10 hospitals in the Indianapolis area. He also holds a master's degree in real estate development from Auburn University.

A frequent speaker on the principles of effective health care planning, Doyle also has written white papers on "strategic master facility planning for health care providers" for the Healthcare Financial Management Association. He is a prior member of Urban Land Institute's Health Care and Life Sciences Council, chair of ULI Nashville's Building Healthy Places Action Council, and a member of the ULI Health Leaders Network. In addition, he is a member of the Resilient Nashville Steering Committee, which in partnership with the Rockefeller Foundation's 100 Resilient Cities Initiative, provides guidance to the Mayor's Office as it works to build resiliency into the rapidly growing region. Doyle is also a past president of the Nashville Civic Design Center.



Sondra Fetner, Land Use Attorney, Jacksonville, Florida

Sondra Fetner is a private attorney practicing in Jacksonville, Fla., since 2015. Her practice focuses on land use, zoning, environmental and local government law. Currently, she is serving as the policy developer for the Tourist Development Council for the City of Jacksonville.

Previously, Fetner served as an assistant general counsel in the Office of General Counsel for the City of Jacksonville. In that position, she was the staff attorney for the Historic Preservation Commission, the Comprehensive Plan Major Issues Committee, the Environmental Protection Board and the Tree Commission, as well as one of the attorneys assigned to the Planning and Development Department and Department of Public Works. Fetner also assisted and counseled the administration and various members of the Jacksonville City Council with the creation and development of policy and legislation mainly related to land use and zoning, medical marijuana and environmental issues.

Prior to her work at the City of Jacksonville, Fetner was an associate attorney for the full-service law firm of Folds & Walker in Gainesville, Fla. She received both her Bachelor of Science in business administration and Juris Doctorate from the University of Florida in 2006 and 2009, respectively.



Maninder (Mini) Kahlon, Ph.D., Vice Dean for Health Ecosystem, Dell Medical School, The University of Texas at Austin, Austin, Texas

Mini Kahlon enables innovation across the Dell Medical School enterprise to build a new model for academic medicine as a driver of health transformation. Working across the organization, her office identifies opportunities to catalyze change; introduce, align and kick off new initiatives; drive new models of dissemination and commercialization; advance health product innovation; and enable technology-driven transformation. More broadly, Kahlon works with public, private and academic partners to build a vital inclusive health ecosystem. In 2016, the Austin Chamber of Commerce selected Kahlon to serve on the executive committee of their board of directors as the vice-chair of MedTech Innovation. She also serves on the board of directors of the University Federal Credit Union.

Prior to joining the medical school, Kahlon was executive director and chief information officer for the Clinical and Translational Science Institute (CTSI) at the University of California, San Francisco (UCSF). At CTSI, she led national initiatives focused on health information technology; statewide initiatives to accelerate research and aggregate data from across the University of California system; and multi-partner grants funded by the NIH, National Science Foundation (NSF) and Patient-Centered Outcomes Research Institute (PCORI) that used data and technology to improve research and health.

Kahlon also brings management experience from Silicon Valley startups working on award-winning software and technologies, as well as the philanthropic social change sector, where she worked to improve education. Kahlon is a graduate of Bryn Mawr College and received her Ph.D. in neuroscience from UCSF.



Jeff Kingsbury, Managing Principal, Greenstreet Ltd., Indianapolis, Indiana

Jeff Kingsbury is managing principal of Greenstreet Ltd., an Indianapolis-based strategic planning and real estate practice which focuses on shared value solutions between anchor institutions and their communities, such as the 1,100-acre Purdue Innovation District for the Purdue Research Foundation.

Kingsbury's experience includes more than 25 years in the planning and development of 30 urban, suburban and rural communities throughout the United States, encompassing over 35,000 acres. He has been a principal in the development and disposition of more than \$350 million in real estate, and consulted on planning, economic development and regulatory issues for private-sector clients as well as cities, counties and non-profits in 16 states and two foreign countries. Kingsbury has been a senior advisor to Cherokee, the leading private equity firm investing capital and expertise in brownfield redevelopment, with more than \$2 billion under management.

He holds degrees in environmental design and urban planning and development from the College of Architecture and Planning, Ball State University, where he also served on the board of trustees. An active member of the Urban Land Institute, Kingsbury is currently the chair for Mission Advancement for ULI Indiana. He has chaired the Redevelopment and Reuse Council and the Sustainable Development Council of ULI, and served on several national advisory services panels, as a juror on the Institute's Global Awards for Excellence Jury, and an advisor for the Committee on Climate Change, Land Use, and Energy. Kingsbury is a co-author of the book *Developing Sustainable Planned Communities* (ULI, 2007), a peer reviewer of the text *Professional Real Estate Development*, 3rd Edition (ULI, 2012), as well as a teacher and frequent speaker for numerous organizations.



Brian Phelps, Senior Associate/Partner, Hawkins Partners, Nashville, Tennessee

Brian Phelps, ASLA, is a partner and senior associate at Hawkins Partners, Inc., a landscape architecture and urban planning firm based in Nashville, Tenn. His work spans from mixed-use development to parks and greenways.

Phelps's focus on the human experience has brought sociology, social physics, psychology, and behavioral economics to bear on the increasing connections and information flow within a city's ecosystem through its physical infrastructure. His essay "Beyond Heuristic Design" published in the book *Codify: Parametric and Computational Design in Landscape Architecture* summarizes his experimentation in longitudinal data collection in landscape architecture. The work demonstrates how data can improve a project's effectiveness in increasing dwell time and engagement within public spaces.

Phelps leads the Nashville Innovation Project, a grassroots effort to increase the innovation capacity of Nashville. He is applying this approach to innovation at Nashville Yards, an ambitious billion dollar, 13-acre mixed-use development in downtown Nashville, where he is responsible for the design and planning of more than three acres of public spaces.

Phelps holds a distinguished degree in landscape architecture from The Ohio State University. He is a registered landscape architect in the state of Tennessee and a LEED 2.0 Accredited Professional.



Eugene Profit, Founder, Profit Investments, Washington, District of Columbia

In 1996, Eugene Profit founded Profit Investment Management, an investment management firm offering institutional U.S. equity products. These include large-cap, small-cap, and environmental, social and governmental (ESG) portfolios. Profit also develops opportunistic real estate projects with a focus on social improvement and public private partnership. He manages a lean firm, keeping a focus on high-quality companies that are trading at a discount.

Profit's unique investment management philosophy and approach to valuation-sensitive growth investing have made him the subject of many profiles in financial media, including *CNBC*, *Business Week*, *Smart Money*, *Black Enterprise*, *Pension & Investments*, and *Investor's Business Daily*. In 2009, Profit was named 14th in a list of the top 100 most powerful executives in corporate America by *Black Enterprise*.

Prior to founding Profit Investment Management, Profit was a financial consultant with Legg Mason. He is also a former National Football League player with the New England Patriots and the Washington Redskins. Eugene Profit graduated from Yale University.



Erin Prosser, Director of Community Development, Campus Partners, Columbus, Ohio

As director of Community Development, Prosser works on the off-campus developments undertaken by The Ohio State University or its real estate development affiliate, Campus Partners. These projects range from new suburban ambulatory facilities for the Wexner Medical Center to housing investment and neighborhood revitalization to large mixed-use redevelopments in the commercial corridor next to the main campus. Her role in these projects focuses on strategic planning, entitlements and other necessary enabling projects, as well as engagement with city and county departments, neighbors, stakeholders, students, faculty and staff, and news media. She came to The Ohio State University in April 2010.

Prior to OSU, Prosser was an urban planner with MKSK Studios and a long-range planner for the Franklin County Economic Development and Planning Department. She earned her bachelor's degree in philosophy and political science from Bowling Green State University in 2000 and her master's degree in city and regional planning from The Ohio State University in 2004.



Kristen Reed, AICP, Chief of Community Planning, City of Jacksonville, Jacksonville, Florida

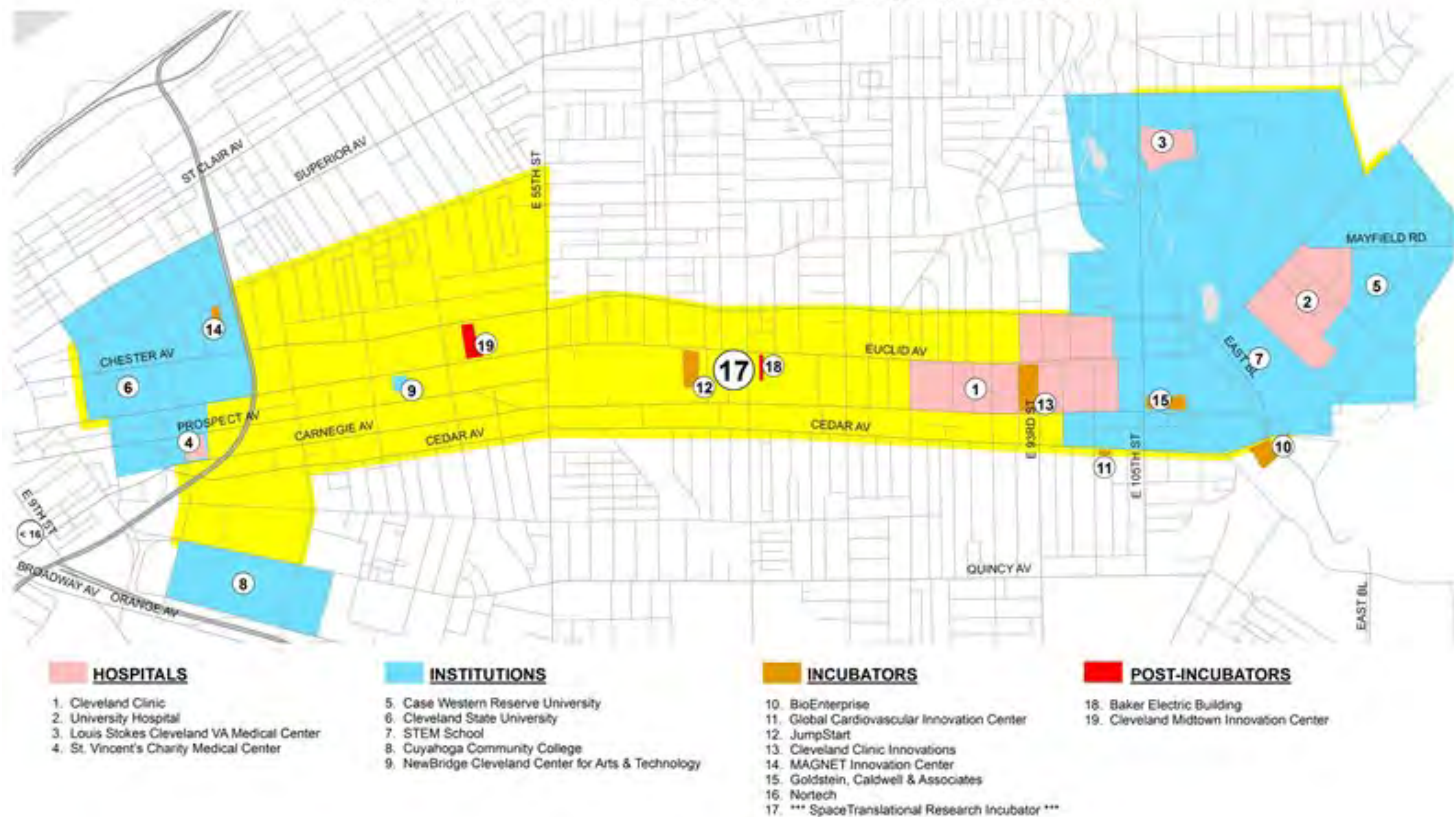
Kristen Reed is the chief of Community Planning for the City of Jacksonville Planning and Development Department. In this position, she oversees development and implementation of the City of Jacksonville's Comprehensive Plan, the Historic Preservation Program and the Brownfields Redevelopment Program.

Reed brings nearly 20 years of experience in long-range planning and land-use and zoning issues to the position.

She is a member the American Planning Association and the American Institute of Certified Planners. Reed graduated from the University of North Florida with a bachelor's degree in public administration and political science.

Appendix

CLEVELAND HEALTH TECH CORRIDOR



Cleveland's 1,600-acre Health-Tech Corridor (HTC) spans the heart of Cleveland's east side, connecting Cleveland's Downtown to its cultural hub of University Circle.

HTC is a public-nonprofit collaboration between BioEnterprise (founded by Cleveland Clinic, University Hospitals and Case Western Reserve University), The Cleveland Foundation, the City of Cleveland and MidTown Cleveland, an economic development corporation.

Impact

- 1,800 new jobs
- 500,000 sf of new or renovated office and lab space
- Over \$4 billion of investment since 2008

Partners

- Greater Cleveland Partnership
- Case Western Reserve University
- University Hospitals
- Cleveland Clinic
- Cleveland State University
- Cuyahoga Community College
- Cuyahoga County
- BioOhio
- JobsOhio



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.