

# **JACKSONVILLE TRANSPORTATION AUTHORITY**

## **Joint Use and Transit-Oriented Development Policies and Guidelines**

**Jacksonville Transportation Authority  
121 W. Forsyth Street  
Jacksonville, Florida 32202**

**Revised: September 2018**

# **JOINT USE AND TRANSIT-ORIENTED DEVELOPMENT POLICIES AND GUIDELINES**

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# JOINT USE AND TRANSIT-ORIENTED DEVELOPMENT POLICIES AND GUIDELINES

## 1. INTRODUCTION

### 1.1. TRANSIT ORIENTED DEVELOPMENT DEFINITION

Transit-oriented development, or TOD, is a compact, high density, multi-modal, mixed-use form of development within ½-mile of a transit station that maximizes existing infrastructure. TOD is a departure from the auto-oriented, sprawling development pattern to a more pedestrian-oriented, transit friendly format that combines residential, commercial, and recreational uses within a walkable distant of a premium transit service.

A TOD is typically designed with smaller block sizes with the densest areas normally located within a radius of ¼ to ½ mile around the central transit stop. TOD primarily occurs when regional or local governments encourage it through land use planning, zoning laws, and changes to building codes, among other things. Facilitating TOD also requires interagency collaboration from transit agencies, land use authorities, and government institutions along with buy-in from the public and development community to be successful.

### 1.2. FOUNDATIONAL PRINCIPLES OF TOD

**Compact Development** – The level of density within the TOD should be the highest within the station area (¼-mile of the transit station). High concentrations of residences, jobs, and amenities within the station area are necessary to provide ridership and contribute to the long-term viability of the TOD.

**Mix of Uses** – TODs should include a rich mix of uses including residential, commercial, recreational, office, and services to create a “mini-town” where all functions of life are incorporated in walkable distance to transit. The mix of uses can either have a horizontal format with uses adjacent or evenly distributed or a vertical format with a multi-story building having active uses on the ground floor and either residential or commercial uses above. The integration of uses and compact development format should reduce personal auto-dependence and parking demand.

**Parking** – TODs should have a progressive parking management strategy that reduces both the demand and supply of parking to reduce personal automobile usage. The ratio of housing units to the number of parking spaces needs to be managed to encourage walking and transit use. Strategies to employ to reduce

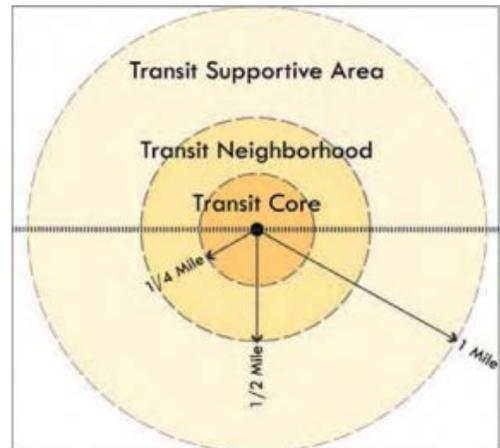


Image Source: FDOT TOD Guidebook

parking supply could include the abolishment of minimum parking requirements and the institution of maximum parking requirements. Increasing the cost of parking for instance unbundling parking and charging full parking rates could reduce parking demand and/or force a mode choice adjustment. Developing large surface parking lots also should be discouraged.

**Civic Space and Public Art**– TODs should have a pedestrian-oriented design which promote non-motorized modes of transportation like walking or cycling. Aesthetically pleasing public and green spaces can act as a social catalyst to TOD highlighting the “place-making” aspect of TOD. As of the adoption of the Joint Use and TOD Policy and Guidelines, JTA encourages permanent contemporary artwork that supports The Art in Public Places Ordinance adopted by the City of Jacksonville City Council, revised and approved by the Mayor in May 2002.

**Street Design** – TODs should exhibit a grid network of interconnected streets that increase mobility and connectivity. The common elements of complete streets are important in all TOD streets, including narrow vehicular travel lanes, on-street parking, bicycle lanes, wide sidewalks, landscaping, and transit infrastructure.

**Multimodality** – Streets in TOD must focus on multi-modal transportation, prioritizing pedestrian travel over all other modes. Non-motorized transportation (NMT) like walking and cycling will be promoted and infrastructure will be in place to ensure the safety of the NMT commuters. The JTA will incorporate alternative transport solutions and emerging technologies that provide a first and last mile connection to transit. Shared mobility options such as bike share, care share, and rail hailing services will provide commuters alternatives to personal car ownership and enhance the multimodality in the TOD.

**Interagency Coordination** – The JTA will establish partnerships with the City of Jacksonville (COJ) and the Downtown Investment Authority (DIA) to collaborate on TOD related activities within their jurisdictional coverage areas. The JTA will also coordinate with the COJ in developing a shared TOD/joint-use framework and Comprehensive Plan amendments that promote TOD and streamline the implementation process.

**Public Outreach** – The JTA will develop an educational campaign for TOD targeting elected officials, developers, and the general public. The JTA will conduct developer workshops and provide educational materials to elected officials and the public.

**Assembling Land for TOD** – There needs to be large assemblies of available property near transit station that will be the centerpiece for TOD. Through the process of infill development existing structures can be rehabilitated and repurposed for new uses within the TOD.

### 1.3. BENEFITS OF TOD

TOD is an “investment” that is beneficial to the public, transit agencies, developers and land owners, and the local government. Congestion relief is a major benefit of TODs which lead to improved public health and the betterment of the environment. Household expenses are lowered because of the reduction in transportation costs. The walkable, connected street decision enhances mobility, reduces auto dependence and demand for parking, and improves pedestrian and cyclist safety. Likewise, transit sees a spike in ridership and the development of a financially sustainable transit system. TODs accommodate future growth, generate an alternative source of revenue, and support economic development while expanding the tax base.

### 1.4. FINANCING TOD

Financing TOD infrastructure is often a costly venture. Financing opportunities exist within both the public and private sector. Federal and state grants exist that can be used to finance TOD. Leveraging land values increases to fund TOD projects for example through the value capture process is another option.

Value capture is an important element of station area planning and development and is frequently discussed in the context of TOD projects. It can be used as a strategic method to finance TOD. The value capture concept involves “capturing” value that has been created. Investments in infrastructure increase property value creating a surplus. Value capture process in terms of TOD seeks to utilize this surplus to finance TOD infrastructure. There are multiple value capture mechanisms that could be used to finance TOD. The JTA has identified several that should be further explored such as:

- **Joint Development** – Public-private partnership where the public entity (transit) leases or sells property to a private developer or business owner. The partnership can result in the comingling of resources and cost sharing with opportunities for revenue sharing.
- **Tax Increment Financing** – A public financing tool often used to promote economic development and redevelopment. Property tax (ad valorem) revenue generated from increases in property values within Tax Increment Financing (TIF) Districts is earmarked for these purposes. The TIF District designation often require communities to be designated as “blighted” or “underdeveloped.” Community redevelopment agency (CRAs) are required to establish a redevelopment trust fund and revenues are incrementally deposited into the trust. Jacksonville has five CRAs with the two downtown CRAs under the management of the Downtown Investment Authority (DIA). There are three TIFs Districts in Downtown Jacksonville: Northside West, Downtown East, and the Southside TIF Districts. Section 163.387(1) of the Florida Statutes sets forth the TIF requirements in the State of Florida.

- **Density Bonus Programs** – Density Bonus Programs are incentive base programs for developers that soften zoning requirements in exchange for the provision of public amenities. Some local governments use density bonuses as an affordable housing strategy where developers are allowed to increase the number housing units in the project in exchange for including more affordable housing units in the project. Refer to Section 420.615 of the Florida Statutes for additional guidance.
- **Mobility Fees** – A mobility fee is an impact fee borne from the estimated additional transportation demand from a new development and the costs identified for transportation improvements to mitigate the associated development impacts. According to the Florida Department of Transportation (FDOT), mobility fee revenue can be allocated for roadway projects or transit-supportive investments. Transit-supportive investments are not limited to infrastructure. Transit capital in the form of buses, stations, and rail infrastructure can be funded. Statutory requirements that mobility fee programs need to meet are listed in Section 163.3180 of the Florida Statutes.
- **Development Impact Fees** – A development impact fee is a levied by local governments on developers in response to required additional public capital facilities associated with the new development. Refer to Section 163.31801 of the Florida Statutes for additional guidance.
- **Special Assessment and Taxing Districts** – A special assessment is a development financing tool which involves an additional tax levied on a piece of property. The tax is collected by the local taxing agency and place in a dedicated fund for financing projects. Refer to Section 197.363 of the Florida Statutes for additional guidance.
- **Developer Agreements** – A developer agreement is a contractual agreement between a governmental entity and a developer that stipulates the standards and conditions that govern the development of the property. Refer to Section 163.3227 of the Florida Statutes for additional guidance

## 2. FDOT TOD GUIDANCE

The Florida Department of Transportation (FDOT) produced a TOD Guidebook for the State of Florida that can be used a reference in future TOD-related planning efforts. The Guidebook includes a TOD “Place Type” Analysis which has a preliminary methodology for evaluating existing conditions for TOD potential. The TOD Place Type Analysis establishes three scales regional, community, and neighborhood of TOD analysis with recommended ratios of residential and non-residential development.

Station Area - Mix of Uses Targets (from TOD Framework) (applies to all transit modes)		
TOD Place Type	% Residential	% Non-Residential
Regional Center	35%	65%
Community Center	45%	55%
Neighborhood Center	75%	25%

**GIS Analysis** – The guidebook also provides an analysis of protocols for conducting a GIS analysis of the transit station and surrounding area. A guideline for producing a series of maps, or map package, for the spatial analysis that clearly define the station area is included. The recommended 10 maps included in FDOT TOD station analysis include:

- Existing Conditions
- Street Network and Block Structure
- Figure Ground
- Existing Land Use
- Future Land Use
- Existing Residential Units
- Existing Residential Density
- Existing Non-Residential Intensity
- Existing Intensity
- Transit Service



The guidebook identifies quantifiable attributes for station area measures that relate to the required ridership for the different modes of transport (i.e. rail, BRT). This information can be used to help estimate the feasibility of the TOD relative to the existing and planned conditions of the area. The station area attributes include the following:

- Residential Development (number of residential units, residential density)
- Non-Residential Intensity
- Employment Intensity (number of jobs, density of jobs/acre)
- Jobs-to-Housing Ratio
- Mix of Uses

The guidebook also distinguishes individual site specific measures for sites within the station area which include:

- Net Residential Density
- Floor Area Ratio (FAR)
- Street Network
- Building Design
- Residential and Non-Residential Parking
- Transit Network

### **3. PURPOSE AND APPLICABILITY**

#### **A. PURPOSE**

Transportation infrastructure and land development planning should be undertaken in a cooperative manner. If either effort proceeds without consideration of the interactions between the two, significant unnecessary burdens are imposed, including the need for additional tax revenues to build additional infrastructure, traffic congestion, and its accompanying ills. The purpose of this Policy is to address one aspect of this confluence of land development and transportation planning: the so-called "transit-oriented development," or "TOD." In this Policy, that term is given a broad meaning, including but not limited to the "classic" sense of high-intensity, mixed use developments occurring within a given distance of a fixed guideway transit facility. Additionally, Joint Use Development is a sub-set of TOD; where, the property interests are owned or controlled by JTA and development is undertaken with a private sector partner through either land sale or lease.

Land development and redevelopment in areas adjacent to transit facilities such as Skyway stations, bus rapid transit (BRT) stations, and mobility hubs, will impact and be influenced by those transit facilities. Among other significant impacts, such development can affect transit ridership and trip share, which in turn affect such key elements as farebox recovery, transportation system congestion, and parking demand. Conversely, transit facilities will influence such things as the character of the adjacent development, cost of infrastructure to support the development, and the desirability and sustainability of the development. Therefore, it is essential to have established goals, evaluation criteria, procedures and practices to ensure that these mutual impacts and influences are positive for both the transit facilities, operations of the JTA and its patrons, as well as the character and operations of the adjacent development and its patrons.

This Policy establishes the framework that JTA will use in:

- Evaluating development proposals on property owned or controlled by JTA at existing or planned transit facilities;

- Cooperation with local jurisdictions and government approval agencies, to encourage TOD on other private or public property adjacent to JTA transit facilities;
- Identifying the roles and responsibilities of the JTA Board of Directors, the Real Estate Committee, the Chief Executive Officer or his designee and JTA staff; and
- Defining the process for considering unsolicited proposals for TOD or Joint Use Projects.

#### B. APPLICABILITY

This Policy will be applied, with appropriate modulation consistent with the scope of the subject development (land use or transit facility), to existing and future transit facilities. Such facilities include the existing and future fixed guideway stations of Skyway, light rail, commuter rail, as well as bus rapid transit stations and traditional bus hubs, and associated park-and-ride or other parking facilities.

In this Policy, it is recognized that specific development opportunities and development projects at or around current and future transit facilities may differ in size, intensity, land use mix, and design elements; however, JTA's permitting of, participation in and encouragement of projects and development plans at or around current and future transit facilities, large-scale or modest, should endeavor to achieve the goals set forth in this Policy.

This Policy is intended to cover Transit-Oriented Development properties and transactions, as well as Joint Use properties and transactions. This Policy is not intended to cover JTA Surplus Property which is excess property declared by the Authority's Board to no longer be essential to or have any present or future use or purpose for the Authority or Authority facilities. Surplus Property will be governed by JTA's Surplus Property Disposition Rule.

#### 4. GOALS

In its TOD and Joint Use Development activities (including the sale or leasing of land, air space or interests in land) as well as in its transit facilities planning related to stations (including the acquisition, planning, design location and nature of transit facilities, and the location and nature of physical improvements ancillary to transit facilities), and in the promotion and support of public, private or joint development at or around current and future transit facilities), JTA may seek to serve the following goals, as applicable:

- A. Enhance economic development and transit ridership;
- B. Facilitate multimodal connectivity and accessibility;
- C. Increase non-motorized access to stations;
- D. Create new interagency coordination structures for TOD Implementation;

- E. Engage both public and private sector development interests in planning for TOD
- F. Create equitable, mixed income TOD; and
- G. Incorporate shared mobility and other emergent technology-enabled transportation services to enhance the U<sup>2</sup>C system, place-making, and additional economic benefits.

These goals shall inform decisions made within this Policy, and the interpretation of this Policy.

## **5. STRATEGIC DIRECTION**

The following are some of the strategies that the JTA may pursue to encourage and support TOD, and the TOD goals set forth in this Policy, throughout its jurisdiction:

- A. JTA may support transit-compatible land use plans that enhance JTA's multi-modal transit, ridership and revenue goals, including compatible land development of JTA-owned or leased properties adjacent to existing or planned transit elements.
- B. In accordance with state laws and JTA's rules and policies, JTA may solicit proposals, or receive and evaluate unsolicited proposals, for private or Joint Use Development of its various current and future property holdings adjacent to current or planned transit facilities.
- C. JTA may encourage cooperative and joint development and public-private partnership opportunities in the acquisition of property, planning for new transit facilities, and construction and renovation of transit facilities in a coordinated manner with TOD opportunities.
- D. In the planning of a transit corridor project, JTA may evaluate transit facilities and develop strategies and concepts to integrate stations with adjacent properties, with an emphasis on transit ridership increase and enhancement through TOD potential.
- E. In cooperation with local jurisdictions, JTA may support and encourage development proposals or master planned projects on non-JTA owned property adjacent to or near existing and planned transit facilities that meet the goals of this Policy.
- F. JTA may actively encourage and allow surrounding property owners/developers to construct direct connections and/or pedestrian connections from their properties to transit facilities to support the use of the transit facilities, including through incentives and shared common developments.

- G. In consultation with local jurisdictions and with community input, JTA may prepare specific station area plans and guidelines for the transit facilities and adjacent properties that are compatible with the nature, scale and aesthetics of the surrounding community.
- H. JTA may consult and work cooperatively with local jurisdictions, redevelopment agencies, state agencies, developers, and other private and public sector entities to promote and encourage land use policies and plans that support TOD goals and strategies, including the following: supporting alternative circulation concurrency concepts for projects which encourage transit use and effective transit share; actively seeking in-fill development opportunities at existing and planned transit facilities; and actively promoting the development of transit system elements as relievers for congested roadway links.
- I. JTA may support a variety of strategies and incentives, where appropriate and allowed by local jurisdictions, to encourage compact mixed-use development, such as TOD overlay zoning, increased density and density bonus allowances, shared parking and optimal parking standards, and alternative concurrency provisions.
- J. Projects with a residential component may be encouraged to provide a range of housing types to meet the needs of a diversity of household incomes, units affordable to lower AMI percentiles, size and age groups.
- K. JTA may encourage a range of commercial or institutional uses that meet the needs of a diverse ridership and mobility options (e.g. grocery anchored centers, dry cleaning facilities, convenience stores, book stores, day care centers, bike sharing stations, car sharing, etc.).
- L. Where appropriate, including for demonstration purposes, JTA may acquire property adjacent to existing or planned transit facilities to enhance TOD development and its positive impact on transit ridership and transit share, for master planning and development by one or more private developers.
- M. JTA may cooperatively work with adjacent property owners/developers through planning assistance, coordination with government approval processes, and promotion and marketing of projects that achieve JTA's Joint Use and TOD goals.
- N. JTA encourages its development partners to embrace sustainable design, construction, and operating practices at the project level.
- O. The JTA will transition the real estate focus from transactions and/or disposal of property to strategic development and acquisition as appropriate.

- P. The JTA will identify and secure TOD financing tools. Value capture mechanism like TIF) and joint-use will be explored.
- Q. The JTA will capitalize on current strategic opportunities.
- R. The JTA will consider legislative agenda that may include special tax districts, regulatory reform, or JTA permitting power.
- S. The JTA will work with the local jurisdiction the establish incentives to motivate the developer community and business owners to create TOD-oriented developments.

## **6. PROPOSAL SOLICITATION AND EVALUATION PROCESS**

### **A. PARTIES' RESPONSIBILITIES**

The JTA Joint Use and TOD program is implemented through the combined efforts of the Board, the Real Estate Committee, the Chief Executive Officer or his designee, and JTA staff. Their major roles and responsibilities are outlined below:

#### **i. JTA Board of Directors**

The JTA Board of Directors establishes joint development policies, exercises specific approvals within the joint development process, and maintains oversight of the joint development program. In fulfilling these roles in the Joint Development program, the Board must comply with the Code of Ethics for Members of the JTA Board of Directors.

#### **ii. The Board's responsibilities include:**

1. Approve Joint Use and TOD policies, goals and objectives.
2. Approval of preliminary developer selection and a non-binding term sheet based on staff recommendation.
3. Approval of terms of a binding Joint Development Agreement (the final contract) with the designated developer.
4. Approval of amendments to Joint Development Agreements having one of the following: (a) a value over \$100,000, (b) an assignment or a change in ownership or development team composition, (c) any material amendment that reduces compensation to JTA, extends the Term or changes proposed uses or elements, or (d) any amendment or modification which would require Board approval pursuant to applicable law or any other JTA rule.

#### **iii. Real Estate Committee:**

The Real Estate Committee is the Committee created by the Chairman of the Authority's Board of Directors, or by the Authority's Board of Directors, pursuant to the Authority's Bylaws. Any proposed Joint Use

project, or proposed Transit-Oriented Development valued at more than \$100,000 will be submitted to the Real Estate Committee for its consideration and its recommendation to the Board. Any proposed Joint Use Development, or proposed Transit-Oriented Development valued at less than \$100,000 will not be submitted to the Real Estate Committee for its consideration. The Real Estate Committee will not make a final determination regarding any Joint Use Project, or Transit-Oriented Development, but will make recommendations to the Board for the Board's ultimate approval or disapproval of the proposed project.

iv. Chief Executive Officer and JTA Staff responsibilities include:

The Chief Executive Officer is responsible for the overall management, administration and conduct of joint development activities on behalf of JTA. Included among these responsibilities are:

1. Establishment of development goals and transit facility needs.
2. Establishment of a process leading to internal and external decisions on use of JTA property.
3. Prioritization of projects/development opportunities and establishing overall program pace to achieve highest quality project outcomes.
4. Establish objectives that broadly emphasize enhancement of land development potential and, ultimately, development of land, and more specifically, include: transit facility planning; participation in, and advocacy for, transit facility TOD planning; marketing of development opportunities; selection of development partners; and, negotiation of final agreements.
5. Minimization of time required to reach agreement with development partners.
6. Presentation of development projects to communities along with local jurisdictions and developers.
7. Collaboration with developers to obtain zoning and development approvals (with the level of JTA involvement dependent on project specifics).
8. Use of mechanisms that maximize developer interest and competitive pricing of joint development projects.
9. Staff is responsible for developing solicitation proposals and evaluating unsolicited proposals pursuant to Section B. Additionally, Staff will submit recommendations to the CEO and Board on selected development partners and proposals.
10. The CEO may approve and execute amendments to Joint Development Agreements having a value of \$100,000 or less and which do not meet

any of the criteria requiring Board approval as set forth in Article IV.A.a, 4 above; provided that the CEO shall provide the Board with a written summary report regarding such amendment and setting forth the reason for approval.

v. Staff Real Estate Working Group

The Staff Real Estate Working Group is made up of Authority employees designated from time to time by the CEO, or his designee. The employees may include manager level employees or above from several functional areas: Long Range Planning & System Development, Transit Operations, Finance & Administrative, External Affairs, Compliance & Risk Management, & Legal Services.

The Staff Real Estate Working Group's responsibilities include:

1. Provide oversight, guidance, and strategic input into action plans for development and entitlement of land.
2. Provide review function to CEO and Board of Directors regarding major decision points within JTA's Joint Use & TOD proposals.
3. Review and approval of real estate pro formas and budgets.
4. The authority to retain such outside counsel and other advisors as it determines appropriate to assist in the full performance of its functions, with prior approval of the Director of Legal Services or Chief Financial Officer, and in compliance with JTA's Procurement Rules.

B. SOLICITED & UNSOLICITED PROPOSALS FOR JOINT USE DEVELOPMENT & TRANSIT-ORIENTED DEVELOPMENT

JTA may solicit request for proposals for Joint Use and TOD at its properties under a competitive selection process in accordance with the terms of Section (i) of this Rule set out below, and Section 349.22, Florida Statutes, as applicable. In addition, JTA may consider unsolicited proposals for Joint Use Development or TOD of and near current and planned transit facilities which support the goals of this Policy in accordance with the terms of Section (ii) of this Rule set out below, and Section 349.22, Florida Statutes as applicable. Other site-specific criteria as may be determined by JTA may be included.

i. REQUEST FOR PROPOSALS

1. Upon determination to issue a request for proposals for a Joint Use Development or TOD, JTA shall publish notice in the Florida Administrative Weekly and a newspaper of general circulation in the county where the proposed project is located at least once a week for two weeks. Additional notice may be undertaken by JTA at the discretion of the Staff Real Estate Working Group or the Real Estate Committee. JTA shall advertise that it will receive competing proposals for a period not less than 60 days.

2. JTA shall not be required to accept or recommend any proposal, whether or not any competing proposals are received. JTA reserves the right to:
  - a. Reject the any proposal received by JTA and to take no further action because in JTA's judgment the proposal or proposals in question would be untimely, inappropriate, or not in JTA's best interest;
  - b. Negotiate modifications to any proposal that it deems acceptable;
  - c. Request and consider additional information from any proposer;
  - d. Waive minor irregularities and defects in the request for proposal, the advertisement thereof, the proposal process or any or all proposals received;
  - e. Seek new proposals when it determines that it is in its best interest to do so; and
  - f. The right not to proceed with the award of a contract for any reason and, if an award is made, to cancel the award at any time until a formal contract is fully executed and approved by JTA, without any liability except for return of any administrative fee.
3. In determining whether to accept a proposal, the JTA staff will review the proposal based on criteria in Section C. Further, the staff may consider:
  - a. Whether JTA has an on-going operational use for the property;
  - b. Development of the general type and scale proposed is incompatible with the Joint Use and TOD Policy and Guidelines and/or plans of the local jurisdiction;
  - c. Whether the proposal advances or is consistent with an existing or proposed station area master plan;
  - d. Whether JTA believes it is in the agency's economic best interest; and
  - e. Any other pertinent information.

ii. UNSOLICITED PROPOSALS

The following conditions shall apply to the evaluation of unsolicited proposals:

1. JTA shall require an administrative fee of \$25,000. JTA may increase this fee when, in its reasonable estimation, the costs of evaluating the proposal will exceed that amount. The JTA may engage the services of a private consultant to assist in the evaluation and those costs shall be paid by the proposer and may charge a reasonable fee to cover the costs of processing, reviewing, and evaluating any unsolicited proposal, including, but not limited to, reasonable attorney fees and fees for financial and

technical advisors or consultants and for other necessary advisors or consultants.

2. Within 30 business days of receipt of the unsolicited proposal JTA will respond to the proposer. This response will acknowledge receipt, will provide general information about the process which will be followed by JTA and may request additional information or clarifications from the proposer. Nothing herein shall limit the time for JTA staff to fully evaluate such proposal.
3. Upon determination to consider an unsolicited proposal for a Joint Use Development or TOD, JTA shall publish notice in the Florida Administrative Weekly and a newspaper of general circulation in the county where the proposed project is located at least once a week for two weeks. Additional notice may be undertaken by JTA at the discretion of the Staff Real Estate Working Group or the Real Estate Committee JTA shall advertise that it will receive competing proposals for a period not less than 60 days.
4. JTA shall not be required to accept or recommend an unsolicited proposal, whether or not any competing proposals are received. JTA reserves the right to:
  - a. Reject the unsolicited proposal, or any other proposal received by JTA and to take no further action because in JTA's judgment the proposal or proposals in question would be untimely, inappropriate, or not in JTA's best interest;
  - b. Negotiate modifications to any proposal that it deems acceptable;
  - c. Request and consider additional information from any proposer;
  - d. Waive minor irregularities and defects in the request for proposal, the advertisement thereof, the proposal process or any or all proposals received;
  - e. Seek new proposals when it determines that it is in its best interest to do so; and
  - f. The right not to proceed with the award of a contract for any reason and, if an award is made, to cancel the award at any time until a formal contract is fully executed and approved by JTA, without any liability except for return of any administrative fee.
5. In determining whether to accept an unsolicited proposal, the JTA staff may review the proposal based on criteria in Section C. Further, the staff shall consider:
  - a. Whether JTA has an on-going operational use for the property;
  - b. Development of the general type and scale proposed is incompatible

with the Joint Use and TOD Policy and Guidelines and/or plans of the local jurisdiction;

- c. Whether proposal advances or is consistent with an existing or proposed station area master plan;
- d. Whether JTA believes it is in the Agency's economic best interest; and
- e. Any other pertinent information.

If JTA decides to reject any proposal and take no further action, it shall so notify the unsolicited proposer.

### C. SPECIFIC CRITERIA

Developers will be required to submit information concerning their proposed development for the subject Joint Use Development or TOD project, which will be detailed in the solicitation materials prepared by the staff of JTA. Among the items which may be required are the following: Site-specific conditions and requirements will be set forth in the solicitation materials, including any applicable special or unique criteria that are determined by the Real Estate Committee or Staff Real Estate Working Group to be necessary for consideration of a proposal:

- i. Description of the physical proximity of each development element to the transit facility, including site plan and circulation scheme.
- ii. Description of each development element, phasing schedule, architectural theme, parking, access, zoning requirements, easements and other key development approval matters.
- iii. Description of pedestrian connections with development elements, transit facilities, and parking including covered or uncovered walkways, public art or landscaping elements, and any other provisions to promote walkability and pedestrian accessibility within the development and to surrounding development and transportation facilities.
- iv. Description of any public spaces, parks, or other open space within the development.
- v. Description of any environmental conditions or considerations affecting the project and plans for addressing such issues.
- vi. Description of development densities and transition to surrounding neighborhoods and developments.
- vii. Description of proposed development in furthering TOD in the applicable transit corridor; or, as applicable, character of infill TOD in furthering transit system.
- viii. Description of affordable housing goal to include multiple stakeholder collaboration in the financial feasibility of mixed-use, mixed-income projects.

- ix. Relationship of uses, density/intensity as appropriate, architectural elements and common elements to surrounding community.
- x. Services provided to transit patrons from uses within the development.
- xi. Incentives to be required by developer or provided by development unit owners or other governmental or private third-party participants to encourage transit use by owners, tenants, and guests.
- xii. Preservation of corridors and space for future transit facilities and intermodal facilities at the site.
- xiii. Potential for extended adjacent development to be transit-related.
- xiv. Total return to JTA (rents, sale proceeds, contributions to transit facilities, parking revenues, transit revenues), and total required investment by JTA.
- xv. Project financial feasibility and developer financial capacity, including ability to obtain and maintain any required financing security. Additionally, proposers will provide detailed information regarding any anticipated sources of public or private funds or financing and any “soft” money (e.g. HOME Funds, Community Development Block Grant, etc.), tax credits (LIHTC, New Market, or Historical Tax Credits), Brownfield Redevelopment program funding, or any other subsidy, or other financing mechanisms they intend to utilize or pursue to fill any financing gap.
- xvi. The proposed developer's experience, reputation, history and references as to similar projects and specifically as to prior dealings with JTA. The proposed developer shall identify all individual team members, their organizations, and their titles within their organizations. Additionally, individuals shall include all active and passive partners, principals, project leaders, as well as any other person who will have an active role in project management and decision making.

## **7. SUSTAINABLE BUILDING PRACTICES**

JTA strongly supports the use of sustainable building practices. Joint Use Development and TOD inherently contributes to sustainability by attracting dense, mixed-use development to sites served by transit and by other forms of existing infrastructure. Many Joint Use and TOD sites will be located in existing community nodes or neighborhood centers or on Brownfield’s. JTA specifically expects its development partners to embrace sustainable design, construction, and operating practices at the project level.

In adopting this policy, JTA takes particular note of the Sustainable Building Ordinance Program for the City of Jacksonville. For joint development projects in the City of Jacksonville, JTA will include the proposed standards or comparable standards as a provision of each RFP and Joint Development Agreement. JTA will include the standards, unless the City determines that they do not apply or grants a variance. For joint development projects in jurisdictions other than the City of Jacksonville, JTA will

apply sustainable building standards comparable to Sustainable Building Ordinance Program for the City of Jacksonville, unless the jurisdiction in question adopts a higher standard.

To the degree consistent with zoning, JTA supports joint development projects that exceed the applicable Sustainable Building Ordinance Program for the City of Jacksonville or local jurisdictional standard.

## **8. TRANSIT-RELATED DEVELOPMENT**

Conditions currently exist at JTA transit facilities (and will occur at future transit facilities) which do not permit the establishment of traditional transit-oriented development as a result of site size, surrounding development, site immaturity (from a development standpoint), and nature of transit services provided. In such circumstances, JTA may still consider seeking proposals for coordinated development of JTA-owned or JTA-controlled property in the vicinity of the transit facility (or JTA may consider unsolicited proposals for such properties), and will evaluate and encourage such development in accordance with the goals and strategies that can reasonably apply to such projects. By way of example, JTA may encourage, through the joint creation of pedestrian amenities, for example, small-scale commercial developments near transit facilities as a means of enhancing the ridership experience of transit patrons. In evaluating such opportunities, JTA may also consider the potential transit facilities developments at such locations, and its potential needs for additional lands to accommodate future transit facilities development.

## **9. STATION AREA PLANNING**

The JTA may undertake station area planning at specific transit facilities, and TOD proposals and the JTA land acquisition and disposition shall be guided by and consistent with such station area plans.

Station Area Plans shall reflect the goals of this Policy. At a minimum, Station Area Plans will define uses, connectivity, design standards, parking policies, etc. The plans shall at a minimum include the following elements:

- A. Proposed land use by type of use and density within the Station Area (up to a one-half-mile radius);
- B. Station access and circulation plans for motorized, non-motorized and transit access;
- C. Transit village design policies and standards, including mixed use developments and pedestrian-scaled block size; and
- D. Transit-oriented parking facilities and standards, including consideration of pricing and provisions for shared parking.

## **10. INTERGOVERNMENTAL RELATIONS**

Achieving the goals of this Policy will require coordination of various efforts and decisions by local, regional, state and federal agencies and entities. To promote the

goals of this Policy, the JTA may undertake coordination activities with regard to specific transit facilities and transit corridors or other transportation-related planning, financing, development, construction and operational services in accordance with applicable law and JTA rules. Further, the JTA may assist prospective developers with their permitting and approval processes as part of the intergovernmental coordination efforts, as required to achieve the Policy goals.

The JTA will coordinate with local governmental entities like the COJ, the DIA, and the FDOT to develop tiered interagency TOD working groups from Executive to Staff level as recommended by the ULI Advisory Service Panel. The Panel proposes an organizational structure that has proven successful in downtowns nationwide. It includes a decision-making body, a stakeholder group that will ensure that implementation happens in a way that works best for the community, and a community engagement component to debate, discuss, and direct Downtown's future.

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

The groups will meet periodically and coordinate on all TOD related projects and develop a unified TOD visionary plan for the City of Jacksonville.