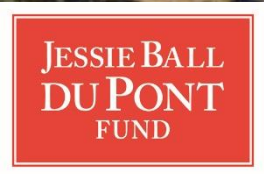




Downtown Jacksonville

Our Assets and Opportunities



The Jessie Ball duPont Fund has a long history of supporting neighborhood revitalization, affordable housing, and the development of communities that provide equitable access to assets and opportunity. All of these areas of interest converge in downtown Jacksonville.

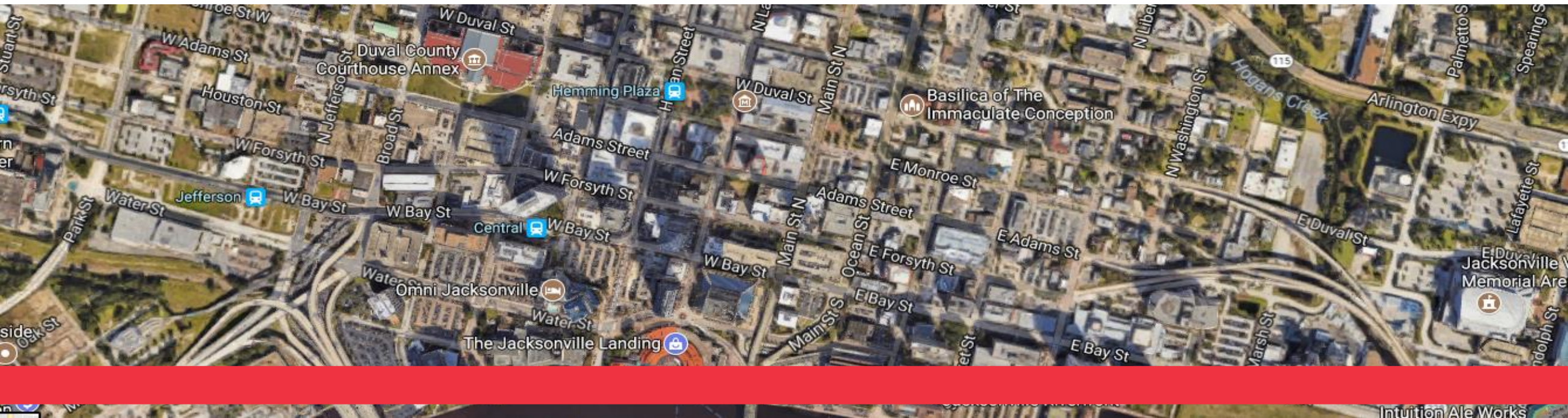
Downtown Jacksonville has rich potential but it is poorly understood. Myths abound: “All the vacant downtown buildings are owned by out-of-towners.” (Not true.) “There’s no place to park downtown.” (Not true.) “The churches own all of the land.” (Not true.) “Downtown generates no tax revenue because churches don’t pay taxes.” (Not completely true.)

If Downtown is to reach its potential, we all must better understand the landscape of Downtown.

To build that understanding, the Jessie Ball duPont Fund commissioned this report on downtown property. We focused on the heart of downtown, on the Northbank; our challenges do not lie on the Southbank or in Brooklyn. We focused on property because it is the key to change.

We wish to thank the many agencies that provided the data for this report, and particularly our researcher, Kay Ehas, for her diligence and patience.

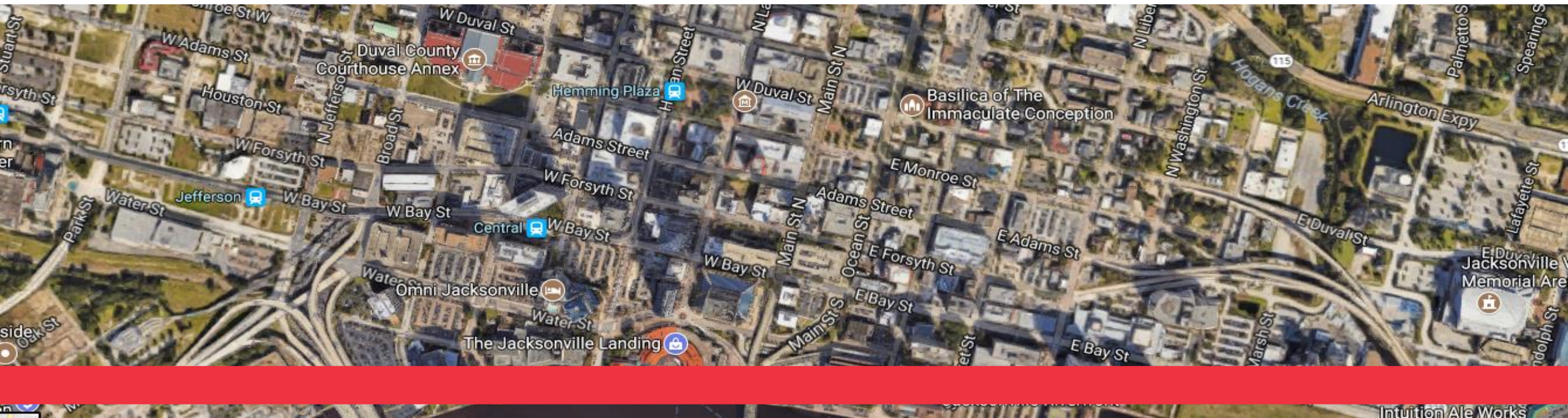
We hope you find this study illuminating.



Downtown Jacksonville: *Our Assets and Opportunities*

We need to understand the assets available as we envision Downtown's future...

- What assets exist?
- How are they being used?
- Who owns them, and what are they worth?
- Where are the opportunities (vacant land and vacant buildings)?



This report is focused on the heart of Downtown: Jacksonville’s Northbank from the Prime Osborne Convention Center to the Stadium, from the St. Johns River to State Street.

We did not include Brooklyn and the Southbank – two areas that are sometimes included in definitions of “downtown.” Neither of those areas faces the level of development challenges that confront the heart of downtown.

The report draws on data from a number of resources:

- Duval County Property Appraiser’s records as of August 2017;
- Duval County property value data from 2017 preliminary tax roll;
- JEA;
- Duval County Tax Collector;
- Walker Parking Consultants Study.

In addition, the study author made extensive on-site validation of property conditions.

The report uses multiple measures to quantify downtown.

Downtown Acres:

An acre is a standard unit of measure equal to 4,840 square yards. An acre is about $\frac{3}{4}$ the size of an NFL football field.

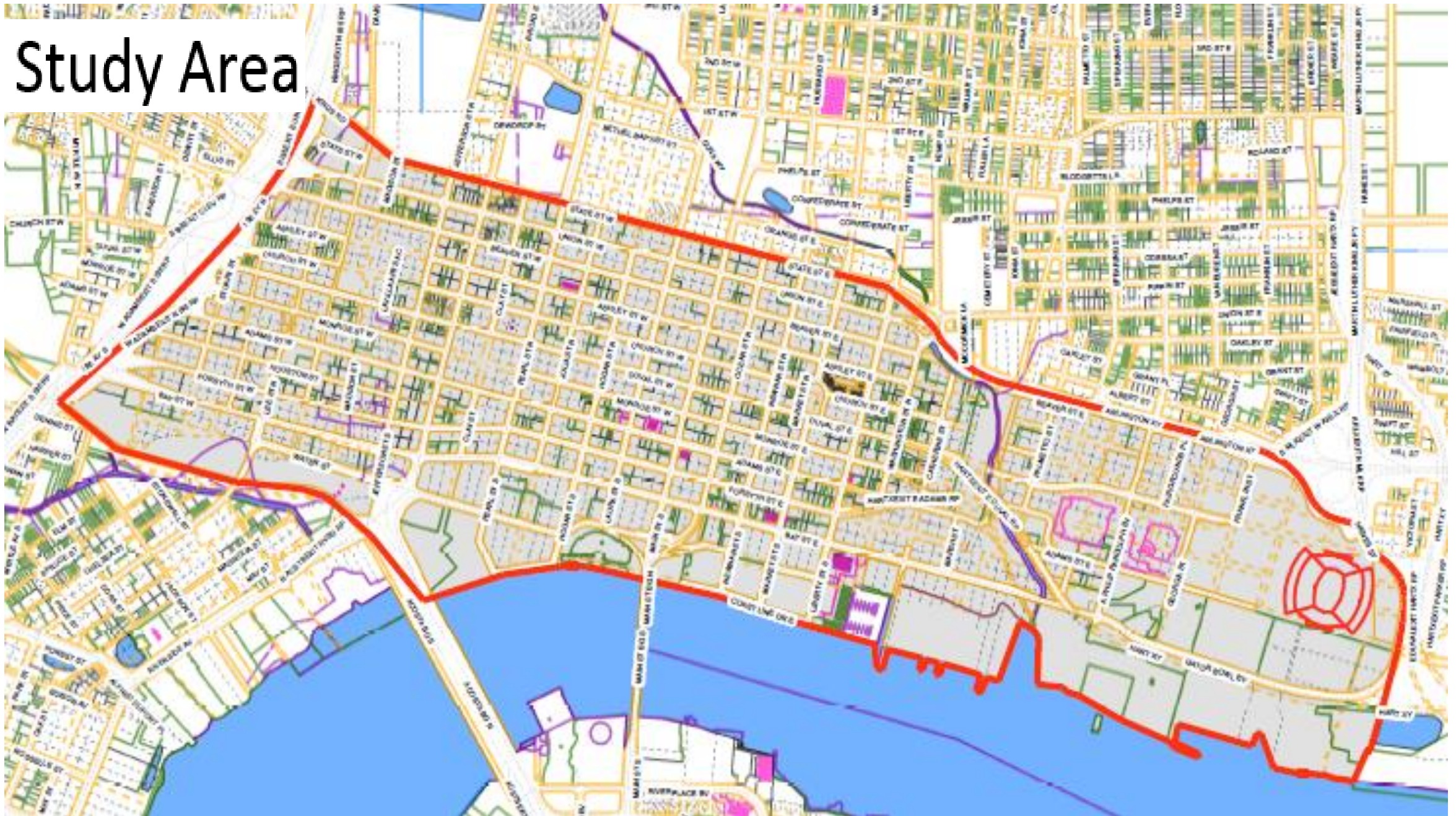
Downtown Parcels:

A parcel is the unit by which properties are valued. It is a highly variable unit of measure. A parcel can be a piece of land of any size that is either “improved” (meaning it has structures on it or it has a designated use, such as a park) or vacant (meaning it has no structures nor any designated use). A parcel also can be a building of any size, even an entire city block, i.e. City Hall; or it can be a single residential or office condo unit within a building.

Downtown Buildings:

Though highly variable as a unit of measure, buildings are more familiar to most readers than “parcels.”

Study Area



How Big is Downtown?

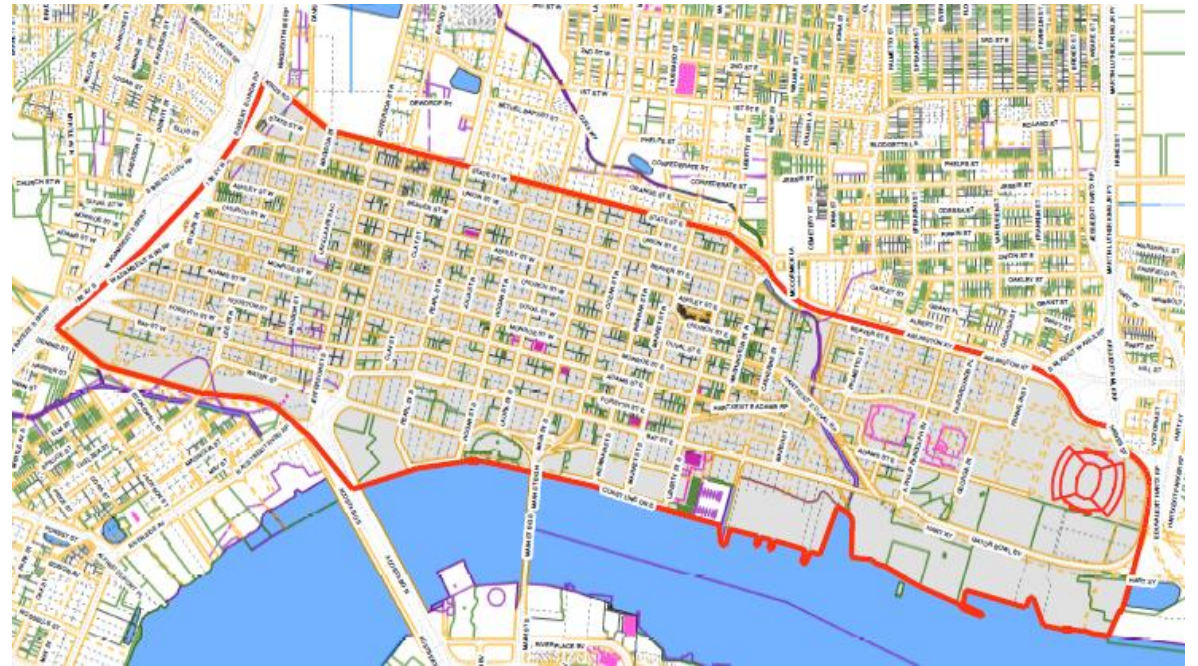
631 total acres

160 acres are vacant land (25%)

Not including parks or parking lots

Shipyards is the largest vacant contiguous tract - 45 acres

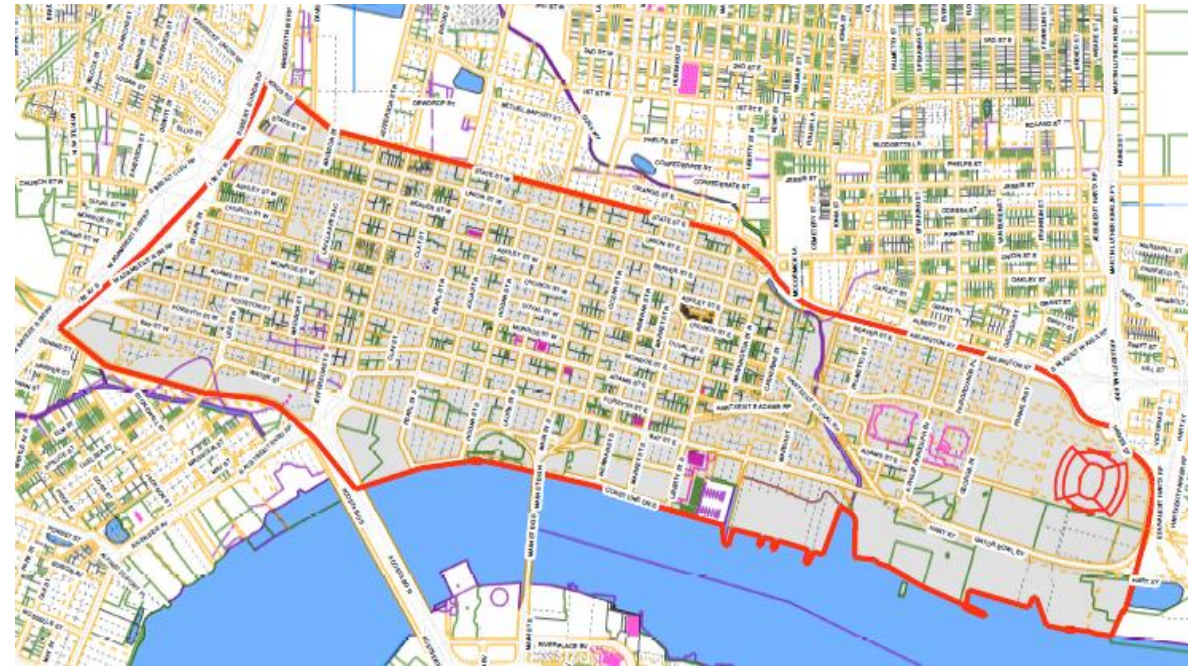
(Some property is listed as vacant though it is not - i.e. Jacksonville Landing - but these constitute a small percentage of all vacant parcels.)



How Much is Downtown Property Worth?

Though downtown property carries an aggregate market value of almost \$2 billion, more than half of that value is held in properties that are exempt from property taxes – mainly because they are government-owned.

Having so much property off the tax rolls presents challenges for downtown development. A smaller pool of properties generating property tax revenues means fewer dollars available that might be invested in downtown.



How Much is Downtown Property Worth*?

1,829 parcels, 517 buildings, 631 acres

Market Value

\$1.95 Billion

Assessed Value

\$1.86 Billion

Exempt Value

(\$1.11 Billion)

Taxable Value

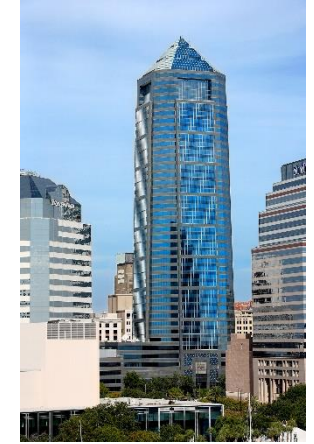
\$745 Million

85% (\$947 M) of all exempt property is government-owned.

*2017 Preliminary Tax Roll



Five Most Valuable Parcels



Exempt

Taxable

Courthouse

\$209M

Bank of America

\$71.4M

Everbank Field

\$167.5M

Wells Fargo

\$57M

Police Memorial

\$ 72M

Everbank

\$51M

Federal Courthouse

\$ 44M

Hyatt

\$50M

Prime Osborne

\$ 41M

Omni

\$28M

Total

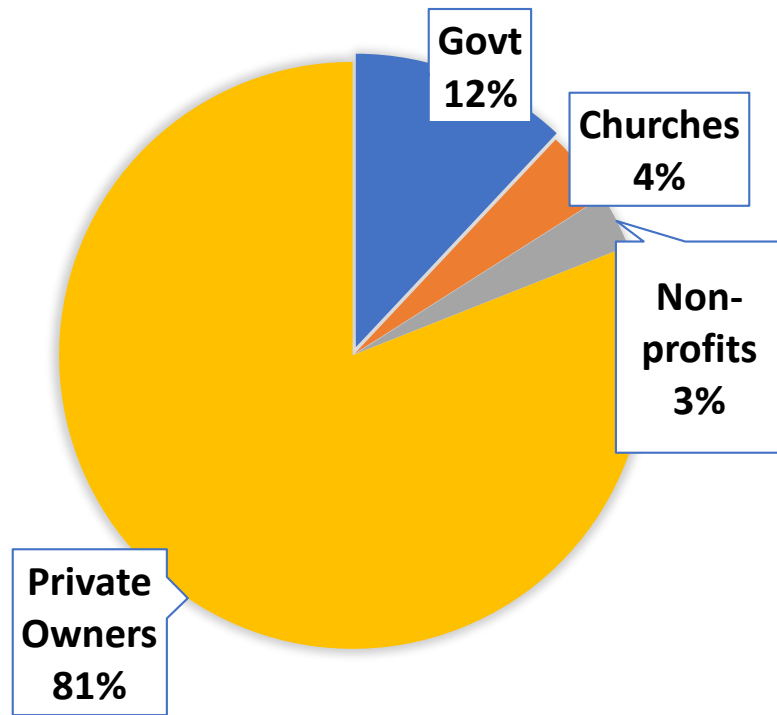
\$533.5M

Total

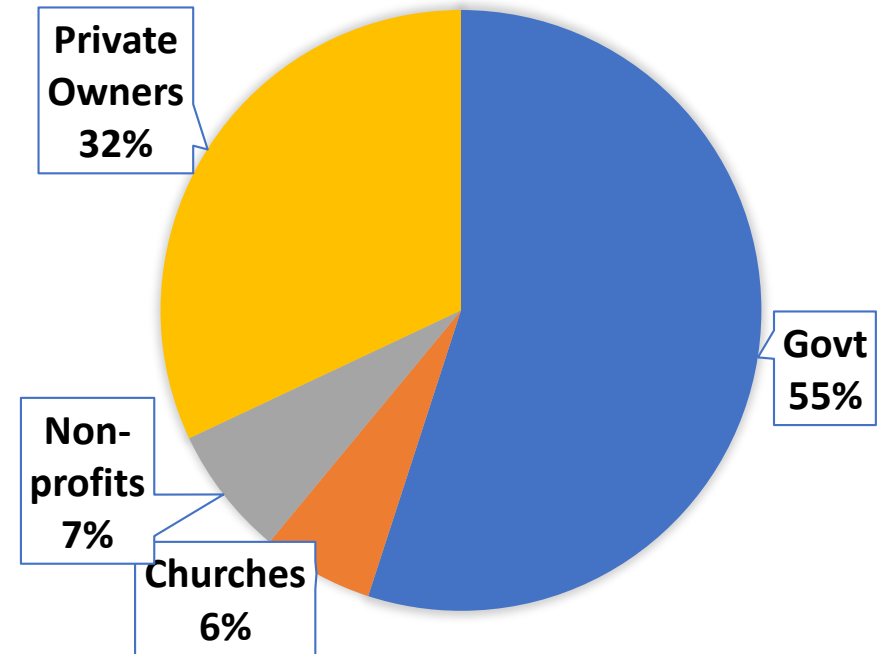
\$257.4

Who Owns Downtown?

Downtown property ownership varies depending on whether you are looking at acres or parcels.
Government owns the greatest number of acres, but private owners own the greatest number of parcels.

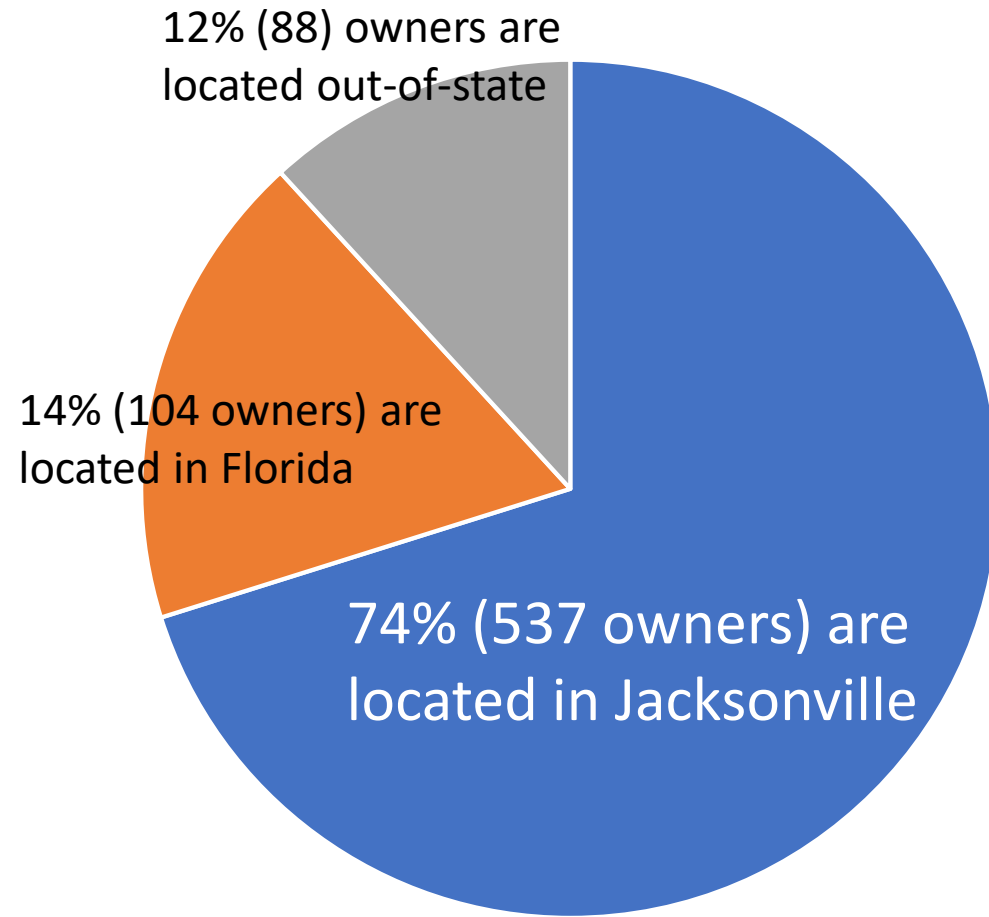


Parcels



Acres

Who Are the Owners?



Many people think that out-of-town owners hold much of the property in downtown.

In fact, almost $\frac{3}{4}$ of all downtown property is owned by people in Jacksonville/Duval County.

(Owners who live in the surrounding counties of Baker, Clay, Nassau and St. Johns are considered "other Florida" owners in this study.)

729 Unique Owners

Major Owners

Vestcor – 3 buildings (1 garage), 240 parcels (237 residential condo units)

City of Jacksonville – 64 buildings, 159 parcels

Demiray Holdings Inc. – 66 residential condo units at 311 W. Ashley (Demiray based in Wellington, FL)

Wayne Hogan – 33 office condo units at 233 E. Bay (Blackstone Bldg.)

Talon Engineering/Holding – 27 office condo units at 233 E. Bay

Lawrence C. Rolfe – 25 office condo units a 233 E. Bay St.

JTA – 24 parcels

Lavilla Partners – 22 parcels (Ted Pappas, registered agent)

First Baptist Church – 13 buildings, 19 parcels

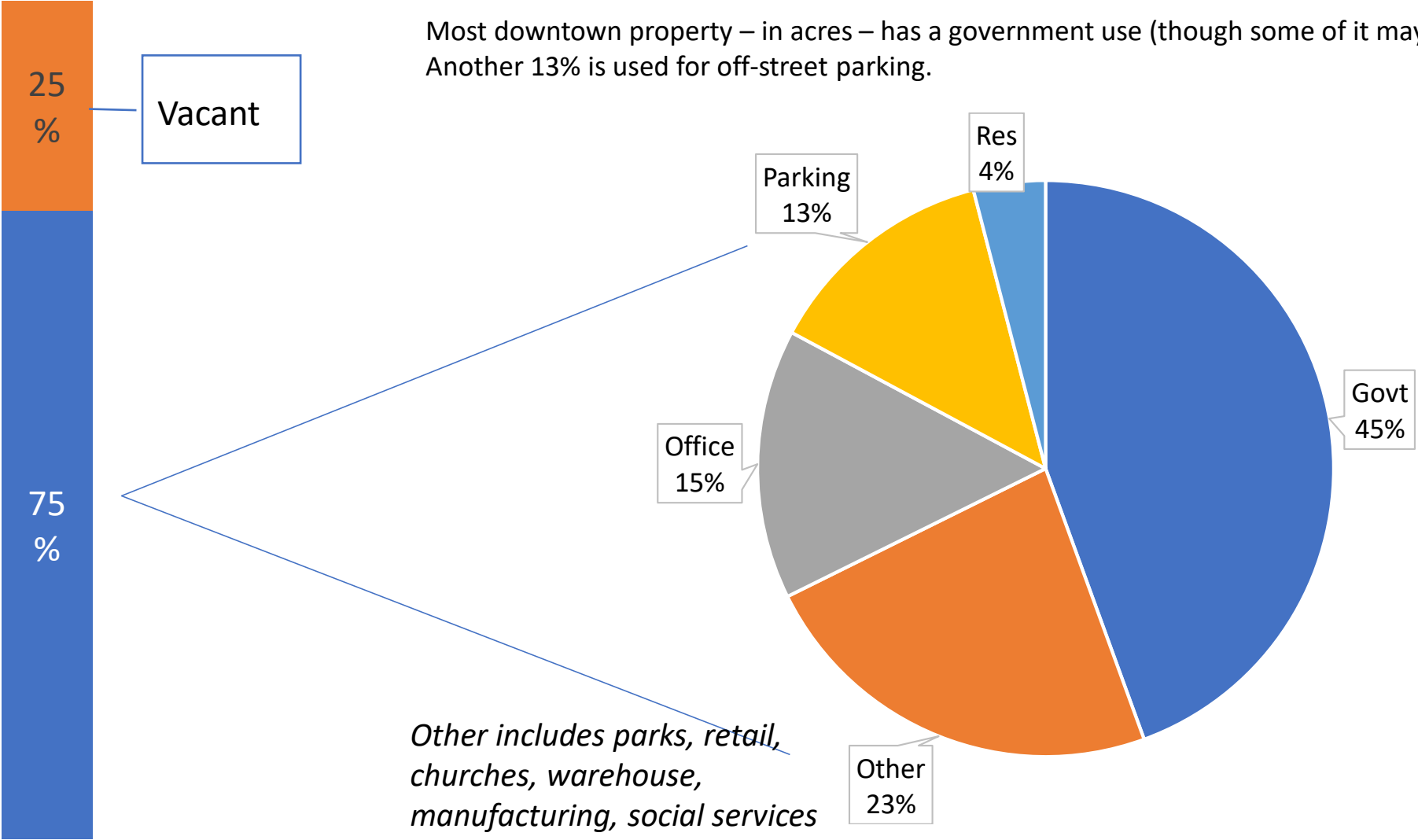
Salvation Army – 5 buildings, 15 parcels

Partnerships related to Chris Hionides – 12 buildings, 17 parcels

*Unless otherwise noted,
property owners are based in
Jacksonville/Duval County.*

How Is Downtown Property Used?

Most downtown property – in acres – has a government use (though some of it may be currently unoccupied). Another 13% is used for off-street parking.



Parking (off street only)



21 Garages

16 open to the public

- 3 City owned
- 1 Church owned
- 11 Privately owned
 - 2 Out-of-state owners
 - 3 Florida owners
 - 2 Local owners

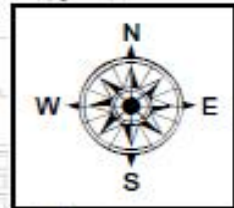
Total # of Public Spaces 11,927

132 Surface Lots

- 2 City owned
- 18 Church owned
- 22 Nonprofit owned
- 90 Privately owned
 - 13 Florida owners
 - 14 Out-of-state owners
 - 35 Local owners



Total # of Public Spaces 6,100

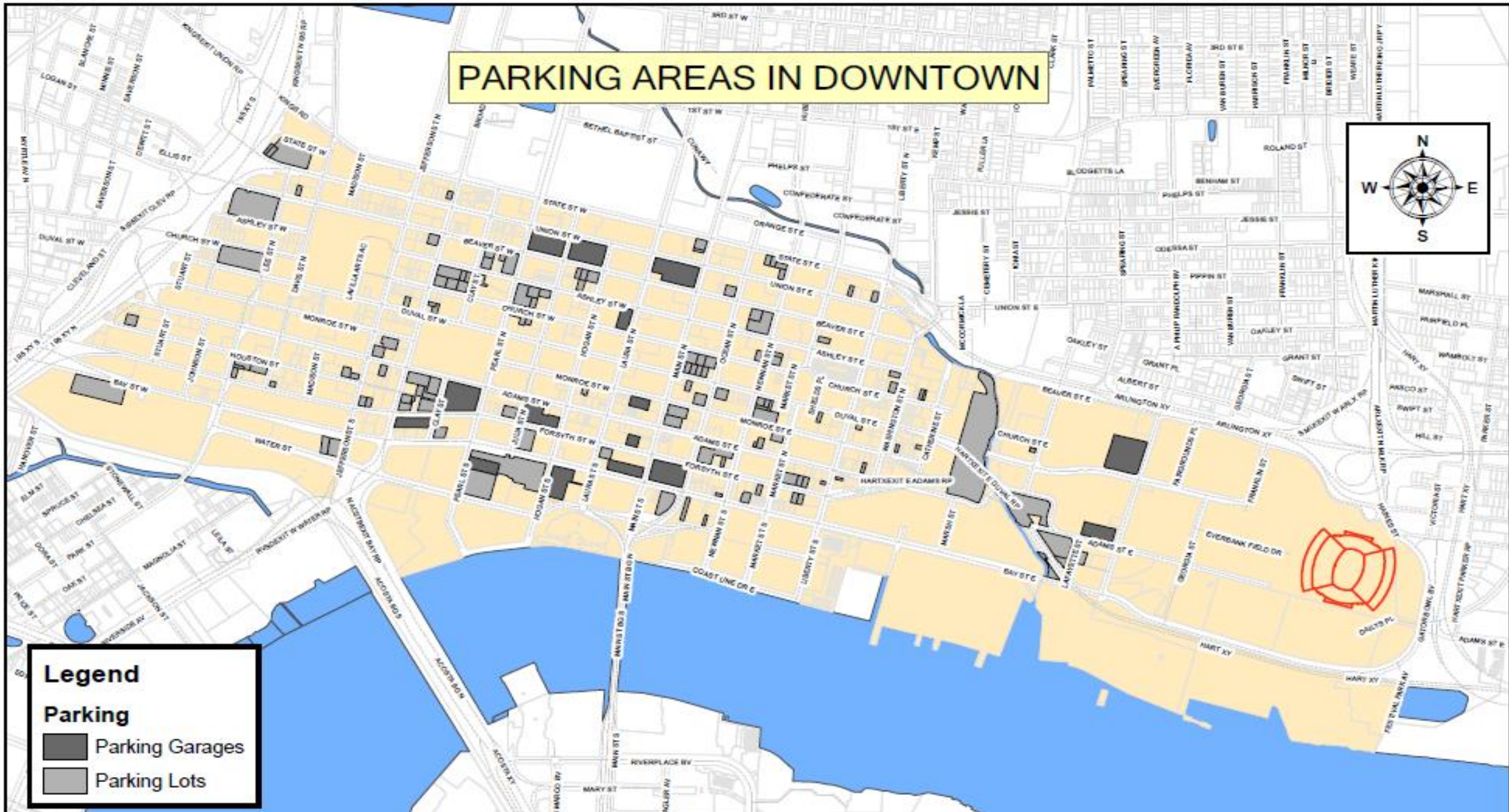
PARKING AREAS IN DOWNTOWN



Legend

Parking

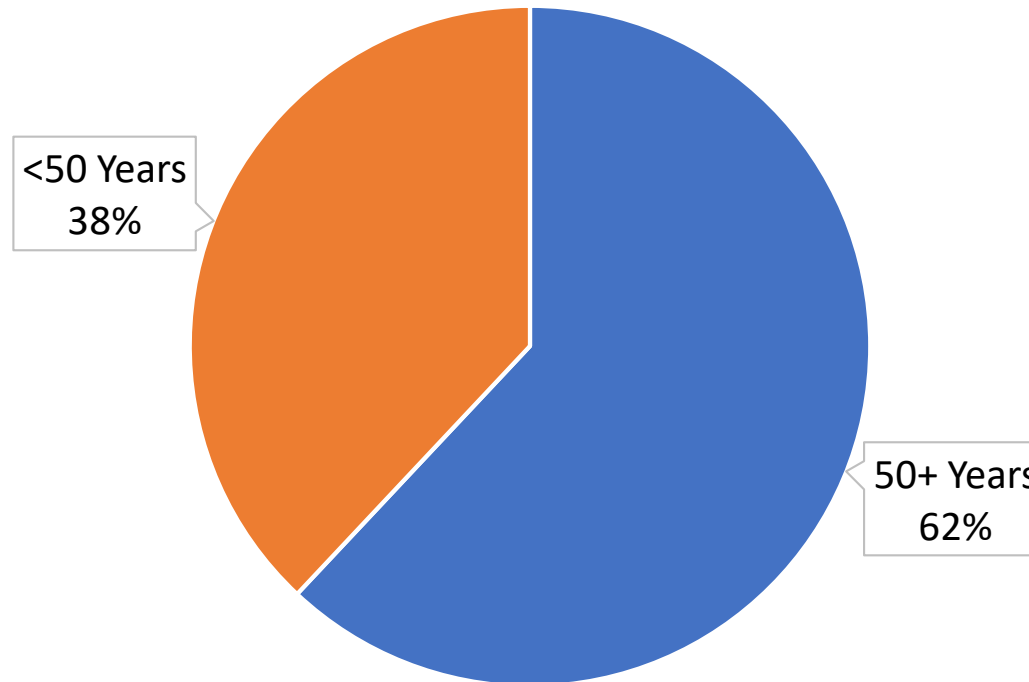
-  Parking Garages
-  Parking Lots



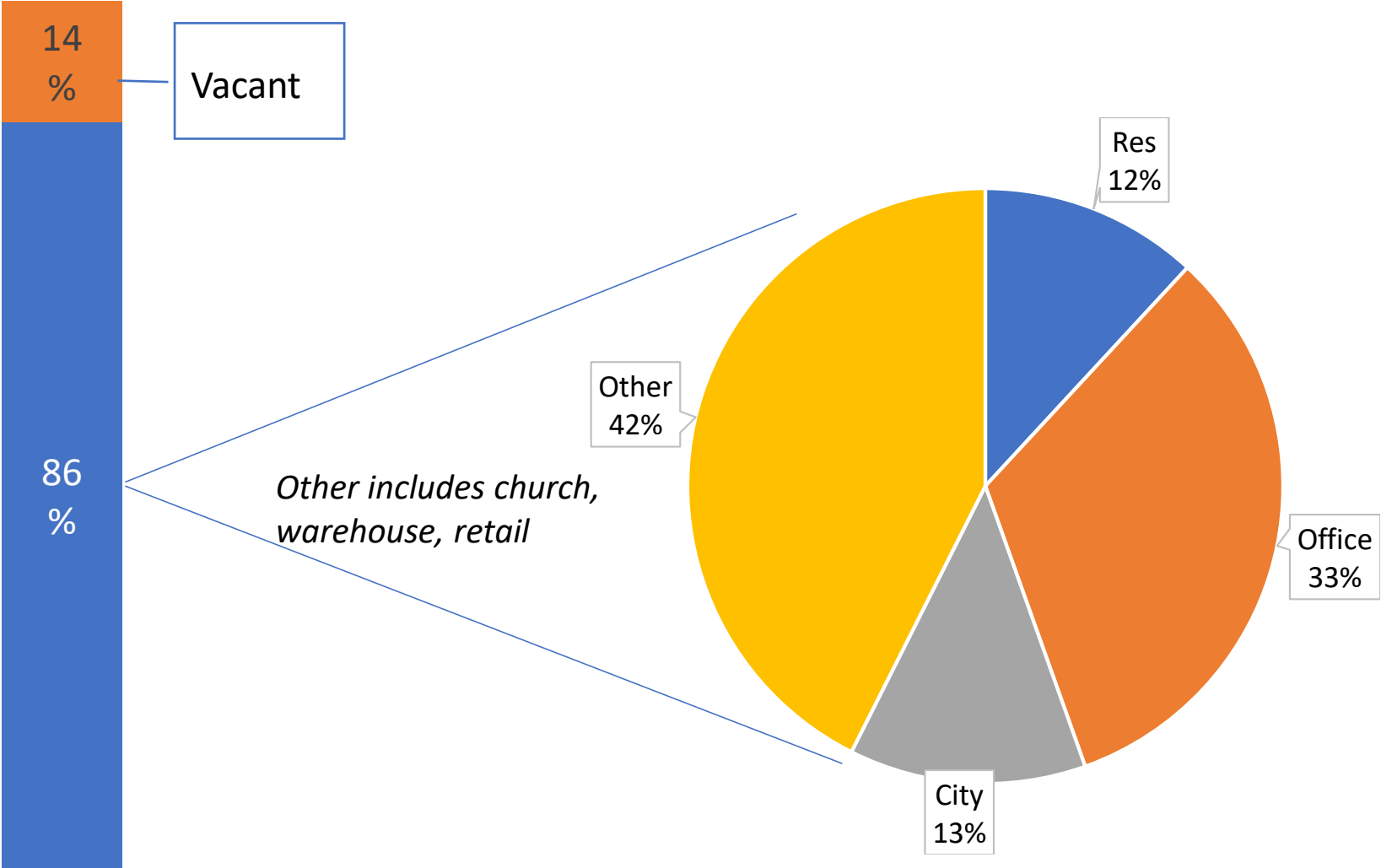
How Old Are Downtown Buildings?

517 Downtown Buildings

Despite countless demolitions, downtown Jacksonville has a large inventory of buildings old enough to be considered historic.



How Are Buildings Used?



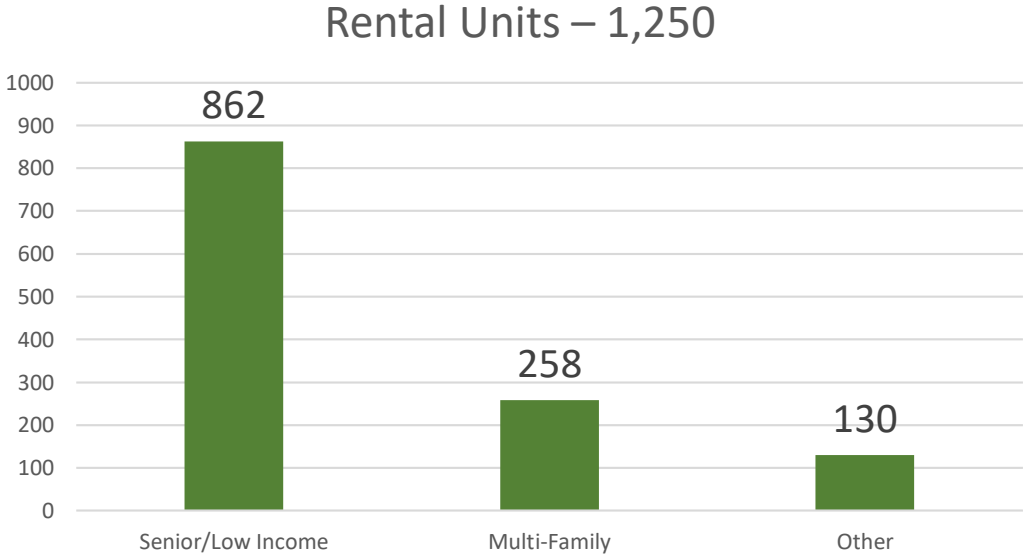
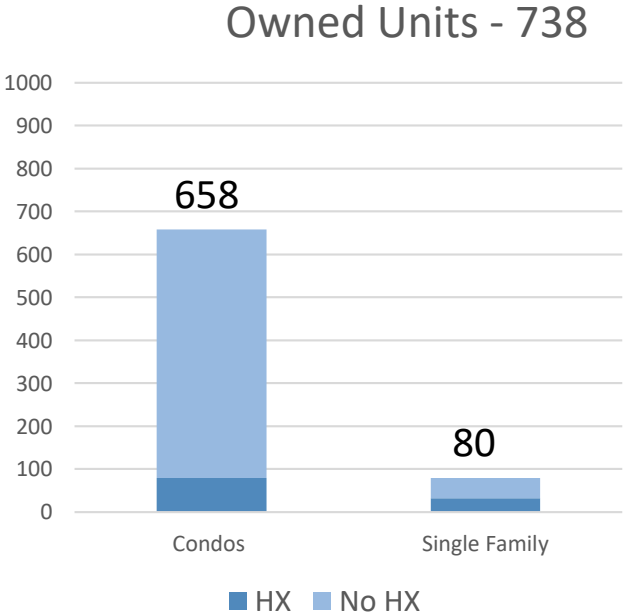


Downtown provides a variety of residential options, from single family homes to condominiums and rental units to rooming houses and group care facilities.

There are about twice as many rental units as owned units and more rental units are in the pipeline – a total of 525 rental units in a variety of projects either are under construction or have received approval to be built.

Downtown Residential

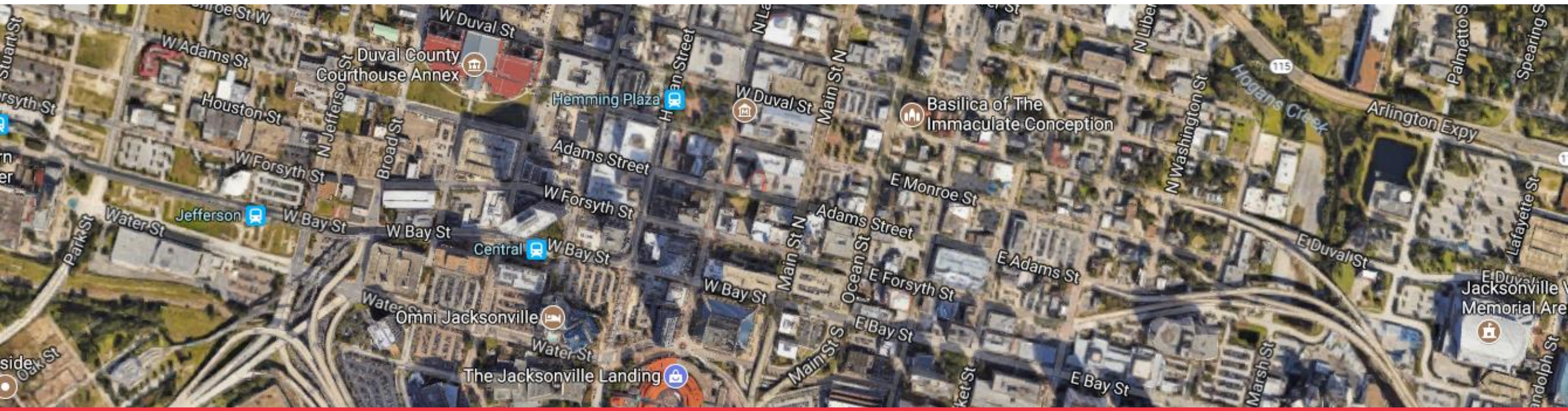
1,988 residential units



Of the owned units, only a minority carry Homestead Exemption indicating that they are owner occupied. On the rental side, 284 additional units are currently under construction and 240 more approved.

Opportunities

Downtown Jacksonville has abundant redevelopment opportunities in its rich inventory of vacant land and vacant buildings

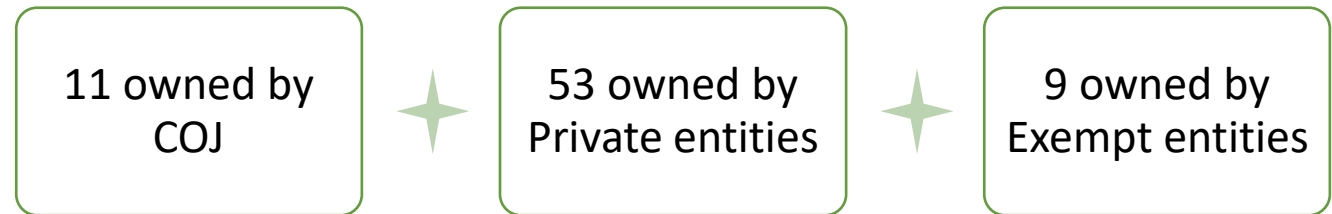


Vacant Land:
160 acres
318 parcels



Vacant Structures: 73 structures

93% of vacant structures
are 50 years old or older
(1885 to 1963)





With an abundance of vacant land and vacant buildings in downtown Jacksonville, how might we think about downtown development and revitalization?

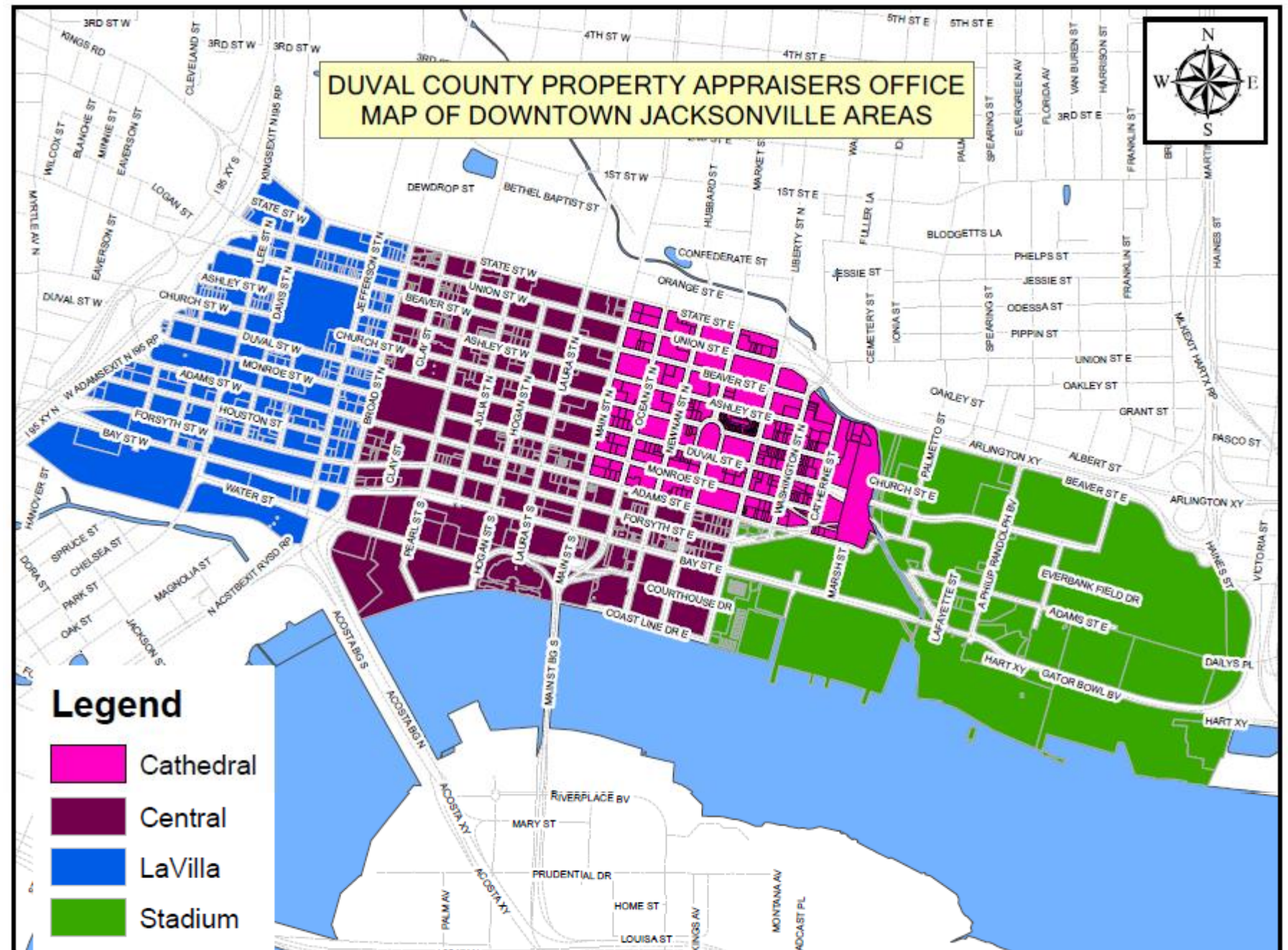
Many downtown redevelopment advocates focus on large, signature projects, such as the shipyards, or a new convention center or a major tourist attraction such as an aquarium. All of these ideas may have merit, but the true strength of a downtown lies in the small projects – the shops and restaurants and residential projects that nurture every day engagement from residents and visitors.

These smaller projects come alive in neighborhoods that have distinct character and personality.

Downtown Jacksonville already has an array of neighborhoods, each with a unique history and character. Understanding those neighborhoods and the assets within them can help us visualize – and bring to life – the opportunities before us.

Downtown Districts

For this study, we identified four districts, or neighborhoods, each of which has its own unique character.



LaVilla

LaVilla has a rich history as an historic African American community known as the “Harlem of the South.”

There were 3,000 residents in LaVilla when it was annexed by the City of Jacksonville in 1887.

The area south of Adams Street developed as railroad hub.

In the 1960s, the neighborhood suffered major decline. There were massive job losses due to railroad restructuring. Interstate 95 divided the neighborhood. And the end of legal segregation created opportunities for many residents to move elsewhere.

In the 1990s, many LaVilla buildings were razed as part of River City Renaissance “renewal.”

Today, LaVilla has an abundance of vacant land and vacant buildings with strong local ownership.



Lavilla Opportunities



City-Owned Vacant Land

Buildable Acres 13.6

5.2 acres, Adams to Bay

4.6 acres, Union to Beaver,
near public school

Privately-Owned Vacant Land

Total Acres 12

Unique Owners 20

15 Local

2 Florida

3 Out-of-state

Largest owners

Vestcor 4 acres

Lavilla Partners 2 acres

Vacant Structures

21 structures

City-owned 8 buildings

Nonprofit-owned 3 buildings
(2 local owners)

Privately-owned 10 buildings

7 local owners

1 Florida owner

Central District

The Central District is the core business district of Downtown Jacksonville.

It contains 82% of Downtown's office space and is the seat of local government.

The majority of parking spaces are located in this district.

It also has the most historic buildings: It is home to 43% of Downtown's historic buildings; 69% of the buildings in the Central District alone are 50 years old or older.

The Central District has a robust inventory of vacant structures –almost all historic – with predominantly private, local ownership.



Central District Vacant Land

13.6 acres

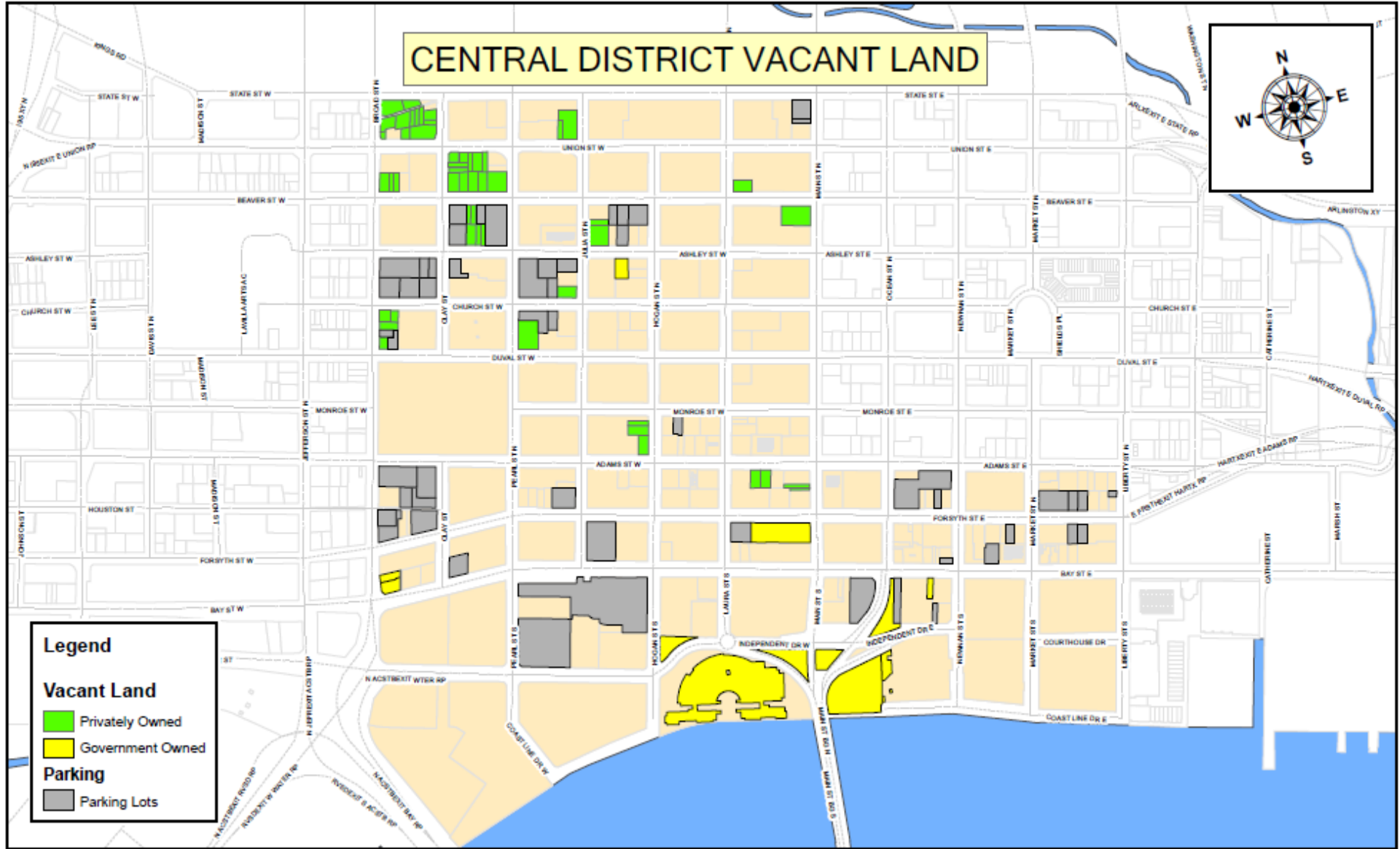
Ownership:

Gov't - 8 acres*

Private – 5.5 acres

Church - 0.9 acres

* 5.3 acres are Jacksonville Landing, listed as vacant since City does not own structures



Central District Opportunities

Privately-Owned Vacant Land

Total Acres 5.5

Unique Owners 30

27 Local

3 Florida

Largest owners:

Renaissance Development
(Carlton Jones) - 0.74 acres, 7
parcels

Shahla Masood Kasraeian -
0.26 acres, 4 parcels

Vacant Structures

35 structures
(34 more than 50 years old)

Ownership:

City 3 buildings

Church 5 buildings
(2 local owners)

Private 27 buildings

14 local owners

3 Florida

6 out-of-state owners



Cathedral District

The Cathedral District has the largest remaining collection of historic residential structures. However, many of the properties are neglected and conversions to office uses are common.

70% of the district's structures are older than 50 years old.

Almost one-fifth of the district's land is being used for parking lots.

The Cathedral District also has the largest number of residents of the four districts.

With strong history and abundant residential properties, as well as numerous active churches, the Cathedral District has strong residential possibilities.

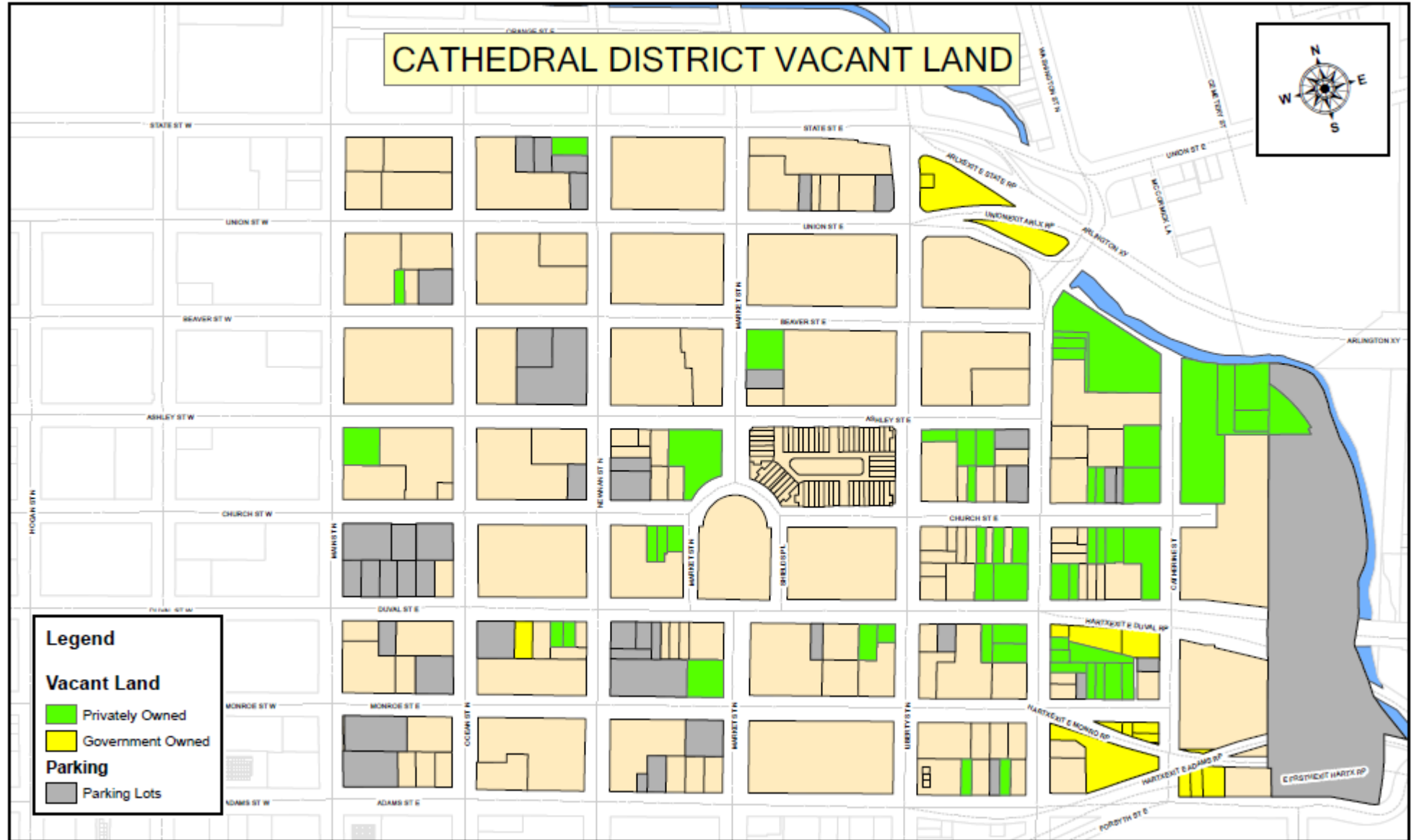


Cathedral District Vacant Land

10.6 acres

Ownership:

- Gov't 1.6 acres
- Private 8 acres
- Church 1 acre



Cathedral District Opportunities

Privately-Owned Vacant Land

Total Acres 8

Unique Owners 28

20 local

6 Florida

2 Out of state

Largest owners:

Miller Machinery & Supply

1.09 acres

SGL Investment 1.13 acres

Vacant Structures

10 structures

Ownership:

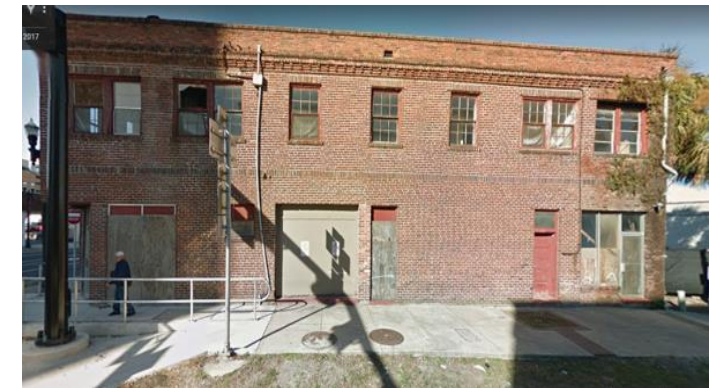
Church 1 building
(local owner)

Private 9 buildings

6 local owners

1 Florida owner

1 out-of-state owner



Stadium District

The Eastside, located east of downtown along the river, was a working class, largely African American neighborhood. Fairfield, located further east along the northward bend of the river, also was an incorporated city and the home of Jacksonville's first fairgrounds.

Both were annexed by the City of Jacksonville in 1887.

In 1969, this area was the site of rioting along the A. Philip Randolph commercial corridor.

Today the Stadium District is largely government owned and has the most vacant land by acreage. It includes the shipyards property, the fairgrounds, the sports complex and other large, municipal tracts.

The Stadium District is well suited to larger-scale, government-supported development projects.



Stadium District Vacant Land

89.5 acres

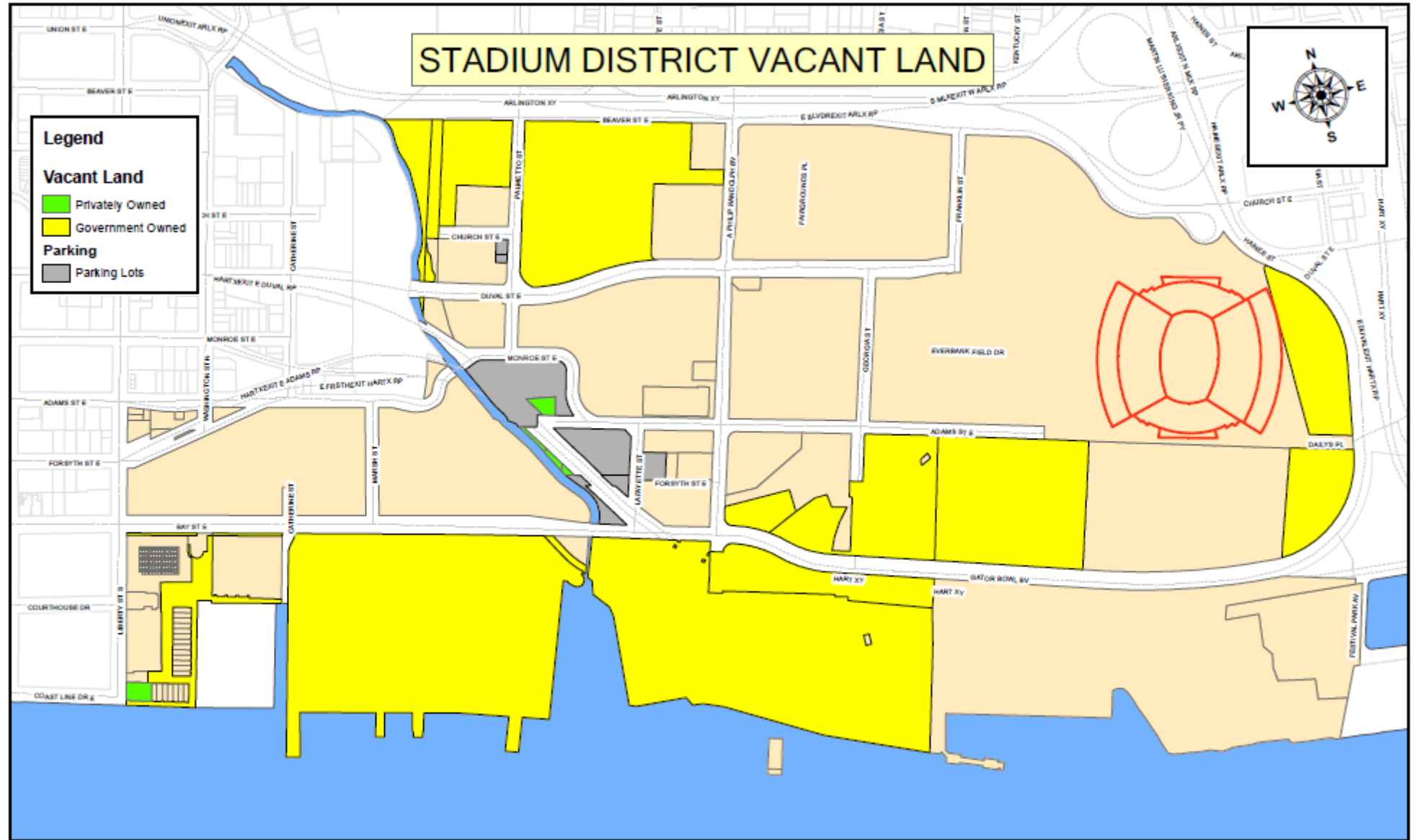
Ownership:

Gov't 89 acres

Private .5 acres

1 Florida owner

2 out-of-state owners



Stadium District Opportunities

City-Owned Vacant Land

Total Acres 89.5

45 acres in Shipyards

26 acres being used as
Jaguar/Event parking

Vacant Structures

7 structures

All privately-owned
1 Local owner



VACANT LAND AND SURFACE PARKING IN DOWNTOWN



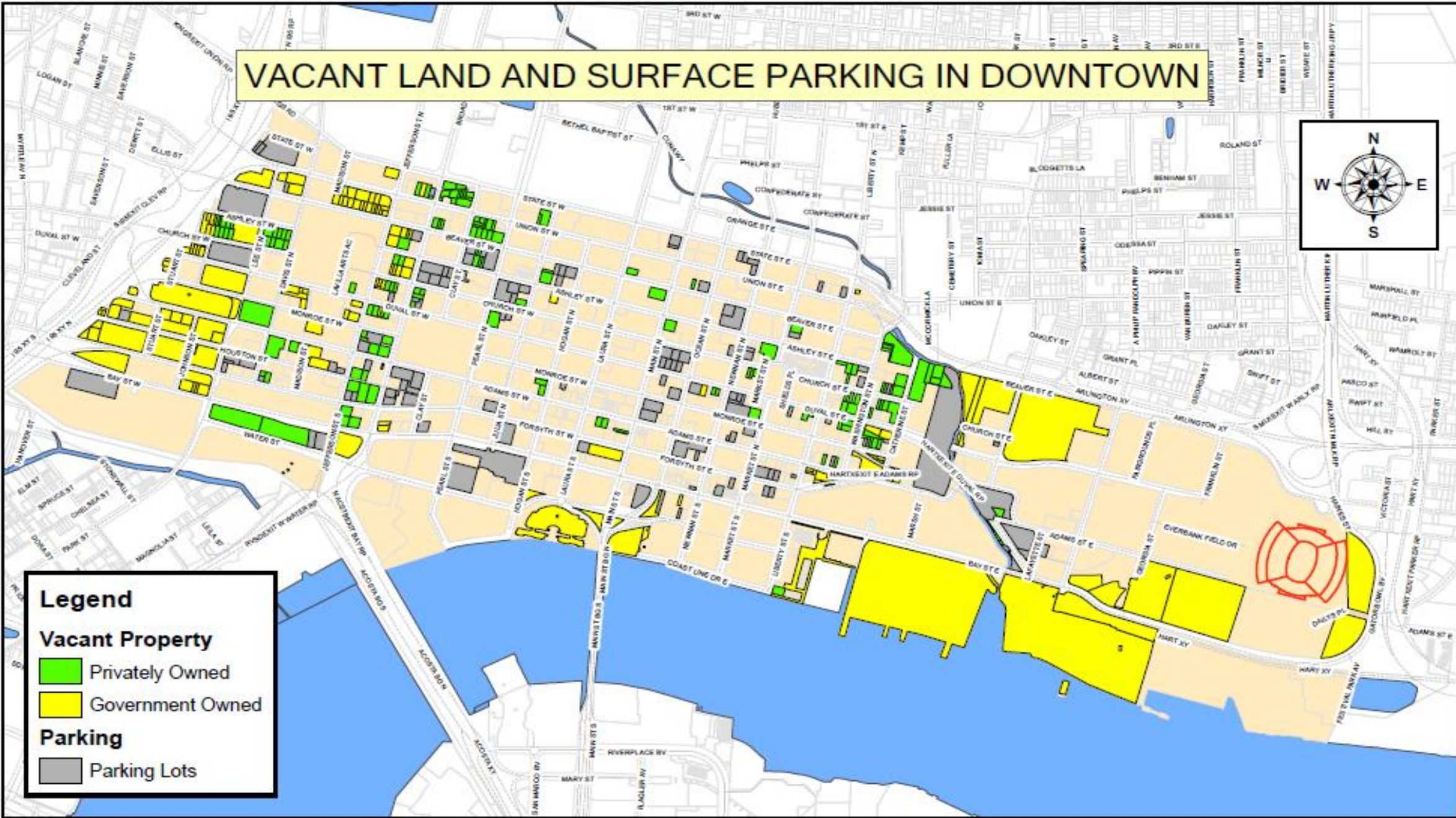
Legend

Vacant Property

- Privately Owned
- Government Owned

Parking

- Parking Lots



Observations

While the City focuses on large projects, such as the Shipyards, many smaller projects are needed to create the vibrant energy that makes downtown attractive.

There are 73 vacant buildings; 62 are privately owned, and 81% (50) are local owners. How do we encourage those local owners to redevelop these properties?

93% of vacant buildings are historic -- 50 years old or older. How do we help property owners capitalize on this historic character and encourage building re-use instead of demolition?

There are more than 25 acres of privately-owned vacant land, with 61 local owners. How do we encourage development of these individual properties? 82% of owners of vacant land are local.

The City of Jacksonville is the largest owner of vacant land and also owns 11 vacant buildings – none of which is on the tax rolls. Are there opportunities to transfer these properties to private owners willing to develop them, increasing the tax base and adding to the mix of activity downtown?

Observations

Downtown is not a homogeneous zone – different areas have different character. That suggests different strategies to revitalization.

Rehabilitation is more prevalent in the Central District – more buildings, more density, less vacant land, more activity.

LaVilla, by contrast, has little rehabilitation – fewer opportunities, because so much was demolished. Once buildings are demolished, land often sits vacant for a long time: the average length of City ownership in LaVilla is 19 years.

The Cathedral District is developing its own plan to spur development. What factors have been key to that effort and can they be replicated elsewhere?



The Jessie Ball duPont Fund works to expand access and create opportunity by investing in the people, organizations and communities that were important to Jessie Ball duPont.

To learn more visit www.dupontfund.org

This research was conducted by Kay Ehas.