



Jacksonville International Airport Community Redevelopment Area

2023 End of Term Report

September 2023

Table of Contents

EXECUTIVE SUMMARY	1-3
1.0 AUTHORITY AND PURPOSE OF REPORT	1-4
2.0 BACKGROUND	2-1
3.0 CRA ESTABLISHMENT IN FLORIDA	3-1
3.1 Conditions of Blight	3-1
3.2 Creation of a CRA	3-1
3.3 TIF and the Redevelopment Trust Fund	3-2
4.0 CHANGES IN THE JIA CRA	4-4
4.1 Legislative Summary	4-4
4.2 Planning and Programming Objectives / Primary Objectives	4-5
5.0 RESOLUTION OF BLIGHT CONDITIONS	5-7
5.1 Predominance of defective or inadequate street layout, parking facilities, roadways, bridges, or public transportation facilities	5-7
5.2 A greater number of violations of the Florida Building Code in the area than the number of violations recorded in the remainder of the county or municipality	5-8
5.3 Diversity of ownership or defective or unusual conditions of title which prevent the free alienability of land within the deteriorated or hazardous area	5-8
6.0 CONCLUSIONS AND RECOMMENDATIONS	6-1

EXECUTIVE SUMMARY

The Community Redevelopment Act (Act), Chapter 163, Part III, Florida Statutes (F.S.), provides legislative authority for local governments to use bold new approaches to overcoming the burdens of slum and blighted areas within the state. The Act outlines a comprehensive program that provides the legal framework and financing mechanisms local governments can undertake to overcome the deterioration so common to older areas of Florida's cities. Through enactment of the Community Redevelopment Act of 1969, the Legislature recognized that slum and/or blighted areas impose a costly burden on local communities in terms of service requirements and the reduced tax revenues, thus authorizing local governments to designate areas as Community Redevelopment Areas (CRAs) when certain conditions are present. Slum and blighted conditions also menace the general health, safety, morals, and welfare of area residents.

Before the Act was enacted, local governments were limited in encouraging improvements in blighted areas through development management plans and selected local controls. The Community Redevelopment Act provides authority to initiate desired private development and the financial means to pay the costs of public improvements, while also assisting in funding key portions of the private effort. To take advantage of the increased authority conferred by the Act, a local government must follow statutory procedures for declaring areas in need of redevelopment through a slum and blight study (Finding of Necessity), establishing redevelopment powers, preparing a redevelopment plan, instituting a trust fund and designating, if necessary, a tax increment financing district.

The Jacksonville City Council approved Resolution 90-406-242, designating the Jacksonville International Airport (JIA) area as a blighted area as defined in Section 163.340 of Florida Statutes. The JIA Community Redevelopment Area (CRA) comprises 22.25 square miles containing approximately 14,245 acres. The Community Redevelopment Plan for the JIA CRA was adopted in Fiscal Year 1992/1993. With a term of 30 years, closure of the JIA CRA is scheduled for September 30, 2023. A map of the area boundary can be found in **Exhibit A**.

1.0 AUTHORITY AND PURPOSE OF REPORT

This report was prepared to provide an assessment of the Jacksonville International Airport Community Redevelopment Area (JIA CRA), which is classified by the State of Florida as a Dependent Special District, with respect to the redevelopment goals established in the 1992 Community Redevelopment Plan and the 2012 Plan Amendment. A Dependent Special District meets at least one of the following criteria:

- The special district's governing body membership is identical to a single county or a single municipality's governing body membership. Although the membership is identical, the governing bodies are separate governing bodies.
- All members of the special district's governing body are appointed by the governing body of a single county or a single municipality.
- During their unexpired terms, the special district's governing body members are subject to removal at will by the governing body of a single county or a single municipality.
- The special district has a budget that requires approval through an affirmative vote by the governing body of a single county or a single municipality.
- The special district has a budget that can be vetoed by the governing body of a single county or a single municipality.

A county or municipality may dissolve by ordinance a special district created by the county or municipality. Debts and assets of a dissolved special district are transferred to the local general-purpose government.

The assessment focuses on the progress made towards achieving the goals and objectives of the Community Redevelopment Plan, through implementation of projects and initiatives by the Community Redevelopment Agency, as well as other public and private investment in the area. It is intended to provide a summarized history of the JIA CRA in accordance with the closure of the JIA CRA.

2.0 BACKGROUND

There are currently over 220 CRAs within the State of Florida. The 14,245-acre Jacksonville International Airport (JIA) CRA was established in 1993 by City Council to rectify blighted conditions found in the defined boundary and is the largest by land area in the state. At the base year of 1993, the taxable value in the JIA CRA was \$189,200,262. Since that time, remarkable growth in the area has occurred and numerous private and public projects have been completed; many with assistance provided by the JIA CRA.

In the years since the JIA CRA was established, significant development has occurred, and the area has become an asset to the North Jacksonville community with respect to commerce, housing and jobs. While there are several projects that received funding generated from JIA CRA tax increment revenue, highlights include the expansion of Coach Leatherware, Majestic Realty Company, the development of several new hotels, the River City Marketplace, substantial growth within the Jacksonville International Tradeport, attraction of Amazon and Wayfair distribution centers, construction of the JIA South Access Road, the I-95/Airport Road Interchange project, and the widening of Main Street and Duval Road to mention a few. The opening of the University of Florida (UF) Health North facility can be directly attributed to the growth produced by the JIA CRA.

Projects and activities undertaken by the JIA CRA Redevelopment Agency have focused, in large part, on transportation improvements related to and conducted in accordance with the 1992 Community Redevelopment Plan (Plan) and the subsequent 2012 Plan Amendment. Because of recent developments and growth in the area, the blight conditions cited when the JIA CRA was first conceptualized are not representative of today's conditions.

3.0 CRA ESTABLISHMENT IN FLORIDA

A Community Redevelopment Area (CRA) is a targeted area within the community where the governing county or municipality has determined that there is a need for redevelopment due to the existence of slum or blight conditions. CRAs are classified by the State of Florida as Dependent Special Districts.

3.1 Conditions of Blight

A blighted area is as an area in which there are a substantial number of deteriorated or deteriorating structures; in which conditions, as indicated by government-maintained statistics or other studies, endanger life or property or are leading to economic distress; and in which two or more of the stated 14 blighted factors, as defined in Florida Statutes, are present. The following blighted conditions were identified for the JIA CRA:

- Predominance of defective or inadequate street layout, parking facilities, roadways, bridges, or public transportation facilities;
- A greater number of violations of the Florida Building Code in the area than the number of violations recorded in the remainder of the county or municipality; and
- Diversity of ownership or defective or unusual conditions of title which prevent the free alienability of land within the deteriorated or hazardous area.

3.2 Creation of a CRA

The first step in creating a CRA is formally identifying that slum or blight conditions exist within the targeted area and establishing the boundary for the area. This is done through the adoption of a Finding of Necessity (Section 163.355, F.S.), which is a detailed assessment of the proposed redevelopment boundary area with respect to slum or blight conditions. If the governing body (i.e. City Council) accepts the Finding of Necessity, the next step is to establish a Community Redevelopment Agency (Agency)_to carry out the redevelopment activities and programs to resolve the slum or blight.

The Agency is responsible for creating a Community Redevelopment Plan (Plan) to present to the governing body of the county or municipality for approval. The Plan must provide physical information to include: a legal description of the boundaries; diagrams to reflect open space, street

layout, uses and applicable limitations, dwelling units, and public spaces within the redevelopment area. Additionally, the Plan must identify project types that can be undertaken to reduce or eliminate the specified slum or blight conditions stated in the Finding of Necessity. The Plan must also identify the overall goals, objectives, and solutions for solving blight and thus attracting redevelopment within the area boundary.

The Plan is a living document that can be updated to meet changing needs within the CRA. However, the boundaries of the CRA are fixed and cannot be altered without preparing a new Finding of Necessity and starting the process from the beginning (Section 163.361, F.S). When a Plan is approved by the governing body, the Agency then administers the activities and programs offered within the CRA.

3.3 TIF and the Redevelopment Trust Fund

The next step, in accordance with the Community Redevelopment Act, is to create a Redevelopment Trust Fund. The trust fund is the revenue source available to the Agency to implement projects identified in the Plan through Tax Increment Financing (TIF). Pursuant to Section 163.362 F.S., revenues generated by the CRA can only be used for projects and initiatives outlined in the Plan to be undertaken within the CRA. Additionally, for the City of Jacksonville, the use of TIF revenues must be in compliance with Ordinance 2018-555-E. In accordance with Section 163.387(6), F.S., moneys in the trust fund can be used for the following purposes:

- Administrative expenses necessary to the implementation of the CRA
- Expenses of redevelopment planning, surveys and financial analysis
- Acquisition of real property in the CRA
- Site preparation including relocation of residents
- Issuance costs and principal & interest payments on any indebtedness
- The development of affordable housing within the CRA
- The development of community policing innovations
- Expenses necessary to exercise the powers granted under Section 163.370, F.S.

The funds deposited in the Redevelopment Trust Fund may be expended only within the boundary of the CRA pursuant to the Plan, (Section 163.387(6), F.S). The TIF is established with a base year and the assessed values of properties within the CRA are frozen upon the adoption date of the Plan, thereby creating a baseline value or frozen value. The base year for the JIA CRA is

1993 and the baseline value is \$189,200,262. Up to 95 percent of any property tax revenues generated on the increased value of real property, referred to as the increment, within the CRA are captured as revenue. A record of the JIA CRA Trust Fund can be found in **Exhibit B**.

4.0 CHANGES IN THE JIA CRA

There have been numerous positive changes in the JIA CRA since its inception in 1993, including rebuilt or expanded roads and utilities, expanded services and commercial base, expanded housing options, and increased employment opportunities. Review of the program goals indicate that significant accomplishments have been made across the entire boundary since 1993.

The pages in this section provide a comprehensive legislative summary, as well as a compilation of the goals and objectives as stated in the JIA CRA Redevelopment Plan.

4.1 Legislative Summary: Boundary, Agency, Plan and Trust Fund

ORD/RES	Summary Language
90-406-242	Enacted 7/24/1990 and determined that blight conditions existed within the JIA CRA area; specifically noting inadequacies in transportation infrastructure
90-407-243	Enacted 7/24/1990 and resolved that there is a need for a Community Redevelopment Agency to oversee the development of a redevelopment plan for the JIA CRA
90-409-293	Enacted 7/24/1990 and established the Community Redevelopment Agency for the redevelopment area
93-159-57	Adopted 3/3/1993. This established the Community Redevelopment Plan and Redevelopment Trust Fund, delegated authority to the Community Redevelopment Agency, and established 1993 as the base year for the TIF
93-2098-523	Adopted 1/11/1994 and amended 90-406-242 to correct technical and scrivener's errors on the boundary legal description
94-290-83	Adopted 4/26/1994 and amended 90-406-242 to provide a new legal description for the JIA CRA boundary
2003-1048-E	Enacted 9/23/2003 and found that analyses and recommendations contained in the North Jacksonville Shared Vision and Master Plan, which are specific to the JIA CRA, meet the spirit and intent of a "general neighborhood redevelopment plan" for the redevelopment area
2009-330-A	Adopted 5/26/2009 and determined that blight conditions existed within the 755.21 acres of the Pecan Park Road North Parcel (Finding of Necessity)

- 2012-212-E Enacted 6/26/2012, at which time City Council designates itself as the Community Redevelopment Agency for the JIA CRA. The JIA Area Redevelopment Agency continues to exist in an advisory capacity
- 2012-601-E Enacted 11-13-12 and found that the CRA plan had insufficiencies regarding the following: residential uses and shortages of affordable housing; census data; neighborhood impact assessments of traffic, environmental quality, facilities, and matters affecting the physical and social quality of the neighborhoods; infrastructure project descriptions of two roadway projects, their detailed costs, and TIF revenues to be allocated or indebted; and exhibits reflecting the proposed boundary expansion area's traffic diagrams and roadway improvement projects. As a result, the City desired completion of a CRA Plan Amendment to incorporate these updates into the CRA Plan
- 2012-492-E Enacted 12-11-12 and modified the Plan to include the Duval Road Expansion Project, the North Access Road Project and to include a Residential Use, Neighborhood Impact and Affordable Housing Element. The Plan was expressly amended not to include the expansion of the CRA area to the Pecan Park Road North Parcel

4.2 Planning and Programming Objectives / Primary Objectives

Table 4-1 below lists the planning and programming objectives to guide the JIA CRA in eliminating blighted factors.

Table 4.1-JIA CRA Community Redevelopment Plan - Planning & Programming Objectives
<ul style="list-style-type: none"> - Acquire and remove structurally substandard and obsolete buildings in the project area - Acquire property where conditions of title, diverse ownership, lot layouts, or other conditions prevent the proper development of the property - Increase opportunities for both temporary and full-time employment - Improve the surrounding environment and replace deteriorated or obsolete buildings - Provide land for public and private development which will support and strengthen the City's commercial base - Strengthen the tax base of Jacksonville through new development in the CRA - Increase Jacksonville's penetration of the economic activity generated by the growth of the JIA area by developing additional commercial, residential, transportation and open space uses - Provide pedestrian linkages within the CRA - Provide a strong visual image for the CRA through high quality of building design, open space plaza and park areas, and landscape treatment - Relocate existing uses, where necessary, in close cooperation with these affected users

- Provide public improvements to complement and service new development, including needed utilities, street closings and changes, streetscape improvements, open space landscaping, pedestrian linkages and parking
- Provide additional public services including roadways necessary to serve new development
- Enhance the image of the JIA area, the Northside and Jacksonville area in general

The Plan was reported to be in compliance with all requirements of the Community Redevelopment Act and conformed to the 2010 Comprehensive Plan. The Plan was intended to help to achieve the goals and objectives of the 2010 Comprehensive Plan for the JIA CRA as well the objectives cited by the City of Jacksonville Department of Housing and Urban Development’s (now known as the Housing and Community Development Division) Housing Assistance and Urban Renewal Plan. The plan was also intended to achieve benefits for San Mateo, Oceanway and Pecan Park neighborhoods.

The planning and programming objectives list in Table 4-1 were distilled into primary Plan objectives, which include the provisions listed in Table 4-2 below.

Table 4-2 –JIA CRA Community Redevelopment Plan - Primary Objectives
<ul style="list-style-type: none"> - The acquisition and removal of structurally substandard and obsolete buildings in the CRA will free up CRA land for new and more productive commercial and residential development - The acquisition of property where conditions of title, diverse ownership, lot layouts, or other conditions prevent the proper development of the property will make this land available for more productive development - The provision of public improvements associated with the redevelopment of the CRA will result in an improved vehicular circulation plan and the improvement of identified priority intersections - Redevelopment of the CRA will improve the image of the JIA area and surrounding Jacksonville by replacing deteriorated or obsolete buildings or land in economic disuse with new and competitive development, by providing needed streetscape improvements, and by providing landscaped open space park areas and pedestrian linkages - The provision of increased public services will further the stated goal of maintaining the high level of services in police protection, fire protection, street lighting, and waste collection - Redevelopment of the CRA will provide presently underutilized land for public and private development which will support and strengthen the City’s commercial base by increasing the area’s penetration of the market for new commercial and residential uses, increasing economic values and increasing tax revenues

5.0 RESOLUTION OF BLIGHT CONDITIONS

The primary objective in the establishment of the JIA CRA was to eliminate blight conditions in the redevelopment area and encourage private development. A way to measure the success of meeting this goal is to revisit the blight conditions cited when the JIA CRA was established in 1993 and determine the degree to which these conditions exist today.

The JIA CRA Community Redevelopment Plan reiterates the blight conditions from the Finding of Necessity that existed at the time the CRA was established. The language used to describe these blight conditions does not coincide precisely with the language used to define “blighted area” in Section 163.340(8), F.S. The status of each of these blight conditions (Enabling Conditions) as they may exist today in the JIA CRA is discussed in Sections 5.1 through 5.3 below.

5.1 Predominance of defective or inadequate street layout, parking facilities, roadways, bridges, or public transportation facilities

Considering the dramatic increase in taxable values recognized by the CRA between 1993 and 2022, during the past several years the Agency Board recommended resolving many of the outstanding transportation and pedestrian deficiencies by approving road projects which promote better circulation for residents and commerce within the JIA CRA. Transportation studies funded by the JIA CRA were used to identify a significant number of transportation projects needed within the boundary, which have been constructed, are under construction, or have been funded for completion.

Notable roadway improvements since 1993 include: the completion of I-295, construction of the JIA South Access Road, improvements to Airport Center Drive and Max Leggett Parkway, construction of the JIA North Access Road, on-going I-95/I-295 interchange improvements, Harts Road improvements, several Mobility Projects, as well as the widening of Main Street from New Berlin Road to Max Leggett Parkway and Duval Road from I-295 south to the JIA boundary. Coupled with the significant private development that has occurred in the JIA CRA, the taxable value of real property within the boundary has increased by over 885% during the life of the CRA thus far.

5.2 A greater number of violations of the Florida Building Code in the area than the number of violations recorded in the remainder of the county or municipality

There are a number of neighborhoods located within the boundaries of the subject area, including Pecan Park, Turtle Creek, Biscayne Estates and Biscayne Lakes. Additionally, there are several larger neighborhoods outside of the boundary but proximate to the JIA CRA, including San Mateo and Oceanway. The development of River City Market Place continues to serve as a catalyst for the area. Further, improvements that have occurred in the last fifteen years, mostly due to establishment of new residential subdivisions, businesses, and roadways, primarily development along Main Street, Airport Road, Yellow Bluff Road, and Duval Station Roads have met the goals and objectives as previously stated.

After review of the current conditions, it was concluded that the neighborhoods are largely stabilized with few absentee landlord issues. It was also determined that the majority of blight conditions located along commercial corridors, rather than within the residential areas, have been greatly resolved. At this time, there is no evidence that there is a greater number of violations of the Florida Building Code in the JIA CRA than the number of violations recorded in the remainder of the City.

5.3 Diversity of ownership or defective or unusual conditions of title which prevent the free alienability of land within the deteriorated or hazardous area

There is no evidence in the supporting documents to substantiate the JIA CRA's designation of this area as blighted due to the referenced conditions. Anecdotal evidence indicates that there is currently no hindrance to redevelopment due to diversity of land ownership or other defective or unusual conditions of title. Right of way acquisition and/or acquisition of other properties needed for planned road improvements have not surfaced as a critical issue for implementation of these projects.

Present conditions in the JIA CRA do not support the assertion that the specific findings of blight noted in the Finding of Necessity exist throughout the area today. However, these blighted conditions may certainly still exist in pockets of the JIA CRA as with any area of the community.

6.0 CONCLUSIONS AND RECOMMENDATIONS

The goal of a CRA is to transform designated blighted areas into vibrant, thriving commercial areas and neighborhoods. The accomplishment of the JIA CRA can be measured by the reduction of the conditions of blight, by the funded and completed projects, and by the collective actions taken towards reaching the stated CRA Master Plan Program Goals.

The formation of the CRA beginning in 1990 utilized the existence of the three conditions of blight documented to allow for CRA planning, administration, and funding per Florida statutes. It was these defined blight conditions within the specific CRA legal boundary that supported the approval and execution of a large range of projects, all of which assisted in meeting the general goals and objectives stated in the JIA CRA Redevelopment Master Plan.

The CRA activities to eradicate blight conditions since the adoption of the Master Plan in 1993, along with regional economic growth and improved conditions to date, conclude that this CRA has largely accomplished the elimination of the defined blight conditions and no longer exhibits the three conditions of blight which provide the foundation for all other CRA activity. Therefore, the CRA Board and the City of Jacksonville conclude that the JIA CRA sunset and accordingly direct future responsibility for the remaining financial obligations and related decisions to the City.

CRA closure requires both financial accountability and text amendment/modification to the Comprehensive Plan in addition to notice and adoption of local resolution by the CRA Board/City Council. Financial accountability includes TIF revenue commitments, Public/Private Development Agreements, Contractual obligations, and expense reimbursement for CRA related activities past and projected through closure. Additional consideration may exist for any remaining TIF Trust fund balance disbursement.

**Exhibit A
JIA CRA
Boundary**

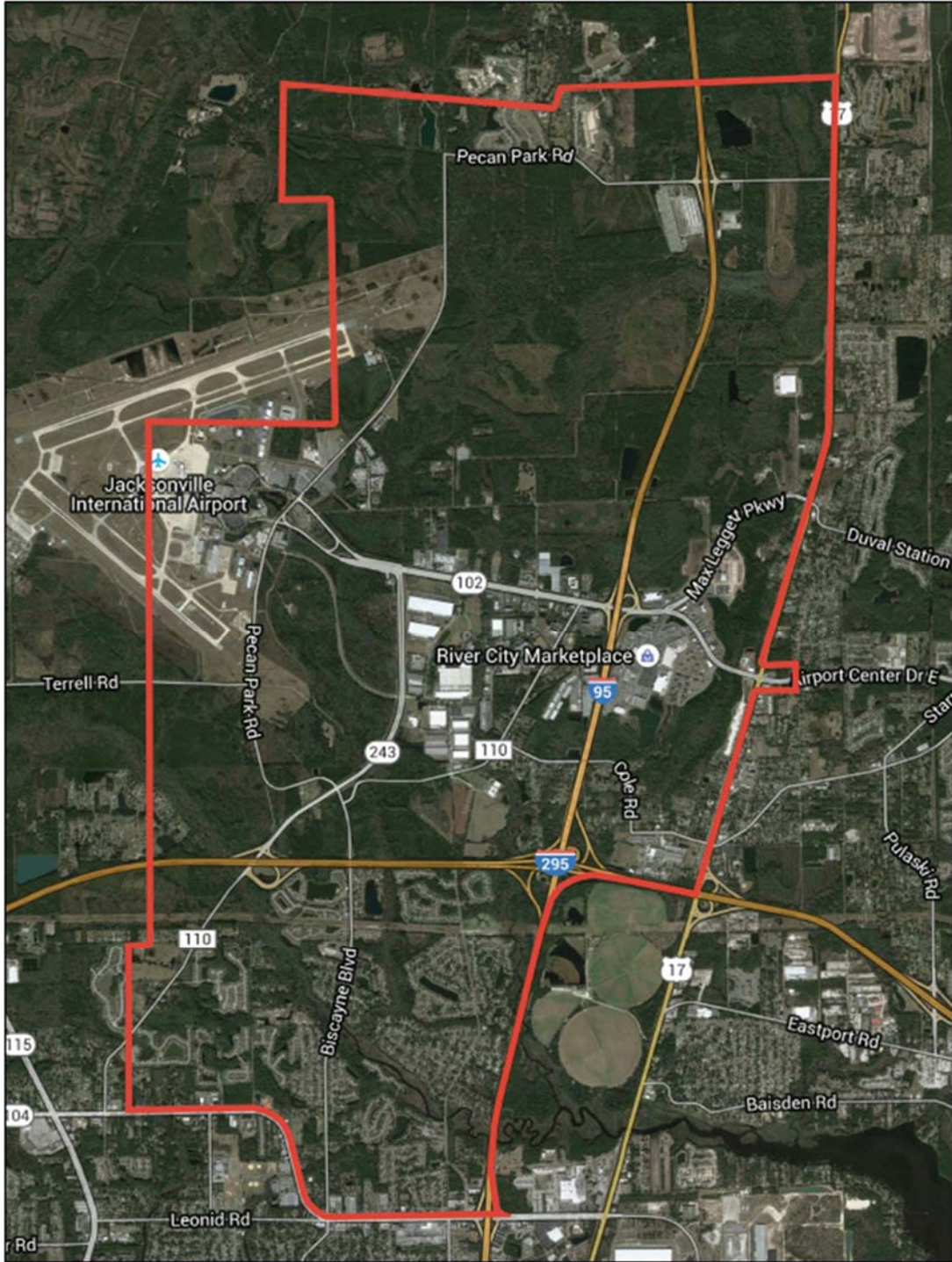


Exhibit B

JIA CRA Trust Fund

Year	Taxable Value	Incremental Increase	Revenue
95-96	\$214,187,381.00	\$24,987,119.00	\$263,954.00
96-97	\$247,684,800.00	\$58,484,538.00	\$615,975.00
97-98	\$272,081,054.00	\$82,880,792.00	\$865,183.00
98-99*	\$306,983,120.00	\$117,782,858.00	\$1,221,409.00
99-00	\$341,885,185.00	\$152,684,923.00	\$1,561,006.00
00-01	\$374,380,767.00	\$185,180,505.00	\$1,855,936.00
01-02	\$410,034,811.00	\$220,834,549.00	\$2,170,621.00
02-03	\$438,295,632.00	\$249,095,370.00	\$2,405,452.00
03-04	\$475,863,105.00	\$286,662,843.00	\$2,679,670.00
04-05	\$512,568,495.00	\$323,368,233.00	\$2,976,121.00
05-06	\$572,794,757.00	\$383,594,495.00	\$3,516,603.00
06-07	\$570,310,763.00	\$381,110,501.00	\$3,490,210.00
07-08	\$947,629,523.00	\$758,429,261.00	\$6,112,860.00
08-09	\$982,917,243.00	\$793,716,981.00	\$6,397,276.00
09-10	\$913,192,202.00	\$723,991,940.00	\$6,377,692.00
10-11	\$866,716,067.00	\$677,515,805.00	\$6,459,121.00
11-12	\$803,294,966.00	\$614,094,704.00	\$5,854,493.00
12-13	\$760,069,939.00	\$570,869,677.00	\$5,442,406.00
13-14	\$751,721,339.00	\$562,521,077.00	\$6,114,494.00
14-15	\$792,029,791.00	\$602,829,529.00	\$6,550,133.00
15-16	\$958,504,409.00	\$769,304,147.00	\$8,361,067.00
16-17	\$1,006,320,538.00	\$817,120,276.00	\$9,006,395.00
17-18	\$1,086,323,886.00	\$897,123,624.00	\$9,841,964.00
18-19	\$1,264,062,061.00	\$1,074,861,799.00	\$11,683,538.00
19-20	\$1,394,864,007.00	\$1,205,663,745.00	\$13,105,330.00
20-21	\$1,510,940,558.00	\$1,321,740,296.00	\$14,367,059.00
21-22	\$1,637,212,099.00	\$1,448,011,837.00	\$15,757,505.00
22-23	\$1,864,654,906.00	\$1,675,454,644.00	\$18,012,905.00
Total Revenue			\$173,066,378.00
<i>Sources: City of Jacksonville Council Auditor's Office</i>			
* Estimated			

Exhibit B, Continued

