

MOBILITY OPTIMIZATION through VISION & EXCELLENCE

PHASE ONE



through

MOVE

Mobility Optimization Through Vision & Excellence





A LETTER FROM THE CEO



Dear Colleagues,

Our mission at the Jacksonville Transportation Authority (JTA) is to improve Northeast Florida's economy, environment and quality of life by providing safe, reliable, efficient and sustainable multimodal transportation services and facilities. Our Board of Directors empower the nearly 800 JTA employees to inspire and motivate one another, and to pursue innovative strategies to better serve the millions of customers who depend on our services each year. Together, we have made significant progresses on our goals. We were the first agency in the country to completely revamp our entire fixed-route bus network through our Route Optimization Initiative, something our peers have duplicated in the years since. We expanded our services to meet the growing needs of surrounding counties, replaced expensive legacy modes by partnering with the private sector, and embraced our historic role in Jacksonville as a road builder and mobility integrator through the JTAMobilityWorks program.

Now the time has come for us to take a fresh look at the way we do business. Consumer needs are rapidly evolving and the demand for safe and reliable public transportation has never been greater. Just like we did with our Blueprint 2020 Strategic Plan, it is time to navigate a bold future.

Together we will embark on MOVE, our new long-term strategic plan that will guide this agency into the future. MOVE stands for Mobility Optimized through Vision & Excellence, and will be all-encompassing for the JTA in the years ahead. Through MOVE, we will take a hard look at the services we provide, the technology our employees

and customers use and the opportunities to integrate new modes. The MOVE plan will be the vehicle we use to further investigate our role as a regional mobility integrator as our entire Northeast Florida region continues to prosper beyond the boundaries of Duval County. We will look for new ways to enhance and refine our fixed-route and BRT bus networks and we will continue to enhance the travel experience for all through a new slate of JTAMobilityWorks projects and capital programs.

This past year has shown the true resiliency of the JTA as we faced the most difficult public health emergency of our lives. The bravery, professionalism and innovation displayed over the past year has gained national and international acclaim. This challenges showed us that not even a global pandemic can shake the foundation we've laid here. However, we are in no position to rest on our laurels. If we are going to survive and enhance our operations, it will take ingenuity, innovation and most importantly, teamwork.

In the coming months and years, let's once again come together to accomplish this important work. Just as we reached the milestones of our Blueprint 2020 strategic plan, we will exceed our own expectations of what is possible through MOVE.

Thank you for your contributions—in getting us to this point—and as we pursue excellence once again through MOVE.

Sincerely,

Nathaniel P. Ford Sr.
Chief Executive Officer

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EXECUTIVE SUMMARY



INTRODUCTION

In 2018, the Jacksonville Transportation Authority (JTA) Board approved the Mobility Optimization through Vision and Excellence initiative, or “MOVE.” MOVE was intended to help JTA integrate new transit technologies and mobility alternatives into its business model and become a regional mobility leader. If only leaders had known at that time how important their forward thinking would be to position the Authority for what was to come two years later.

Fast forward to 2020. The nation is experiencing a global pandemic that, at one point, had reduced some agencies’ ridership by as much as 95 percent. At the same time, social unrest and protests have swept through America’s cities in a way not seen since the 1960s. Unprecedented numbers of employees are working from home, restaurants and businesses are shuttered, and socioeconomic disparities are growing more acute. The JTA finds itself at an important crossroads amid this complicated landscape. While the initiative and resilience of the JTA’s leadership and staff have carried the Authority and its employees, customers and clients through these historic disruptions with remarkable success, it is necessary to pause and plan for the longer term. As the Authority embarks upon its strategic plan development process, leadership recognized the need for a roadmap to navigate the impacts of the pandemic, economic crisis and social unrest on the Authority’s overall operations and chart a path forward to an uncertain, post-COVID future. Based on industry trends and the JTA’s unique strengths, the MOVE Plan Phase I makes recommendations that consider critical elements such as sustainability, resiliency, operational turnarounds, equity, and innovation for all functional areas of the Authority.

The MOVE Plan Phase I focuses on immediate, tactical actions and provides a set of scenarios that help define where the JTA may need to pivot in response to circumstances related to COVID19 recovery, economic recovery, and local conditions over the next 18 months. The Phase I plan also addresses strategies to explore further in the development of the Phase II MOVE Plan, which will be the Authority’s next five-year strategic plan.





Know Your Core

Serve the Northeast Florida community by focusing on core customers, the transit-dependent, and essential workforce who rely on transit, and on whom we all rely.



Build on Your Strengths

Create new opportunities by continuing to lead the industry—using a unique position to translate past success into future innovation.



Collaborate for Success

Help bring the region together by assisting and cooperating with other area agencies, engaging the private sector and sharing a vision of an equitable and sustainable future for Northeast Florida.

PLAN THEMES

The MOVE Plan Phase I recognizes that the JTA must prioritize its core customers, while seizing the opportunity to serve new roles and forge creative partnerships in Northeast Florida that will advance equity, sustainability, and technology innovation. To that end, the Plan is centered around three themes:

- » **Know Your Core**
- » **Build on Your Strengths**
- » **Collaborate for Success**

THE PLAN DEVELOPMENT PROCESS

Industry Trends. The MOVE Plan reflects an assessment of industry trends across urban mobility providers nationwide as well as careful consideration of the trends and circumstances unique to Northeast Florida and the JTA. The Plan incorporates expert input

and examples of innovation from other regions and transit systems in order to inspire a future vision of mobility.

Research and Outreach. To develop an understanding of the effects of the unprecedented global conditions facing the region, Jacksonville and the JTA, the Plan was developed based on a thorough examination of available data and research, outreach to JTA staff and customers, advice from industry experts, and insights from local business trends. Staff and customer outreach included JTA frontline worker focus groups, customer surveys of fixed route, paratransit, and ferry services, and interviews with over 20 JTA managers and executives.

Scenario Planning. To aid in evaluating potential outcomes for the current public health, economic, and social crises, the Plan includes exploratory scenario planning. The scenarios, which are comprised of influential trend drivers that are highly uncertain, address three timeframes of recovery. By reviewing the respective triggers for each scenario and preparing appropriate responses for each one, the Authority can prepare itself for an uncertain future.

| DRIVER | RAPID REBOUND SPRING (MAY) 2021 | MODERATE MOMENTUM WINTER (FEB) 2022 | LINGERING LIFESTYLE LASTING EFFECTS PAST 2022 |
|--|---|---|---|
| COVID19 Recovery  | Fast with equitable health outcomes (i.e., Spring 2021) | Moderate with uneven health outcomes (i.e., Winter 2022) | Long-term unpredictability of public safety and health outcomes |
| Economic Recovery & Political Context  | Faster recovery with government programs softening recession impacts; stable transition post-2020 election | Longer recession with economic sector impacts accentuating current trends; federal policy changes delay grant programs | Longest recession, with structural economic change; more extensive federal policy changes “move the target” for grant programs |
| Local Conditions  | <ul style="list-style-type: none"> » Downtown resurgence » Community safety perception high » Low-range Work from Home | <ul style="list-style-type: none"> » Suburban cluster growth » Community safety perception medium » Mid-range Work from Home | <ul style="list-style-type: none"> » Housing dislocation & Redistribution of poverty » Community safety perception low » High-range Work from Home |

SCENARIO PRIORITIES

The scenario analysis identifies priority actions that the JTA would pivot to or accelerate if events indicate that a particular scenario is emerging. Planning ahead for these unique courses of action will save time and increase the Authority's effectiveness as future events unfold.

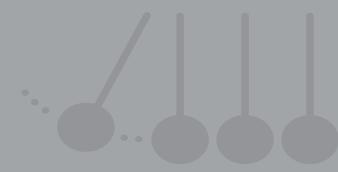
RAPID REBOUND

- » Focus on *return of customers*
- » Initiate *Vaccine Distribution* support
- » Re-engage *people with mobility options* and accelerate strategies to attract them
- » Optimize *existing BRT operations* and access
- » Focus on *downtown opportunities*
 - ✓ “*Tactical urbanism*” to test downtown mobility pilots
 - ✓ *Facilitate curb management*



MODERATE MOMENTUM

- » Focus on *improving cost efficiencies*
- » Expand *support for essential workers* (i.e., guaranteed rides home)
- » Prioritize service to *suburban employment hubs*
- » Optimize short-term *stimulus funding* programs



LINGERING LIFESTYLE

- » Address needs of *vulnerable populations*
- » Address *financial stress* through external staff utilization through the Jacksonville Transportation Innovation Corp. (JTI) and improved efficiencies
- » With regional partners, pursue *stimulus funding* for capital infrastructure projects
- » Prioritize *private and innovative partnerships* to sustain services & programs



INDUSTRY TRENDS

Several key industry trends inspire and shape the MOVE Plan's strategic directions.



TRANSIT AND MOBILITY MANAGEMENT

Transit agency leaders increasingly see their agencies as “mobility managers” overseeing the full array of passengers’ travel modes. The overriding goal is to minimize single-passenger automobile trips, whether customers choose a bus, bike, scooter, or shuttle service. This shifting mindset has inspired agencies in cities like Austin and Kansas City to assume management of shared micromobility systems. The JTA should partner with localities or initiate managing microtransit solutions to improve first/last-mile access.

THE CORE FUNCTION OF TRANSIT

During COVID it has become clear that transit service is a necessity. After all, residents cannot buy groceries at a supermarket or obtain health care at a hospital if critical workers lacking access to a car are unable to reach their jobs. If we all depend on robust transit, ridership becomes a less viable metric for transit’s success. Instead, “access”—the share of people who can easily reach frequent, reliable service—better captures transit’s role in a community. Thus, the JTA should establish new performance measures to guide transit planning and investments.

New transit partnerships become possible when employers and elected officials recognize the necessity of robust transit service. Businesses can support guaranteed ride home programs and commuter benefit initiatives. Employers could financially support pilot projects such as microtransit that can test demand for new or expanded fixed route service. The JTA should explore these partnership opportunities to strengthen community support and engage new customers.



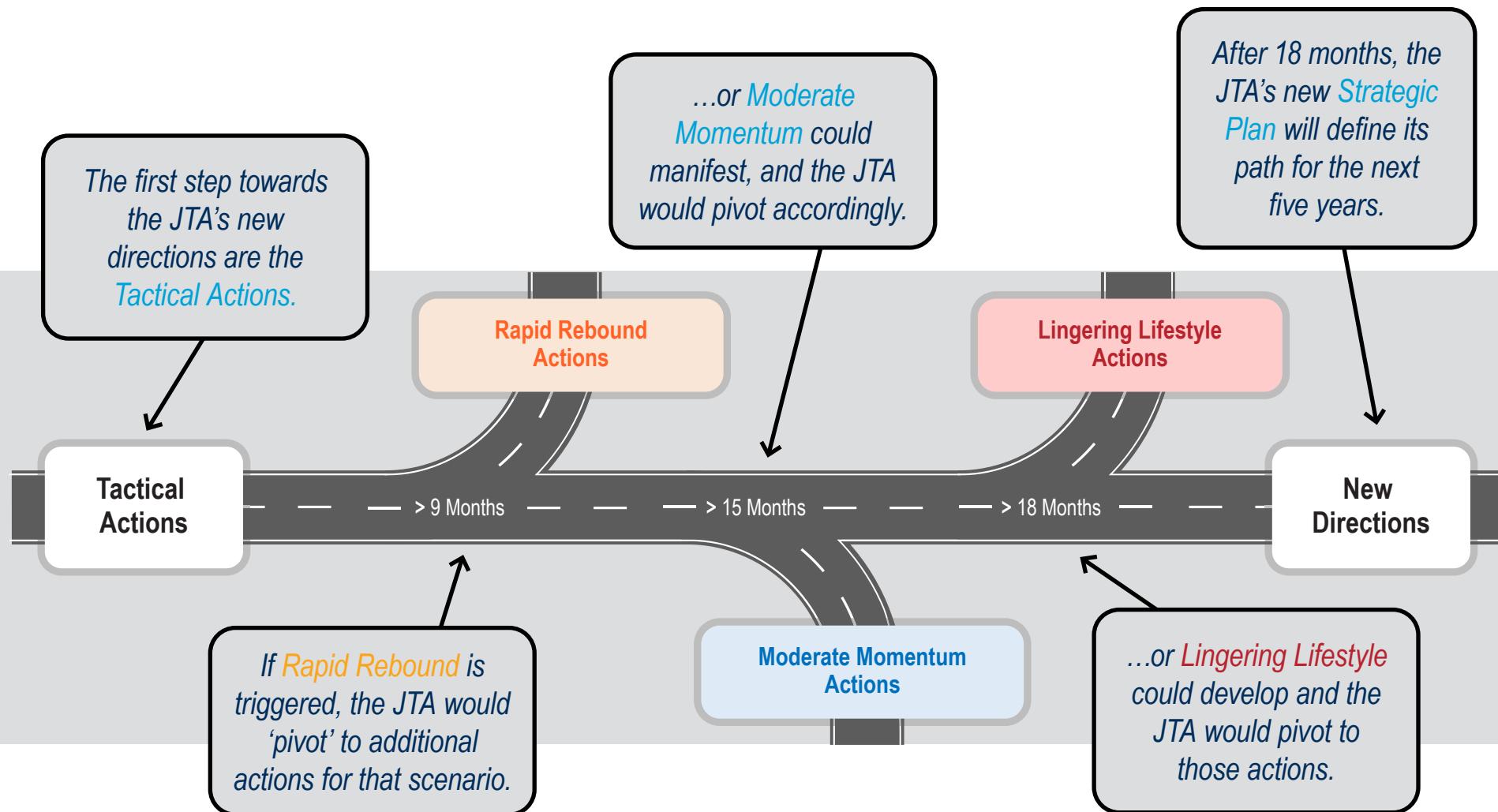
REAL-TIME INFORMATION

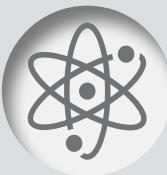
Accurate information about transit vehicles—when they will arrive, how crowded they are, and how to transfer from one vehicle to another—can build confidence in the transit system and make it more likely that people choose to ride. Notably, a growing number of private companies like Transit, Citymapper, and TransitScreen can amplify the vehicle information that transit agencies collect themselves. To capitalize on these potential partnerships, the JTA should share vehicle information through the GTFS-Realtime standard that hundreds of agencies worldwide have adopted.

THE ROADMAP

The Roadmap is a tactical 18-month plan of recommendations, including pivots appropriate to the scenario triggers and timeframes. The Roadmap identifies strategic new directions for the JTA and tactical actions that are the first steps towards these new directions. Tactical actions should begin immediately and move forward regardless of scenario. The Roadmap is organized around the three themes of **Know Your Core**, **Build on Your Strengths**, and **Collaborate for Success**.

The Roadmap pages that follow include the New Directions for the JTA and the Tactical Actions that are the immediate first steps. The graphics highlight the scenario “pivot” actions that should occur if scenario triggers signal the timeframe of COVID19 and economic recovery.





KNOW YOUR CORE

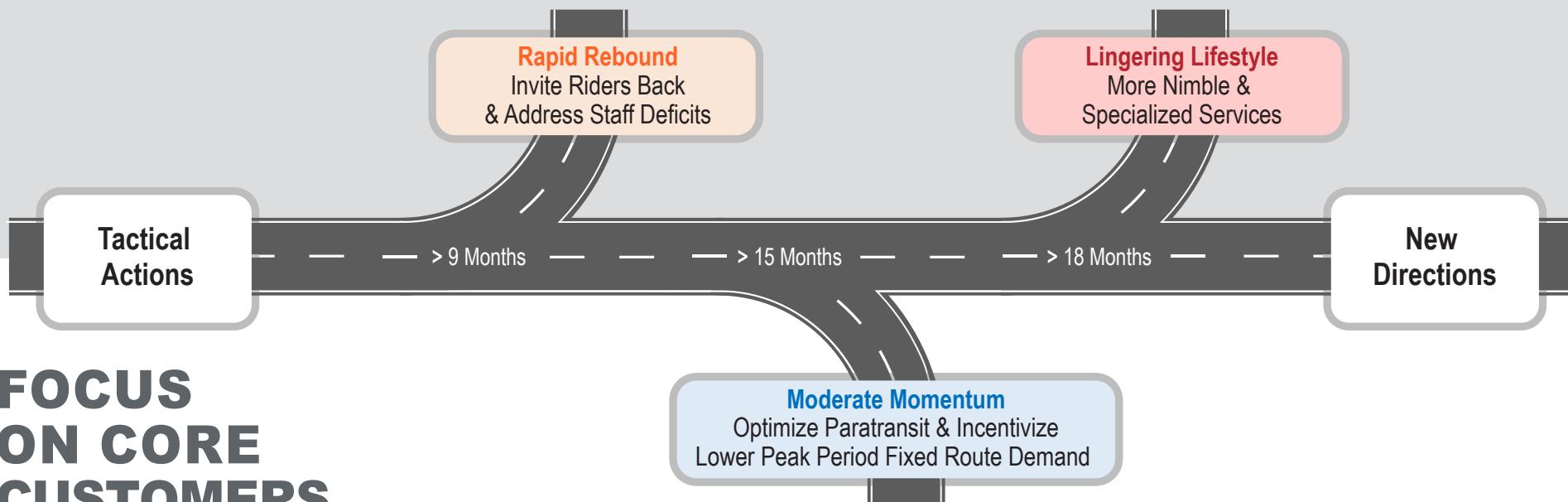
Address core customer needs equitably with re-imagined services

NEW DIRECTIONS

- » *Re-imagine transit services to focus on today's core customers and their essential mobility needs*
- » *Revisit core metrics to better reflect the role of transit as a public good, including the overall access that transit provides to jobs and critical services for those with restricted mobility choices, including timely access that provides a competitive alternative for as many people as possible*

TACTICAL ACTIONS

- » *Begin new Route Re-imagination Study*
- » *Address customer safety through continued cleaning practices and vehicle air purification upgrades*
- » *Design pilots to develop proofs of concept in new mobility solutions, including more nimble suburban jobs access, and access to health care and education*
- » *Enhance real-time customer information to improve trip planning and perceptions of on-time performance upgrades*





BUILD ON YOUR STRENGTHS

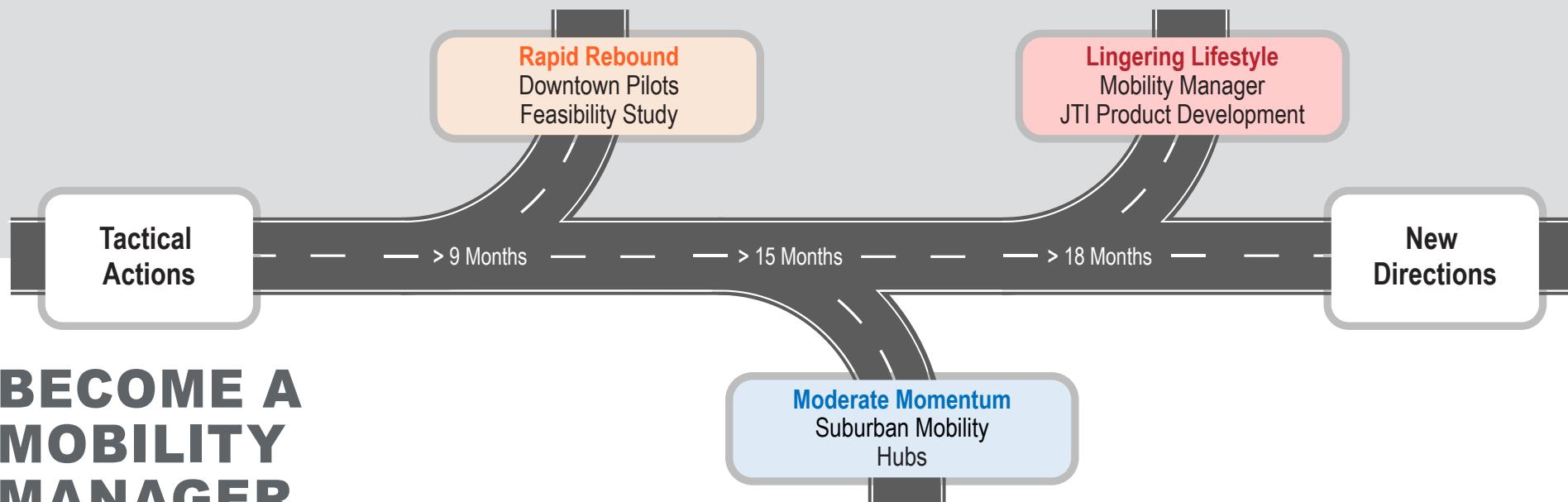
Lead the Region in Mobility Management

NEW DIRECTIONS

- » Develop a Regional Vision for Mobility Management building on JTA strengths in:
 - » Business Intelligence » Planning » Fare Systems Management » Fleet Management
- » Evaluate and negotiate the lead and partner roles for JTA to become the go-to mobility provider in Northeast Florida, serving the community and local businesses through equitable, innovative programming

TACTICAL ACTIONS

- » Combine core capabilities that already exist within the JTA to establish internal and external goals for a regional vision of mobility integration and management
- » Spearhead development of the plan by investing in partnerships with the public and regional entities whose support is necessary to pursue the vision; begin with guaranteed ride home initiatives
- » Begin internal preparations for mobility management by identifying departmental champions, establishing accountability metrics, fostering a flexible environment for pilots, and cross-training IT personnel



BECOME A MOBILITY MANAGER



COLLABORATE FOR SUCCESS

Become a Strong Regional Capital Development Partner & Engage New Partners for Transit Innovation

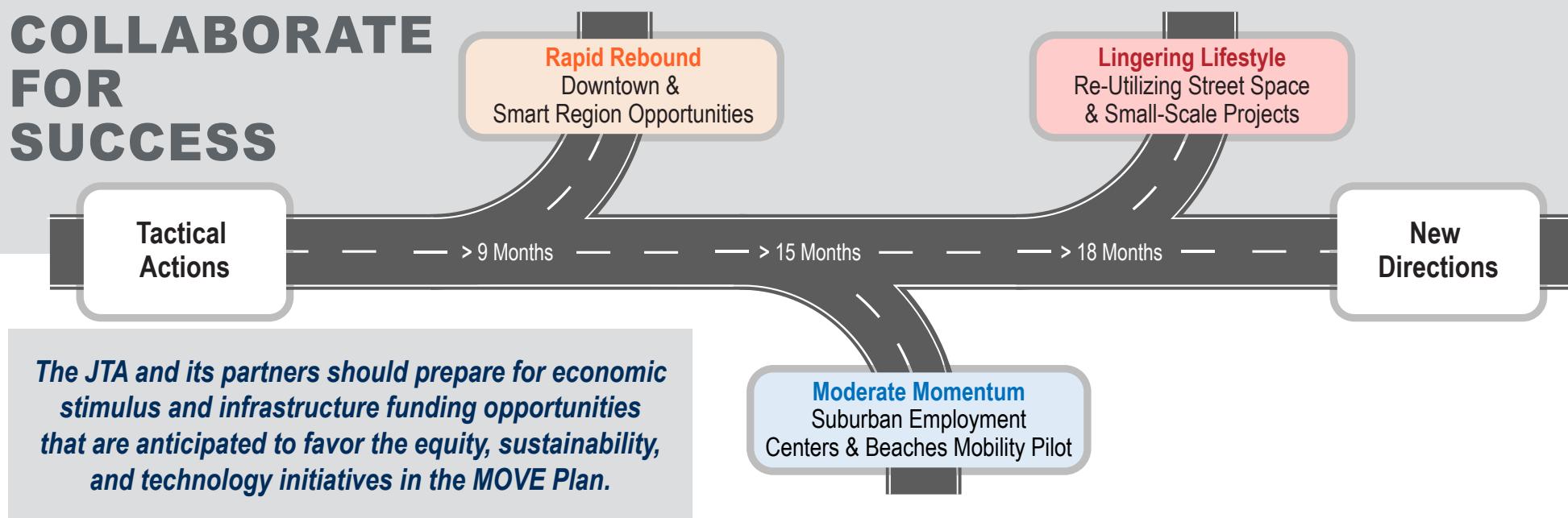
NEW DIRECTIONS

- » **Regional Capital Infrastructure Partner:** Work collaboratively with regional partners to accelerate a variety of capital programs and projects
- » **Smart Regions Coalition Implementer:** Deliver on the mission and objectives of the Smart Regions Plan
- » **Safe, Smart, Sustainable Streets Leader:** Optimize safe access to transit services
- » **Regional Program Manager:** Become a regional center of excellence for program management and project delivery
- » **New Transit Innovations Partner:** Engage in pilots to increase access to and within important regional hubs, while rigorously testing the effectiveness of each one

TACTICAL ACTIONS

- » Collaborate with regional partners on a Vaccine Distribution Initiative
- » Initiate a Regional Capital Infrastructure Summit to facilitate buy-in and share ideas from stakeholders on priorities for developing capital infrastructure. Follow with Capital Improvement Plan project list and Advisory Committees
- » Coordinate transit planning analysis with equity-based infrastructure analysis. Look for small-scale pilots, for example, building on Safe Routes to School
- » Leverage Connected and Automated Vehicle expansion opportunities for supportive infrastructure

COLLABORATE FOR SUCCESS



The JTA and its partners should prepare for economic stimulus and infrastructure funding opportunities that are anticipated to favor the equity, sustainability, and technology initiatives in the MOVE Plan.

ORGANIZATIONAL RESILIENCY

The JTA showcases strong leadership across the various levels of the organization that positions the Authority as a commanding force in the transportation industry and the region. The actions recommended in this section would support continued growth and enhancement to the overall effectiveness and resiliency of the organization. These recommendations include:

Review leadership structure for continuous improvement. The MOVE Phase I Plan identifies opportunities for the JTA to serve the northeast Florida region as a leader in equity, sustainability, technology, and innovation through mobility services and infrastructure delivery. With these new roles in mind, it is important that the Authority review its organizational structure to ensure alignment and bridge gaps between existing structure, performance, and reward expectations.

Efforts aimed at reducing duplicative and siloed activities would lead to increased organizational efficiencies that would better leverage JTA resources for greater effectiveness in these new roles.

Prepare future leaders in time of crisis. The pandemic and the resulting economic crisis, coupled with plummeting transit ridership presented an unprecedented challenge to the transit industry that demanded prompt leadership insights, flexibility and adaptability to adjust services.

It also provides a valuable opportunity to prepare the next generation of JTA leaders, from all sections of the workforce, to share lessons learned and to purposefully and continually expose them to practical on-the-job leadership training.

Position authority-wide responsibilities. The MOVE Plan encourages equity and sustainability to be viewed as a critical lens for the recommended actions. This critical lens encourages a 360 degree review of all major activities and needed alignments or adjustments.

Therefore, the oversight of these activities and the related functions of the Authority, such as Audit and Compliance, should be housed in a manner that allows for CEO line of sight and a broad application and review of the progress of the JTA.

Strengthen succession planning. Identify Authority-wide positions that are critical to the performance of existing and proposed new roles and intentionally engage in Succession Planning activities to identify and begin the preparation of the next generation of leaders.

Leave no “operator” behind. The JTA would be a champion of inclusivity and an internal equity agent if it provided additional opportunities to strengthen training and communications with the operators and maintenance workers for the job of the future by implementing the following:

- » *Train the Trainer—Focus training efforts on promising staff who would, in turn, serve as training leaders or coaches for others.*
- » *Provide cost-effective, preloaded tablets with JTA specific applications to facilitate training and communication to enhance the skills of the essential workers.*

Preserve organizational cohesion. The workplace provides an opportunity for people to come together to perform functions for which they are paid, but it does more than that—it also provides a forum for social and other related support that reinforce the overall well-being of the employee. Balancing the needs of working from home and onsite staff will require innovative ways to strengthen team cohesion.

Many essential, onsite employees (operators, maintenance technicians, and utility workers) do not have the same access to technology as other employees, creating organizational equity issues. Sustained efforts should be made to reduce the natural tendency of an “us versus them” mentality.

VACCINE DISTRIBUTION INITIATIVE

The JTA has an opportunity to serve an important function in vaccine distribution, in particular to promote equitable distribution of vaccines by offering both JTA facilities and transportation services to improve community access to vaccination. Ensuring that the JTA front-line workers receive early vaccination is an important first step to address employee safety. The MOVE Plan offers a four-part framework for this regional initiative:

- 1. Facilities.** The Authority's facilities can be used as locations for vaccine administration in pop-up clinics that will ensure that transit riders are prioritized in the distribution process, including JTA park-and-ride lots.
- 2. Transportation.** The Authority can create tactical plans with existing services to connect customers to vaccination locations.
- 3. Partners.** Build a foundation for long-term partnerships by engaging new regional partners for this initiative, where JTA can help with the community access and/or the supply chain aspects of vaccine distributions.

WHAT'S NEXT?

The way forward is what this plan is about:

- » *Take the first steps provided in the tactical actions*
- » *Watch for the scenario trend triggers and be prepared to pivot*
- » *Join with regional partners, vendors, and JTA employees to pursue the strategic directions of the MOVE Plan, and develop more in-depth strategies for the next five years through the MOVE Plan Phase II*

- 4. Outreach.** Use the JTA's marketing and public engagement resources to promote participation in vaccination while welcoming existing, past and new customers to ride JTA. Professionally designed and customized marketing by the JTA could play an important role in engaging key populations.

CONCLUSION

The JTA has prepared for inevitable uncertainty in the months ahead. From its prudent actions to preserve fiscal stability during the pandemic to its innovative deployment of autonomous vehicles, the JTA has taken steps to position itself to continue effectively serving residents and visitors to Northeast Florida, regardless of how the current pandemic unfolds. Specifically, the JTA has a plan for pursuing Mobility Optimization through Vision and Excellence—in which its vision for mobility combines the Authority's capabilities, Northeast Florida's opportunities, and industry's best practices. The MOVE Plan Phase I provides the initial roadmap for tactical actions and scenario responses in the framework of strategic new directions for the Authority.

Know Your Core: Create a resilient transit system focused on the core customer and attractive to all riders.

Build on Your Strengths: Build a foundation to lead mobility integration in Northeast Florida.

Collaborate for Success: Capture the synergy of mobility, equity, and sustainability through new partnerships.

Foster Organizational Resiliency: Strengthen the cohesion, equity, and adaptability of the Authority through initiatives to provide for the JTA's long-term sustainability.



CHAPTER ONE

INTRODUCTION



The Mobility Optimization through Vision and Excellence, or MOVE Plan Phase I, is a unique document that addresses how the Jacksonville Transportation Authority (JTA) should strategically align itself during the COVID19 pandemic and sets the direction for the JTA as it positions for the post-COVID19 period. This is a moment in time to carefully consider passenger needs, service models, technology solutions, and how the customer and employee needs emerging through the pandemic can be addressed in ways that will make the JTA stronger and more relevant than ever. In fact, just three years ago, Nathaniel “Nat” P. Ford, Sr., Chief Executive Officer (CEO) of the JTA, stated in his inaugural speech as the Chair of the American Public Transportation Association (APTA), *“Public transportation is facing the greatest transformational ‘moment’ of our generation. I believe history will judge us for what we set in motion today and for the ideas we prioritize. Our industry is evolving at a pace we’ve never experienced. We are moving away from the traditional models and embracing new models that promote synergy between different modes of transportation, different technologies and different providers. It’s time to catch up with our customers’ expectations when it comes to technology and service. That is the future.”*

The timing of the plan *during* the pandemic underscores the importance of using the massive disruption of COVID19 to take stock of the challenges and opportunities facing the JTA and Northeast Florida and to redefine the Authority’s value proposition for the next five years. This plan addresses the current challenges and opportunities, defines priorities in serving the JTA’s core customers, and identifies new opportunities for the JTA to serve the Northeast Florida region as a leader in equity, sustainability, technology, and innovation through mobility services and infrastructure delivery. The MOVE Plan Phase I focuses on immediate, tactical actions and provides a set of scenarios that help define where the JTA may need to pivot in response to circumstances related to COVID19 recovery, economic recovery, and local conditions over the next 18 months. The Phase I Plan also addresses strategies to explore further in the development of the MOVE Plan Phase II, which will be the Authority’s next five-year strategic plan.

DOCUMENT OVERVIEW AND THEMES

The MOVE Plan Phase I focuses on evaluating the JTA’s role in Northeast Florida based on the Authority’s strengths and the innovations that the JTA is positioned to bring to the region. The goal is not necessarily to do more, but to do the right things strategically so that the JTA’s assets, including its workforce and talent in innovation, optimize mobility for Northeast Florida. The JTA’s vision to provide universal access to dynamic transportation solutions is a driving force of the region’s future success economically, and in key areas that this plan focuses on including equity and sustainability.

The themes of this plan are: Know Your Core, Build on Your Strengths, and Collaborate for Success.

Know Your Core. The heart of this plan is the JTA’s core customers—those who rely on public transportation¹ for their transportation needs. The pandemic has unveiled a critical truth that many essential workers are dependent on public transportation, and the JTA’s transit services in turn are essential to all who depend on essential workers. This reality suggests that transit is a public good, but the business model of transit service, focused on ridership and farebox return metrics, does not reflect this core mission. The MOVE Plan addresses the core customer and the changes required to improve and sustain mobility services for all.

Build on Your Strengths. As described in the section that follows, the JTA is a distinctive Authority with strengths that differentiate it from other transit agencies and authorities. These strengths include:

- » *A unique charter as a transportation authority allowing the JTA to partner with jurisdictions to shape infrastructure beyond the buses on the road and the City of Jacksonville.*
- » *Project delivery capabilities that have the potential to serve ongoing and new roles in the region.*

¹ The terms ‘public transportation,’ ‘public transit,’ and ‘transit’ are used in this plan to describe public sector transportation services provided by the JTA or others.



Know Your Core

Serve the Northeast Florida community by focusing on core customers, the transit-dependent, and essential workforce who rely on transit, and on whom we all rely.



Build on Your Strengths

Create new opportunities by continuing to lead the industry—using a unique position to translate past success into future innovation.



Collaborate for Success

Help bring the region together by assisting and cooperating with other area agencies, engaging the private sector and sharing a vision of an equitable and sustainable future for Northeast Florida.

- » A business intelligence capability that provides data development, management, and reporting to support quality in services and performance, as well as unique, marketable products.
- » An organizational structure that places technology and innovation at the center of how the JTA does business, both internally and externally. The diversity of staff and their varied professional backgrounds further strengthen the Authority's ability to evolve public transportation and lead the industry.

Collaborate for Success. To leverage the JTA's strengths, new partnerships must be forged to improve financial sustainability for the core customer services and to solidify new roles for the JTA in mobility, program delivery, and technology innovation. Working with local and regional agencies, area businesses, and civic groups and stakeholders, the JTA will engage the community and assist with ongoing efforts to develop a shared vision of an equitable and sustainable future for Northeast Florida.

THE JTA: BUILDING ON SUCCESS

HISTORY OF THE AGENCY

In 1971, the Florida State Legislature formally authorized the creation of the Jacksonville Transportation Authority (JTA) as a regional, multimodal agency by merging the highway, bridge, and toll functions

of the Jacksonville Expressway Authority with several private bus companies. Following the construction of major bridge and roadway projects throughout the City of Jacksonville, the JTA has primarily focused its efforts on expanding and enhancing transit operations, supported by roadway projects that directly facilitate safe, convenient, and accessible connections to the transit network. See **Figure 1** on pages 5-6 for a timeline of the JTA's history.

The JTA has a unique charter allowing for greater flexibility in pursuing innovative projects that provide and improve multimodal transportation options and access. Since 2014, the JTA has revived its road building program with a major emphasis on the implementation of complete streets and safety; overhauled its transit system to provide more frequent and direct service; assumed management and operations for the St. Johns River Ferry; implemented three First Coast Flyer bus rapid transit (BRT) corridors (with a fourth set to begin operations soon); and is proceeding with a bold plan to modernize and expand the Skyway with next generation autonomous vehicle technology. The recently constructed multimodal hub, the Jacksonville Regional Transportation Center at LaVilla (JRTC), connects downtown and the LaVilla neighborhood to a plethora of existing and planned services and amenities. The JTA has additionally leveraged new technologies with its MyJTA app, which allows riders to "look, book, and pay" for their bus trip in one, convenient place. There is the potential to incorporate other mobility services into the app which could help move towards the model of mobility as a service (MaaS).

LEADERSHIP

The JTA is led by CEO Nathaniel Ford, a champion of multimodal transportation, walkable neighborhoods, public-private partnerships, and transit-oriented development. The JTA is governed by a Board of Directors with seven members: three appointed by Florida's Governor and confirmed by the Senate, three appointed by Jacksonville's Mayor and confirmed by the City Council, and the Florida Department of Transportation (FDOT) District Two Secretary. The Board brings together community stakeholders who represent key industries within Jacksonville, utilizing diverse perspectives to shape the future of public transportation.

INNOVATION

The JTA's leadership leverages technology to solve transportation problems, particularly throughout the COVID19 pandemic. At a time when healthcare resources and personnel were stretched thin, the JTA deployed autonomous vehicles to transport COVID19 tests and other supplies to Mayo Clinic in Florida. This is a prime example of innovative practices that highlight the JTA as a community asset. The COVID19 pandemic has caused devastating impacts to the global economy and particularly public transit services. However, transit remains a critical part of Americans' lives as an essential service—providing needed connections to jobs, schools, grocery stores, healthcare facilities, and more. As the JTA moves forward with its strategic planning process, its ability to meet core customer needs and address regional opportunities to advance mobility through technology and innovation will be more important than ever.

STRATEGIC PLAN DEVELOPMENT

RESEARCH & OUTREACH

To develop an understanding of the unprecedented conditions facing the region and the JTA, the MOVE Plan Phase I was developed by incorporating a thorough examination of available data and research, JTA staff and customer outreach, industry-leader expert advice, and local business trend insights. Staff and customer outreach included JTA frontline worker focus groups; customer surveys of fixed route,

paratransit, and ferry services; and interviews with over 20 JTA managers and executives.

Industry Expertise & Research

At the outset of the project, JTA leadership engaged a panel of highly respected industry experts to gain insights into nationwide reactions to COVID19 and feedback on the Authority's path forward through the disruption and uncertainty. Throughout the development of the Plan, the project team connected with this network of technical experts to ensure that the most current data and best practices were being considered as well as to ensure that the most innovative and up-to-the-minute ideas were available for reference. Subject matter for these discussions included green and complete streets, equity, pedestrian and bicycle infrastructure solutions, mobility integration, new metrics models, partnership opportunities, data solutions, and social distancing measures. These concepts were incorporated throughout the document and guided the process and recommendations. A list of the experts consulted is provided in the Acknowledgements section.

JTA Internal Engagement

JTA administration and frontline staff were interviewed to understand the existing department needs and program details and COVID-related adjustments and difficulties. Fifteen interviews were conducted with key staff as well as with Mr. Ford and members of the Executive Leadership Team (ELT). Weekly updates and discussions were held with the MOVE Plan Phase I's Project Executive Team (PET) and Project Leadership Team (PLT) which included department heads and key staff from Administration, Systems Development, Business Intelligence, Finance, Engagement, Operations, Government Affairs, Safety & Security, and Automation. In addition, five focus group discussions were held with frontline workers involved in operations, maintenance, and customer service to gain firsthand knowledge of the successes and setbacks faced by the JTA and its customers.

Customer Outreach

Concurrently with the Plan development, customer satisfaction surveys were conducted for fixed route bus, Connexion paratransit, and St. Johns River Ferry services. Over the summer, face-to-face

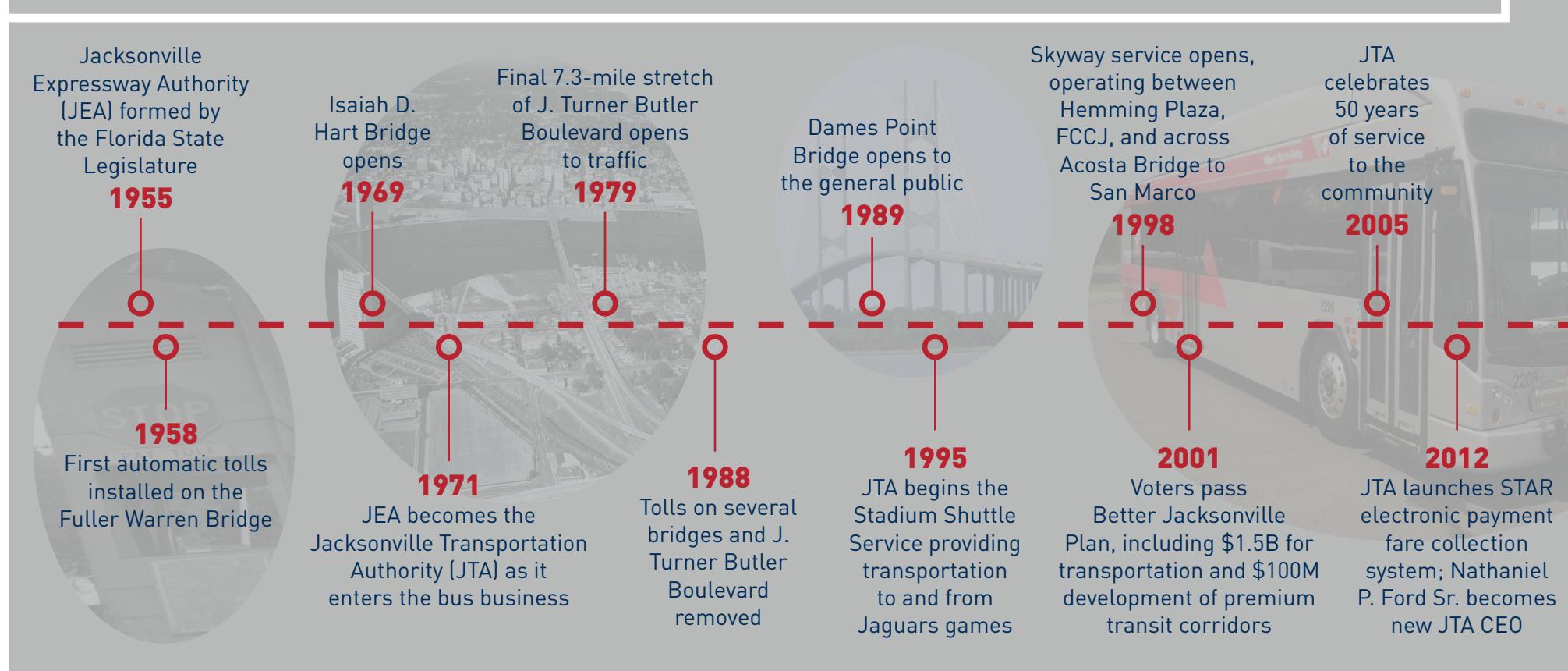
meetings were held to issue questionnaires and collect feedback from 2,511 fixed route customers and 1,525 ferry users. Because in-person interviews with paratransit customers were not feasible due to COVID, telephone surveys were conducted with 705 Connexion riders.

EXPLORATORY SCENARIO PLANNING

To aid the project team in looking at potential outcomes to the pandemic, the MOVE Plan Phase I includes scenario planning. Exploratory scenario planning is a technique to address future uncertainties by exploring a range of future potential outcomes.

The scenarios were comprised of trend drivers that are highly uncertain (such as the recovery timeframe for COVID19) and also highly impactful. By reviewing the scenarios and coinciding triggers, and envisioning the necessary reactions to manage these alternative futures, the Authority can be well prepared for what could happen in the future and build confidence that they will respond strategically as future events unfold. An exploratory scenario planning exercise was developed and conducted with the JTA Board of Directors. The scenario planning exercise was developed over several weeks using feedback from the PLT as well as a workshop with the ELT. Chapter Three details the scenario planning exercise and process,

A TIMELINE OF THE JACKSONVILLE TRANSPORTATION AUTHORITY



and it provides the timelines and triggers that will affect the JTA's future actions.

THE ROADMAP

Upon the conclusion of the workshops, interviews, and exercises, the project team consolidated the information, applied the scenario assumptions and planning triggers, and developed the plan recommendations and "Roadmap." The Roadmap is a tactical 18-month plan of actions to implement the recommendations, including the pivots needed in response to the scenario triggers and timeframes. The Roadmap also addresses how to move forward

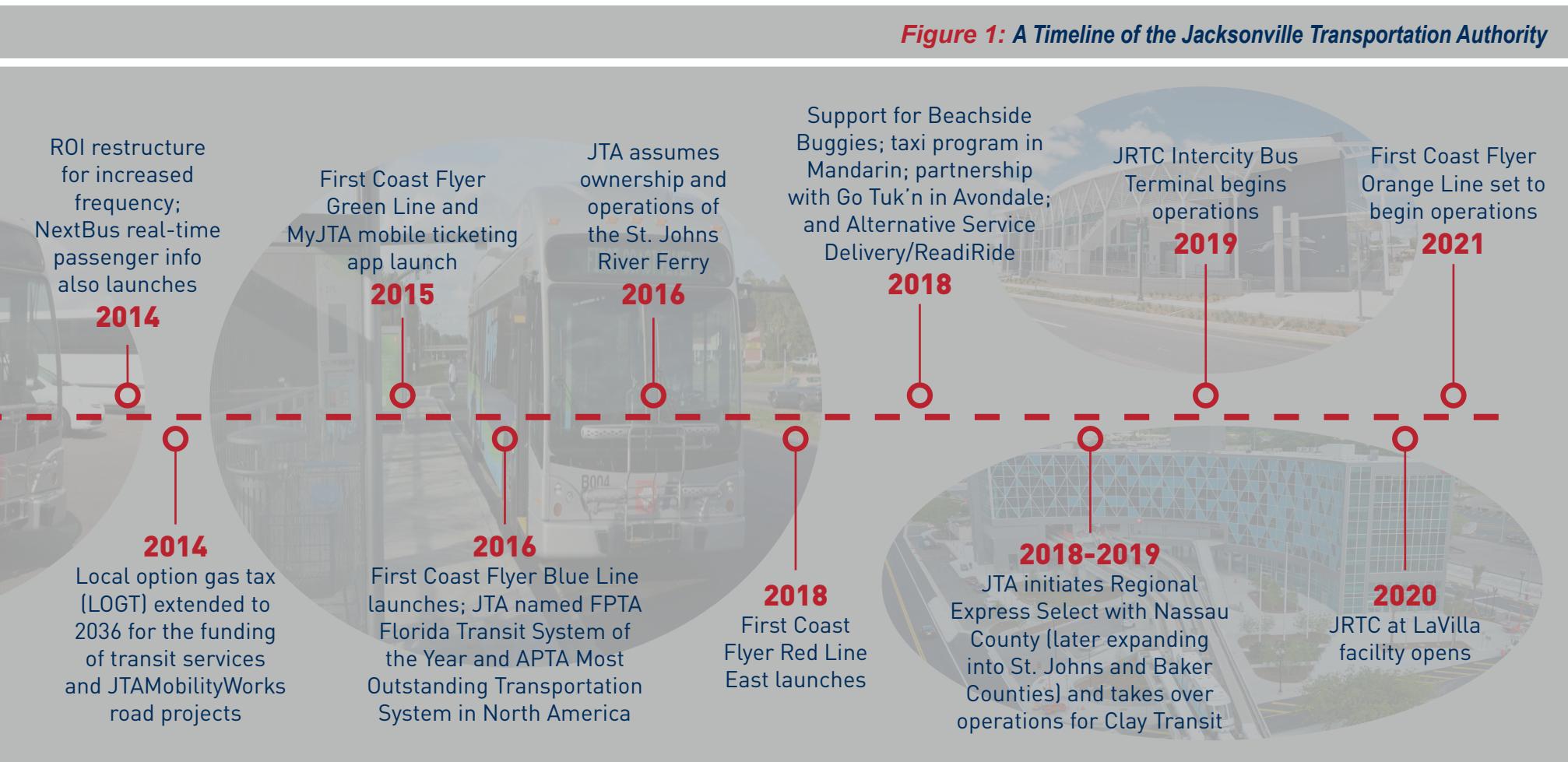
with new initiatives in the development of the MOVE Plan Phase II Five-Year Strategic Plan.

WHAT ARE TRIGGERS?



An important link between the scenarios and the actions in this plan are the "triggers"—specific trend indicators that signal when events are aligning with a particular scenario.

Figure 1: A Timeline of the Jacksonville Transportation Authority





CHAPTER TWO

CHALLENGES & OPPORTUNITIES



OVERVIEW

The disruptions of COVID19 have caused a widespread reckoning in the transit industry regarding the true role of public transportation. The pandemic revealed a stark divide between those with and those without mobility choices, as well as those who must perform their jobs in person (essential workers) and those who can work remotely. At the same time, the virus revealed the dire consequences of economic inequality and health disparities, as the death rates have been markedly higher among people of color and those less affluent, in part due to constraints on their access to health care on an ongoing basis. Then, in the spring of 2020, a series of national events brought racial inequality to the forefront and catalyzed conversations about the roles transportation and land use play in creating, accommodating, and dismantling it.

The pandemic and social unrest have created fundamental challenges to the planning, staffing, funding, and delivery of transit services. In particular, they have prompted a renewed focus on understanding core customers and their needs while evaluating the importance of transportation in overcoming social and economic inequalities and health disparities. This is an ideal time for the JTA to apply an equity lens to its entire business model—services, data, metrics, resources, employee management, contracting, and community partnerships—to, in effect, be an agent of equity for Northeast Florida.

While the pandemic and economic recession created new challenges for the JTA, it is also true that some issues were already brewing, and the events of 2020 changed the trajectory of those challenges so that they became even more urgent or complicated. The overall trend in transit ridership, which was declining pre-COVID, is one example. As the JTA makes plans to address challenges to operations and service delivery, financial sustainability, and its role as a program delivery partner, the Authority can seize opportunities to better serve Northeast Florida through innovation and as an industry leader in mobility services. In doing so, the JTA will have opportunities to provide regional leadership in **equity, sustainability, and technology innovation**.

These roles fit within the Authority's vision but extend its values and, importantly, shape future contributions in the region. Each of these three areas will be addressed throughout the MOVE Plan as a "critical lens" to view the JTA's opportunities and recommended actions.

To prepare new strategies for the JTA, the MOVE Plan team reviewed industry trends and consulted with a wide array of experts. These industry experts have identified several key changes in transit agency needs, urban mobility, and success factors that must be addressed as the nation emerges from the pandemic and its economic impacts. These topics will be explored in terms of the JTA's challenges and opportunities throughout this chapter. Key among the emerging opportunities are:

- » *New roles in mobility integration and mobility management*
- » *Data and technology to improve the customer experience*
- » *Strategies for improving mobility in fixed route service planning*
- » *Fare strategies that include mobile ticketing and fare integration*
- » *The concept of space allocation where transit agencies collaborate with cities and counties to re-invent the street space to more equitably meet mobility and social distancing needs*



URBAN STREET SPACES

Reimagined urban street spaces could dedicate lanes to transit, as well as personal mobility options in "slow lanes" that accommodate a variety of low-speed mobility options more safely than existing streets and sidewalks.

The JTA is one of the leading authorities in the transit industry. This fact, coupled with its charter which enables it to design and construct roadway projects, allows it to stand tall among its industry peers. However, there are models of excellence in other transit agencies that offer instructive examples for the JTA. Many of the opportunities in this chapter are based on these instructive examples as well as the insights of experts in the fields of transportation, mobility, technology, and “smart communities.”

The purpose of this chapter is to understand the current status of the Authority and determine its future. The chapter is structured around the following seven questions to chart a possible course:

- 1. How does the JTA meet customer needs?**
- 2. What are appropriate metrics to reflect the role of transit?**
- 3. What role does the JTA play in mobility integration?**
- 4. Can the JTA help achieve safe, smart, sustainable and equitable uses of street space?**
- 5. How can the JTA leverage its technology expertise?**
- 6. How can the JTA improve efficiency and financial support in delivering services?**
- 7. How can the JTA leverage program delivery success?**

HOW DOES THE JTA MEET CUSTOMER NEEDS?

Along with traditional fixed route bus transit, the JTA offers a variety of services for Northeast Florida residents. These include:

- » Connexion and Connexion Plus paratransit services;
- » ReadiRide on-demand service;

- » The Nassau, Baker, and St. Johns County Express Select Bus services;
- » The St. Johns River Ferry;
- » Specialty services like the Gameday Xpress Shuttle;
- » The Skyway and upcoming autonomous vehicle Ultimate Urban Circulator (U²C);
- » Sponsored services including Beachside Buggies and Go Tuk'n.

After discussions about the core customer, this section identifies the challenges of each of the JTA's services and makes suggestions of how each could be enhanced with innovative strategies and technologies. The section closes with a discussion of customers with mobility options.

WHO IS THE CORE CUSTOMER?

Core customers emerged from the initial pandemic shock-wave as the riders who depend on transit and on whom we all rely to work in front-line occupations. During the immediate response to the pandemic, there was an abrupt shift in travel patterns and a drastic reduction in transit ridership across the country. Critical characteristics of the virus were still unknown including the mortality rate, mode of transmission, and the effectiveness and availability of treatments, leading many to avoid public places altogether or to opt for personal vehicles. Local decision-makers responded with a range of protective orders such as requiring businesses to allow employees to work from home, temporarily closing “non-essential” businesses, cancelling events, and putting restrictions on crowd capacities.

The JTA pivoted to protect customers and staff with a number of safety precautions which included reducing services and instituting vehicle capacity limits. The rise in unemployment, increase in work from home orders, and necessity for social distancing and isolation led to a massive decline in JTA ridership.

Meanwhile, nationwide the public became aware of the importance of “essential” businesses and services and the employees who are invaluable to keeping society functioning in a time of crisis. This includes healthcare workers, emergency responders, pharmacy employees, grocery store workers, food delivery and restaurant staff, sanitation and utility employees, and transit operators—among others. During the initial shutdowns in the spring/summer of 2020, daily JTA ridership dropped from around 33,000 people per day to around 13,000 people per day (39 percent of prior levels). Also, in the August 2020 fixed route service passenger survey, 65 percent of passengers indicated that they ride JTA buses daily. Together, these findings indicate that a significant portion of JTA riders are essential workers. Along with those traveling to work in essential jobs are those transit customers who continued to ride transit to perform vital tasks. The MOVE Plan defines the JTA’s core customers as these two groups of riders. Data collected during this study indicated that ridership decreased, and also began to return, relatively evenly across age ranges. It also showed daily ridership by customers who are 55+, indicating a potential overlap between essential workers and older Jacksonville residents.

Under most circumstances, core customers are likely to continue to use transit as their main mode of transportation. However, if they cannot depend on transit, because it is not reliable or does not go where they need it to, they will find other ways to travel. Experts



WHAT DO EXPERTS SAY?

Marla Westervelt of MobilityData.io warns that bypassing is an experience that can alienate transit passengers such that they will find other means of travel and will not return. The JTA’s recent increases to frequencies and bus capacities should reduce incidences of bypassing customers.

agree that taking the core customer for granted as a ‘captured’ rider without offering the basic needs they require will result in a loss of their patronage. Transit service that operates as a public good must, at its foundation, prioritize the core customers’ needs. Serving those needs will result in an expansion of the core customer base which can subsequently lead to increased ridership among those with more mobility choices. Moving forward, each of the JTA’s services should be re-evaluated keeping the core customer in mind with an emphasis on providing safe, reliable, equitable, and comfortable transportation.

FIXED ROUTE SERVICE

Challenges

In response to the first wave of COVID19 shutdowns in March of 2020, the JTA implemented an emergency schedule which reduced average weekday revenue hours from around 2,100 to 1,350 and limited vehicle capacity. Hours of service and frequencies for fixed route transit were reduced across the system. These changes had to be executed immediately, resulting in an abrupt adjustment period for customers, drivers, and customer service staff. Also, when buses neared capacity, operators were instructed to request a “plug” bus to accommodate additional riders, sometimes resulting in waiting customers being bypassed. Aside from calling into a live-staffed service call center, there was no method for riders to be notified when these service disruptions occurred. Experts have noted that being passed by, particularly with no communication on when a replacement will arrive, can cause customers to stop using transit permanently.

On October 5, 2020, the JTA implemented a set of service changes that included increasing average weekday revenue hours to around 1,800 hours, adjusting routes to improve efficiency, and raising the maximum passenger capacity from 20 to 25. The main goal of these changes was to address overcrowding on buses and prevent “pass-ups” which were occurring on about five percent of trips; the service changes reduced that to around 0.3 percent. Whether COVID-related distancing restrictions will be relaxed further is still unknown at this time. Public transit providers will need to continue

to monitor both expert guidance on social distancing and customer perception to decide how and when to return to pre-COVID vehicle capacities and schedules. When they are ready to return to a full schedule, the JTA will need to assess the best method to reassure riders that the system will be safe and reliable.

Prior to the service changes imposed during the pandemic, the fixed route system already faced challenges in providing efficient service. The JTA's fixed route bus service operates with a downtown hub-and-spoke service configuration. This configuration presents obstacles for many riders. As is the case in many areas of the country, there is a growing disconnect between workers and employment, as employment and entertainment centers relocate from downtown to the suburbs. This transformation is particularly apparent in Jacksonville, the largest city in the continental United States by land area (840 square miles). Many riders are required to make lengthy suburb-to-suburb trips that include multiple transfers. Some areas with high job densities, such as Southside/St. Johns Town Center, are difficult to access by transit because of excessive trip lengths and infrequent service (see *Figure 2*). Due to this shift in where people are traveling, a need to serve core customers, and the potential added complications of prolonged social distancing measures, the JTA will need to take a strategic, comprehensive approach to fixed route services.

Opportunities

These challenges offer a chance for the JTA to take a bold approach to serving its core customers by utilizing available data and analysis techniques to complete a comprehensive assessment of customer trip needs, followed by a new route re-imagination study to restructure the service. A more decentralized system of smaller mobility hubs spread out over the county could create opportunities to reduce trip times, a major deterrent to using the system, by eliminating the need for riders to connect to downtown unnecessarily.

The JTA's context sensitive Mobility Hub and supportive transit-oriented development (TOD) programs provide a platform to build on this opportunity to reduce trip times and better connect riders



REACH THE SUBURBS

Regions such as Houston, Texas have re-oriented their transit networks to an expanded grid and multi-hub pattern, with fast and frequent service on major corridors.

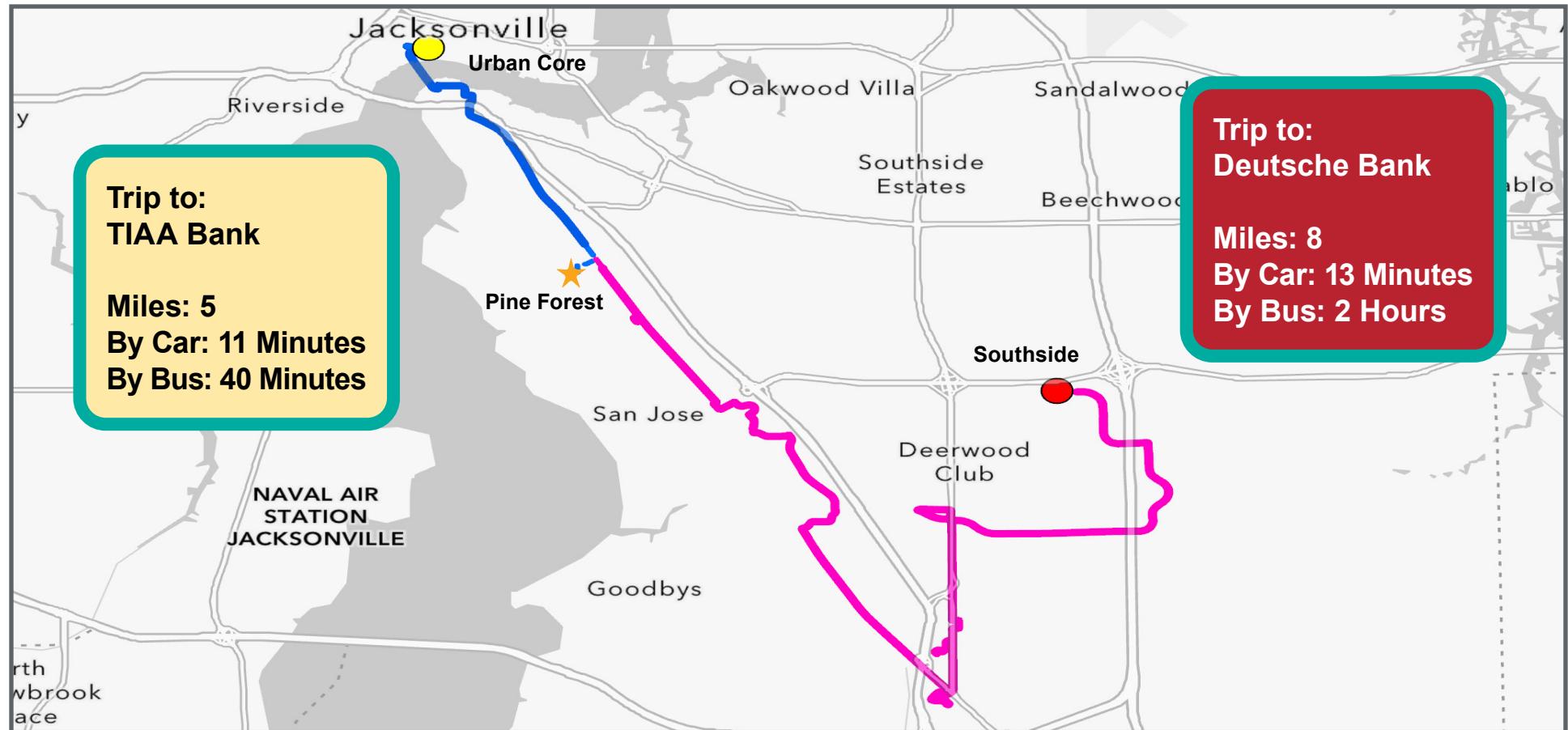
This approach serves suburb-to-suburb trips with more competitive fixed route transit travel times.

within Jacksonville's largely dispersed, suburban land use pattern. They provide an integrated suite of mobility services, amenities, and supporting technologies to better connect high-frequency transit to an individual's origin or destination. A mobility hub can span one, two, or a few miles to provide travel choices for short trips around a community. The most recent example includes the JTA's University Hub that directly connects with the First Coast Flyer Blue Line BRT service. An optimized system also could complement micromobility services in transit-ready areas around mobility hubs and encourage TOD. As the JTA and City of Jacksonville continue to work towards TOD, the Authority has an opportunity to foster relationships with the City and developers while working towards equitable housing and transit access goals. This assessment of potential destinations and mobility hubs should also consider regional destinations and partners beyond the City of Jacksonville.

Mobility hubs represent nodes of connectivity where different travel options —walking, biking, transit, and shared mobility— come together.

One phenomenon taking place across the country, as localities respond to the changes in peak travel and the adoption of social distancing measures, has been the reallocation of street space.

Figure 2: Travel Time Comparison for Southside and Downtown Jacksonville



A PROPOSED PILOT PROJECT: SOUTHSIDE, JACKSONVILLE

Southside, Jacksonville (particularly the area around the St. Johns Town Center/Deerwood/etc) has emerged as the region's largest employment center. The area includes office buildings, established residential neighborhoods, extensive newer apartment and condo developments, two college campuses, retail, restaurants, hotels, and recreation. Despite the concentration and variety of jobs, Southside remains under-served by transit. The map above compares transit times from a home in Pine Forest, an older suburban neighborhood, to two bank headquarters—one in the urban core and one located in Southside. Using transit, the trip to Deutsche Bank in the Southside takes two hours—three times as long as the trip to TIAA Bank in downtown. In a car both trips take just over ten minutes, further highlighting the disparity in travel times. The JTA has an opportunity to reconfigure transit service to the area to better serve core customers who need to access Southside for work and services.



A CASE STUDY EXAMPLE: PSTA'S DIRECTCONNECT

The Pinellas Suncoast Transit Authority's Direct Connect program is partially funded through the statewide Florida Commission for the Transportation Disadvantaged and funds diverted from cutting two under-performing bus routes.

Direct Connect functions through a public-private partnership in which Uber, United Taxi, and CareRide (the wheelchair provider) provide ride-sourced trips to/from transit stops, addressing critical first/last-mile access to transit when a direct bus route is unavailable. Wheelchair Transport riders receive a \$25 discount per trip while trips with Uber and United Taxi are subsidized by \$5. Currently, Direct Connect provides first/last-mile access to 26 locations around Pinellas County.

At \$200,000 per year, Direct Connect costs roughly half as much as one of the poorly performing bus routes cut to pay for it.

This involves shifting some lanes dedicated for automobile traffic to other uses such as bike lanes, sidewalks, bus lanes, and rail lines. As a mobility provider and partner in roadway construction, the JTA can work with local partners to optimize street allocation for transit needs, multimodal amenities, and alternative uses such as café seating. This strategy would provide the JTA with greater influence over bus travel times and reliability by giving them a seat at the table to influence how their systems operate in the road space, including better curb management, dedicated lanes, and/

or improved traffic operations. This strategy could also improve customer service, support the concept of integrated mobility, and encourage healthier lifestyles through active transportation.

PARATRANSIT & READIRIDE SERVICES

Challenges

Paratransit and ReadiRide services are popular with users but, with a cost of \$29.03 per passenger mile, they are expensive to operate. The JTA is challenged with adjusting these services to reduce costs while also being sensitive to the important need these services provide. ReadiRide is similar to a transportation network company (TNC) like Uber or Lyft. However, there are limitations that set it apart, such as the need for customers to provide two-hours' notice when requesting a ride, meaning spontaneous trips are not possible. In addition, ReadiRide is only available within specific zones with the restriction that pick up and drop off be located within the same zone. An advantage of ReadiRide over TNCs is that all vehicles are ADA compliant.

Opportunities

In order to reduce costs associated with paratransit services, the JTA could create marketing and incentive programs aimed at encouraging users to transition to fixed route transit, whenever possible. However, this needs to be done with intention and will require policy adoption and traveler training support. The intention is not to take away the highly-valued door-to-door service, but rather to facilitate and encourage those able to use fixed route transit to do so, with the benefit of more spontaneous travel. Fortunately, seniors and customers with disabilities already receive free fixed route fares. According to industry experts, the best way to assist paratransit users who could potentially use fixed route service is to make sure the core fixed route service is safe and accessible, with sidewalk connections and ramps, shade, lighting, longer pedestrian signals, marked crosswalks, mid-block crossings, and basic stop amenities. This benefit reinforces the return on investment for pedestrian-oriented investments. As such, the JTA has additional motivation to enhance partnerships with local and state agencies that will create a safe, smart, sustainable, and equitable street network.

One option for the JTA to consider with ReadiRide is whether it would be advantageous to operate the service as a more comprehensive TNC, for example, with destinations beyond fixed zones and more flexible and TNC-like booking options. There are examples of transit agencies partnering or subsidizing services as opposed to operating them within the agency. One such example from the Pinellas Suncoast Transit Authority is discussed on the previous page.

ST. JOHNS RIVER FERRY & SPECIALTY SERVICES

The St. Johns River Ferry and JTA-operated specialty services like the Gameday Xpress are opportunities to further serve the community. These services receive high approval ratings from customers. The St. Johns River Ferry operates Monday through Friday from 6:00am to 7:00pm with departures every half hour. An integral feature of the character and identity of Mayport Village, it is used primarily by tourists and drivers traveling between Mayport and St. George Island. Because it is also part of the East Coast Greenway, which runs from Calais, Maine to Key West, Florida, a small portion of riders are cyclists. The JTA also operates specialty services like the Gameday Xpress which provides shuttle service to football games at TIAA Bank Field. These services are focused more on choice and tourism-based riders and do not encourage additional transit system use, so their community benefits need to be well understood to ensure ongoing support. For example, ferry ridership leverages more federal funds and reaches a broader array of riders than traditional transit service.

Challenges

The main challenge facing the St. Johns River Ferry is that there is only one boat. The ferry is periodically out of commission for months when it requires major maintenance needs or engine overhauls, leaving daily riders without ferry access. Data shows that ridership takes weeks and months to rebuild after the return to service. An additional challenge associated with specialty services is the potential perception that they utilize vital resources while providing benefits to limited areas or more privileged customers. However, these services can provide revenue, diversify services without taking away from other modes, and, as with the ferry, increase overall ridership. Higher

system ridership elevates the JTA as a transportation provider and increases federal funding.

Opportunities

The JTA has considered acquiring an additional ferry boat to eliminate service disruptions during maintenance. There have been requests that the JTA look into the potential of providing additional revenue through event rentals, although this would require a feasibility study. Additionally, the JTA could leverage recent momentum in downtown development to partner to create river-based services with smaller, more flexible vehicles. This type of service could be linked to the larger transit system and follow a model similar to Beachside Buggies with a JTA sponsorship rather than operating it themselves.

SKYWAY/ULTIMATE URBAN CIRCULATOR (U²C)

The Skyway is an elevated monorail circulator operating in the Jacksonville Urban Core, connecting downtown areas including the Southbank and San Marco. Currently, it is restricted to a smaller region of the urban core and only provides limited hours of operation, Monday through Friday from 6:00am to 9:00pm. The U²C, or Skyway Modernization Project, will involve replacing the monorail track with an elevated facility designed for autonomous vehicles (AV). Later phases will bring the U²C AV vehicles down to street grade to mix with regular vehicle traffic and extend into downtown neighborhoods, thus expanding its service.

Challenges

While significant advancements have been made in connected and automated vehicle (CAV) technology over the past several years, there are still questions as to how and when these vehicles will be able to fully integrate with regular street traffic. This uncertainty will require that the JTA perform continual safety testing and technological upgrades before the later phases of the U²C program can be fully implemented.

Opportunities

The U²C program is an exciting opportunity to modernize the JTA's existing downtown circulator while bringing an emerging technology

to Jacksonville. Construction, testing, maintenance, and operations of the new system will provide numerous opportunities for education and employment in a cutting-edge field. The JTA is already preparing for future workforce needs through a partnership with Florida State College at Jacksonville (FSCJ). These opportunities provide an avenue to entice the next generation of JTA employees. Growth of the U²C program will also provide renewed focus on downtown streets and neighborhoods, bringing opportunities to enhance infrastructure and facilities.

Help Connect Urban Neighborhoods & Create a Unified, Multimodal Downtown System

The Downtown Investment Authority (DIA) is currently working with the non-profit organization Groundwork Jacksonville to develop the Emerald Trail, a long-awaited network of trails and greenways in downtown Jacksonville. This network will link urban neighborhoods—isolated by mid-20th century interstate construction—to each other, the riverfront, schools, and amenities while promoting active transportation. Parts of the network overlap with or are adjacent to planned U²C routes and stations. The JTA could work with local agencies to incorporate the U²C into the Emerald Trail Plan to assist with their goal to design a unique, holistic downtown catalyst for economic and community resurgence.

The Atlanta Beltline is an example of transportation agencies and local government partnering to enhance multimodal connectivity between neighborhoods and improve access to parks and open space. The project is led by Atlanta BeltLine, Inc (ABI), which is responsible for project implementation, and Atlanta BeltLine Partnership (ABP), which is responsible for securing funding, advocacy, and outreach. As the project highlight shows, it is one of the largest redevelopment projects in the country. It also has bold goals for equity and inclusiveness including avoiding displacement, stabilizing neighborhoods and business districts, fostering and preserving neighborhood culture and history, and improving connections to new job opportunities. As an equity agent, it will be important for the JTA to look at lessons learned about unintended consequences with regard to land use and equity with the Atlanta Beltline and other such projects across the



A CASE STUDY EXAMPLE: THE ATLANTA BELTLINE

The Atlanta BeltLine is a sustainable redevelopment project that will ultimately connect 45 intown neighborhoods via a 22-mile loop of multi-use trails, modern streetcar, and parks—all based on railroad corridors that formerly encircled Atlanta. When completed, it will provide first/last-mile connectivity for regional transportation initiatives and put Atlanta on a path to 21st century economic growth and sustainability.

country. The JTA and its partners will have to be intentional through policies and guidelines to balance neighborhood preservation and new investment.

Provide Community Services

Following the COVID19 outbreak, the JTA partnered with the Mayo Clinic to provide autonomous transport for tests and supplies from testing sites to the Mayo Clinic laboratory, allowing frontline workers to focus on other critical needs. Future partnerships for other similar and expansive community services should be a part of upcoming AV pilot discussions.

FIRST/LAST-MILE Challenges

First/last-mile connections are key to many users' ability to ride transit. Riders need safe, accessible accommodations if they have to walk or bike to a bus stop or from a stop to their ultimate destination.

The needs of each passenger will vary based on their origin and destination and will require investments suitable to the context, from sidewalk improvements, to bike and scooter accommodations, to circulators or microtransit. There are many challenges to first/last-mile connections in Northeast Florida, including a lack of sidewalks, lighting, and shade; a general absence of bicycle infrastructure; and limited availability of microtransit.

For the JTA, the challenges lie in both coordination, given that local jurisdictions govern the first/last-mile infrastructure, and funding, which includes a coordination issue in the context of regional programming of transportation funds. Also, as transit routes focus on main thoroughfares to address optimal transit travel times and access to jobs and services, the pedestrian portion of these trips are often along multi-lane, higher-speed roads that are especially unsafe for pedestrians and people with mobility challenges. This dilemma surfaced in the JTA's prior Route Optimization Initiative (ROI). Coordination among several state and local agencies is necessary to overcome these challenges to create these important connections and safety improvements.

Opportunities

As a multimodal mobility provider and roadway construction partner, the JTA is uniquely positioned to facilitate improved first/last-mile connections. Opportunities include offering the JTA's expertise in safe street design and construction, as well as funding resources, to engage with local governments, universities, and business partners in the region to develop complete and accessible networks. These partnerships could also support the development and coordination of microtransit solutions.

TRANSIT RELIABILITY

Challenges

A major concern identified in the JTA customer surveys conducted in the summer of 2020 is on-time performance, which measures passengers' confidence in the reliability of service. **Forty-one (41) percent of respondents indicated this as a primary issue.** On-time performance was significantly affected in the early weeks



WHAT DO EXPERTS SAY?

According to Dr. Candace Brakewood of the University of Tennessee, systems like the JTA's that have Automated Passenger Counters (APC) can contribute passenger load data to transit information apps to communicate available capacities. As a near-term consideration, this should be secondary to more fundamental needs such as reliable real-time vehicle arrival and trip planning information.

of the pandemic because buses were running less frequently, and capacity was limited. For those who depend on transit to get to work or appointments, schedule consistency is critical. Industry experts note that if customers are unable to rely on transit for on-time arrival to jobs, and particularly if scheduled buses pass customers by due to capacity constraints, the transit agency risks losing these customers permanently. The JTA made service changes in October 2020 that were intended to help to address issues with reliability, including reducing headways, or wait times, on many routes.

Opportunities

There are numerous opportunities to enhance on-time performance and reliability through innovation, but it is important to distinguish between real and perceived on-time performance. Actual on-time performance can be improved with infrastructure investments like traffic signal improvements and curb management to minimize delays, as well as in-house procedures to improve bus pull out times. Examples to improve passengers' experience of reliability include providing real-time passenger information on arrival and service disruptions, instant polling, social distancing notifications, and capacity warnings. These measures don't affect transit performance, but they give passengers better command of their trip making, which



WHAT ABOUT TNCS?

Dr. David King of the University of Arizona points to partnering with TNCs or traditional taxis to guarantee rides home for emergencies or unexpected delays at work as a proven strategy to attract new riders. These rides can be underwritten by partnerships with employers, Chambers of Commerce, or other community resources.

improves their confidence in riding transit. Regaining the trust of riders who were inconvenienced by the difficult adjustment during the initial stages of COVID19 regulations will be key to improving service for and satisfaction among core customers.

WHAT ABOUT RIDERS WITH MOBILITY OPTIONS?

Some transit users have other means of transportation but choose to use public transit. Across the country and around the globe, one of the most marked changes in travel behavior from the pandemic has been the reduction in commuting by workers who could perform their jobs from home. While these commuters disappeared from the roads and public transit, many of the essential workers who have mobility choices shifted to driving alone as a means of social distancing. These drivers were also accommodated by reduced traffic congestion. As a result, commuter-oriented public transit services such as express bus and commuter rail saw the most dramatic reductions in ridership—as much as 90 or 95 percent in the stay-at-home phase of the pandemic.

Challenges

JTA's ridership trends before the pandemic pointed to challenges attracting and retaining riders with mobility choices. Inducing these riders to return to transit or to try new transit services will be

especially challenging while overall commuting traffic is reduced by the work from home phenomenon and while social distancing remains necessary. Overcoming the convenience of driving requires confidence in the reliability of transit and adequate flexibility to address unique travel needs outside of typical commuting times. As long as the pandemic continues, it will be challenging to make it a priority to attract these riders, as providing the JTA's services to people who lack mobility choices will be the most pressing need for limited financial resources.

Opportunities

Providing exceptional service to meet the needs of core customers—providing clean, safe, accessible, and efficient service with improved access to jobs—is the same foundation that will attract riders with mobility options. For example, as traffic congestion returns to pre-COVID conditions, users will consider the option of using Wi-Fi on transit as an attractive alternative to driving. There are several opportunities for the JTA to appeal to this ridership base strategically as described in the following paragraphs.

Premium services that can be offered at slightly higher fares can be provided to appeal to commuters' sensitivity to time, and especially time spent in traffic congestion. However, it is important that these services create a demand for their use for financial viability. The potential to establish commuter services as an alternative to high levels of congestion during the reconstruction of I-95 in St. Johns and Duval Counties, for example, may create an attraction to transit services counter to the prevailing trends for commuters with mobility choices.

Another key issue for riders with mobility options is their ability to respond to mid-day emergencies or unexpected delays at work. A guaranteed ride home program could address this need. This program would not necessarily increase the JTA's costs—other regions have partnered with employers or local entities like the Chamber of Commerce to fund these programs. Recent collaborations between transit agencies and health care facilities, for example, have benefited from this arrangement.

As people return to the office and their regular commutes, choice riders may need incentives to encourage them to return to once-popular services like Express Buses to Nassau, Baker, and St. Johns Counties. Partnering with the City of Jacksonville to provide free bikeshare rides for their downtown pilot program could entice riders to come back to the express service while also promoting the City's program.

WHAT ARE THE APPROPRIATE METRICS TO REFLECT THE ROLE OF PUBLIC TRANSPORTATION?

As the focus of transit services shifts to the core, it is necessary for the JTA to reconsider how it measures success. Currently, two of the core metrics are ridership and farebox recovery. If the JTA's role is to focus its resources on the most in-demand routes to produce the fullest buses, these metrics would assess performance. During the pandemic, however, the importance to society and the economy of supporting essential workers and people who lack mobility choices has come to the forefront of the JTA's mission.

Challenges

New measures of success should capture the essence of transit as a public good. While it is still informative to track ridership, and particularly population demographics and destination data, positive trends in ridership do not necessarily equate to success in serving essential workers and people who lack mobility choices. The challenge is to identify measures that assess how well these groups are served by the JTA's routes and services. Tracking ridership can also overlook key equity indicators, such as access to jobs for low-wage, transit-dependent workers.

Another challenge lies in measuring the cost-effectiveness of transit. During the pandemic, social distancing has required that bus capacities be reduced while increased cleaning protocols are implemented, and the net result is that farebox recovery relative to total costs is necessarily lower.

When we see that all people, regardless of whether they ride transit, depend on the people who do ride transit to reach their essential jobs, then it becomes clear that the need for transit is more like the need for other basic infrastructure. Therefore, the measures of success should address the efficiency and effectiveness with which that mission—helping essential workers reach their jobs—is accomplished.

Opportunities

New measures of success for serving the core customer should focus on efficiency, effectiveness, and equity in providing access to jobs, healthcare, and other essential services.

- » *The essential question of how well transit serves residents can be measured in terms of how many households have access to a basic level of service frequency, such as 30 or 60 minutes, within a reasonable distance, such as a ten-minute walk. To focus on core customers, this metric should identify households with limits to mobility choices (low income and low/no car ownership).*
- » *Efficient and effective access to jobs can best be measured on the basis of travel times, for example, by measuring the number of jobs accessible within a 60-minute travel time that includes walking, waiting, riding, and transfers. Notably, several strategies can improve this metric, including higher frequency routes, more direct routes, more service to job locations, more optimized transfer points, and improving the speed of bus trips. Integration of micromobility (i.e., e-scooters) could also be shown to improve the metric if incorporated in the travel times.*
- » *These assessments should also be applied with an equity lens to ensure minority and low-income households have essential and effective transit access, including equitable access to jobs and essential services such as health care.*

WHAT ROLE DOES THE JTA PLAY IN MOBILITY INTEGRATION?

With public transit serving as the foundation of mobility integration, the JTA's unique charter makes it an ideal candidate for the role of mobility integrator in Northeast Florida. Mobility integration is reliant upon the presence of a full spectrum of mobility options to address customer needs. Aligning all the options people have and empowering trips across modes that support non-vehicular travel is paramount to the maintenance and growth of the JTA's core ridership. Mobility integration is also used to supply information, bookings, reservations, and payments to passengers while they travel.



A CASE STUDY EXAMPLE: FINLAND'S LAWS ON OPEN DATA

In Finland, the Mobility as a Service (MaaS) market is driven by private sector parties. However, it is also bolstered by a key governmental role: Finland's federal law has required all road transportation services to provide open data and interoperability since 2017 (with air, rail, and maritime services following soon after).

While the United States may be far from passing federal legislation that facilitates MaaS principles, it is crucial that the JTA consider open data standards and interoperability as well as other logistics for integrating mobility services beyond their control.



WHAT DO EXPERTS SAY?

Experts recommend that JTA should not develop its own app to integrate fares and trip planning, because these apps are difficult to keep current and end up being poorly rated by customers.

With consumer demand pushing for ease-of-access, integrated mobility has encouraged the development of smartphone apps allowing riders to “look, book, and pay” for multimodal trips in one, convenient place. Beyond conveniences, integrating multimodal transportation services requires significant investment in crucial Complete Streets infrastructure. Transit access and first/last-mile mobility solutions are especially reliant upon complete streets: most transit trips begin on foot or by bike, and micromobility options—such as microtransit, bikeshare, and scooters—require the provision of sidewalks, bike lanes, and other facilities to ensure safe and equitable access.

Challenges

Mobility integration comes with many challenges, such as cross-jurisdictional coordination, open data sharing and interoperability, as well as data specification and standardization. Also, fundamentally, it relies on the existence of mobility options that can be integrated, which is starting from ground level in much of the region. As these new services are designed and implemented, the JTA has a chance to work with local organizations to develop a coordinated system that includes all modes. Coordination across regional entities—including other transit providers, the North Florida Transportation Planning Organization (NFTPO), and the Florida Department of Transportation District Two—is equally important. For these reasons, it is important



A CASE STUDY EXAMPLE: CAP METRO TRANSPORTATION AUTHORITY

In some areas where political and administrative circumstances provide a favorable atmosphere, local government and transit agencies are expanding their roles as mobility managers by incorporating new mobility systems like bike- and scooter-share into transit. One recent example of this is in Austin, Texas, where the city is entering into a partnership with the transit agency, Capital Metropolitan Transportation Authority (Cap Metro), to integrate Austin's B-Cycle bikeshare program into the existing transit system.

The two agencies will share responsibility for the program, with Cap Metro taking on planning, programming, and integrating bikeshare while the City of Austin will maintain the right of way, wayfinding, and other public amenities. Cap Metro is already working on a trip planning tool that will revolve around accessing bikeshare.

to consider the “back of house” logistics for integrating services outside of the JTA’s jurisdiction. Currently, St. Johns County’s transit services overlap with the JTA’s services in certain places but do not integrate fares or appear in the MyJTA app. Mobility integration and mobility as a service principles would ideally encourage the JTA and St. Johns County to discuss their future vision for multimodal transportation options and work together to ensure patrons could travel seamlessly between the two jurisdictions without needing to download another mobile app.

Agencies that establish their own multimodal trip planning and fare payment apps must also be careful to require open data and interoperability from their vendors. Without it, the integration effort must happen individually by patchworking services and standards across multiple markets of new providers, which can be difficult, costly, and time-consuming to scale. Establishing shared and open data standards not only helps to ensure user privacy and anonymity are preserved, but also standardizes data across agency borders in a single, interoperable format. An additional challenge would relate to the way in which transit fares are collected, shared, and reallocated to the respective entities.

Opportunities

The JTA has already begun to take advantage of the many opportunities that mobility integration offers. The JTA’s mobility hubs, such as the JRTC at LaVilla, provide opportunities for integrating services from other providers and linking first/last-mile options. The JRTC, situated across from the Inter-city Bus Terminal, has the capacity to enhance its role as an inter-city hub for traveler information and ticketing. This calls for the JTA to lead new initiatives in shared mobility (e-bike and e-scooter) and microtransit, directly or through partnerships, to provide the array of services that would optimally be available to passengers in the JTA service area. Capital Metro in Austin, Texas provides a good example of an e-bike initiative. This topic is also addressed in first/last-mile discussions throughout this plan.

The Authority’s MyJTA app, which allows riders to plan and pay for a bus trip on-the-go if they have an established account, could provide the added capability of booking and paying for a multimodal trip. One step further would be to integrate all modes of travel the JTA has to offer (including micromobility) in the app and, similar to Google Maps, provide real-time travel information, guidance, and notifications on any trip from start to finish. A smartphone app

that can communicate with its customers as they travel could also mitigate transit biases due to the pandemic, allowing the JTA to convey real-time cleaning and travel information that might make riders feel safer while traveling. Lastly, the ridership and travel behavior data gleaned from integrating mobility services is not only incredibly valuable for future transit planning efforts but also as a possible source of revenue. However, the value is primarily from marketing JTA-developed data products, as the JTA would not be able to market customer data.

CAN THE JTA HELP ACHIEVE SAFE, SMART, SUSTAINABLE, AND EQUITABLE USES OF STREET SPACE?

The JTA, with the ability to implement both roadway and mobility service improvements, is an ideal partner to plan, design, and construct safe, smart, sustainable, and equitable streets within the region. The JTA's established Mobility Corridors Program was specifically designed to address first/last-mile infrastructure

deficiencies around high-frequency stops following the launching of the Route Optimization Initiative. Recognizing that most of the JTA's core customers who ride the bus arrive on foot or bicycle, it is an imperative that the conditions leading to their stops are designed to support safe, comfortable, and convenient access.

Jacksonville's consistent rank among the worst metropolitan areas in the United States for its high incidence of bicycle and pedestrian injuries and fatalities provides a fundamental basis for the JTA to actively partner with the City of Jacksonville and the Florida Department of Transportation (FDOT) to work collaboratively to improve safety. This is particularly the case in economically distressed neighborhoods and communities of color where infrastructure deficiencies are more prevalent, including the lack of basic ADA compliant sidewalks and crossings as well as adequate lighting.

The City of Jacksonville Mayor's Office, Public Works Department, and Sheriff's Office have established a number of focus groups and initiatives to address pedestrian and cyclist crashes in the area over the past number of years, including a Crosswalk Coalition and the Mayor's "All In Duval" campaign to develop policies and procedures



that promote safety, connectivity, awareness, and participation. Additionally, the FDOT's Vital Few initiative includes a laser focused mission on improving safety, enhancing mobility, and inspiring innovation. Leveraging these initiatives with the JTA's technical capacity, including Federal Transit Administration (FTA) and local funding resources, supports a collaborative opportunity to accelerate smart, sustainable, livable street redesigns that directly improve safety, access, and mobility, enhancing the transit experience for the JTA's customers.

Challenges

Advancing innovative roadway projects, such as complete streets or roadway "rebalancing" projects, has a number of challenges, not the least of which is interagency coordination and cooperation. Long-term maintenance and ownership of the right-of-way can impede useful tools such as "road diets," dedicated transit lanes, and other critical infrastructure changes that would create safe, smart, sustainable, and equitable facilities. The historic tendency to design roads in the region primarily on the basis of vehicle throughput and capacity to maintain levels of service impedes innovative solutions for non-motorized mobility and transit users. There are also legacy perceptions from external agency stakeholders with respect to the JTA's role in roadway design and construction that have served as a barrier in implementing such types of projects. While there has been no update or further direction from the 2017 Draft FDOT Complete Streets Handbook, the local FDOT District has indicated that, from a policy standpoint, eligible applicants—specifically FDOT Districts, MPOs, and local governments—are currently the only entities that can explicitly initiate complete streets projects. Therefore, the JTA would need to partner with the City of Jacksonville in deploying such projects. It remains to be seen if there will be a new Complete Streets Handbook issued by FDOT.

Opportunities

Since the COVID19 pandemic began, cities have become more focused on the way street space can be repurposed to support people and local businesses—i.e., to facilitate outdoor dining, improve safety and dedicated spaces to encourage walking or cycling, create

access to essential transportation services, and more. The JTA has the opportunity to champion this national momentum in collaboration with the City of Jacksonville and other regional stakeholders to lean on a flexible approach to managing and enhancing mobility and public space in Northeast Florida. This could be achieved through new "quick-build" projects and pilots or to leverage other programmed capital improvement roadway projects with the City of Jacksonville. Such projects also offer the potential to support multi-beneficial opportunities around resiliency and equity through "green street" innovations such as on-site stormwater treatment and attenuation in flood prone areas and fiber optic/telecommunication deployment in areas lacking such infrastructure.

While vehicle travel has been reduced during the pandemic period, pedestrian crashes and fatalities have ironically continued to increase. Newly released data from the National Highway Traffic Safety Administration for the first half of 2020 has revealed that the rate of traffic deaths per mile driven increased while much of the U.S. population has been under stay-at-home orders and vehicle miles traveled had fallen sixteen (16) percent. A focus on addressing roadway safety for pedestrians, and particularly essential workers using transit, is a critical opportunity for the JTA to capitalize as a regional infrastructure partner. Additionally, the JTA's ability to leverage FTA Capital Investment Grant funds and other discretionary sources not available to the City or other agencies provides a tremendous value proposition. Such funding can be leveraged to address currently unfunded or "outer year" Capital Improvement Plan (CIP) infrastructure gaps, particularly around transit, freeing up City of Jacksonville dollars for other project needs.

HOW CAN THE JTA LEVERAGE ITS TECHNOLOGY EXPERTISE?

The JTA has invested in staff capabilities and initiatives like U²C to position the Authority to be a leader in technology and innovation. Any economic recession opens up opportunities to improve productivity through technology and innovation, because the disruption of an



WHAT DO EXPERTS SAY?

Urban mobility pilots must function like a good scientific experiment, according to the Policy Brief prepared by David Zipper for the Harvard Kennedy School. Pilots must examine well-defined transportation questions and user needs and result in data that will contribute to improvement of the technology and/or service.

economic downturn and reduced employment leads to a rebuilding of industry, services, and infrastructure through a combination of economic stimulus programs (i.e., loans, infrastructure funding) and business optimization. The JTA is positioned to serve the Northeast Florida region as an implementer of transportation-related technology and innovation as these funds become available and as regional investment plans take shape. Through partnerships in the region, this role could expand into Smart Regions implementation. The Authority's technology capabilities and role as mobility provider create an opportunity for the JTA to combine forces with local and regional partners to plan and implement smart corridors and local smart infrastructure such as curbside management. The JTA can continue to build its expertise through the development of leading-edge data analytics and interfaces, both internal and customer-facing, to improve customer service both directly and by facilitating better service planning. The JTA is an industry leader in this regard and can therefore leverage its technology products to provide cost recovery through the Jacksonville Transportation Innovation Corp. (JTI), in turn facilitating further investment in research and development.

SMART REGIONS COALITION IMPLEMENTER

Challenges

A current challenge that is also an opportunity is the lack of consensus between local and state agencies with respect to Smart Regions

implementation. This produces a lack of prioritized or coordinated investment plans, and it can also make the initial pilot programs more about demonstrating technology and less about providing needed transportation. Also, while funding is widely available for start-up projects, sustainable funding sources are not yet evident. Further, the autonomous vehicle technologies are still under development and, for the most part, presently require some type of controlled environment in which to operate, such as at low speeds and grades, within geographically constrained areas, or on other forms of dedicated infrastructure.

Opportunities

The JTA can partner with planning agencies such as the North Florida Transportation Planning Organization (NFTPO) to lead implementation in reaching smart city goals. This is a unique opportunity to leverage the JTA's position, expertise, and experience to benefit the region. Further, if the JTA becomes a partner in the creation of safe, smart, sustainable streets, it will be fashioning the controlled urban environments that are needed for smart technology testing and implementation while maximizing the opportunity to integrate these technologies into meaningful transportation solutions, as the experts advise.

CURBSIDE MANAGEMENT

Challenges

The integration of multimodal services is not a fast or easy process, especially when infrastructure changes are required to enhance safety and access. As additional freight and mobility services are introduced, each vying for precious curb space, the design and management of these key access points will become more important and complex. Since transit is part of the curb space, the JTA has a vested interest in effectively utilizing this asset. However, challenges exist in terms of ownership of the right-of-way and dwell times. Curbside management requires a collaboration with the City of Jacksonville which would likely operate parking, issue permits, and develop curb space management ordinances. Coordination with the FDOT would also be necessary on state-



A CASE STUDY EXAMPLE: CURBSIDE MANAGEMENT WITH COORD

Similar to the program being piloted in Columbus, Ohio with curbFlow, the cities of Omaha, Nebraska and West Palm Beach, Florida are partnering with Coord to address curbside management through the piloting of Coord's digitized Smart Zones. Smart Zones are dedicated spaces along the curb that are clearly marked with signage for loading and unloading.

Drivers use the Coord Driver mobile app to see real-time locations and availability and, as they get closer, can hold and book time slots in a given zone. By serving as the coordination layer for new mobility services, navigation tools, and urban infrastructure, Coord is helping cities manage curb space and reduce curbside congestion.

maintained roads. Collaboration among these agencies, which may have competing interests, is necessary to develop win-win-win solutions. An important first step is creating an inventory and digital map of the curb space, which would dovetail with the JTA's expertise and its activities in preparation for U²C deployment. With increased freight and goods deliveries and shared mobility usage at the curbs, managing this asset is critical to safe and sustainable mobility.

Opportunities

In the short-term, transportation demand management practices can help people make better use of infrastructure and services that currently exist. In the long-term, curbside management practices can

help the JTA and its local partners get ahead of future downtown developments that may increase density and, therefore, demand for curb space by enabling technology to manage curb access and pricing. For example, curbFlow is a company that helps municipalities address operational challenges associated with accessing the curb for pick-ups and drop-offs by digitizing their curb "marketplace." This digital model of curb space allows commercial and on-demand drivers to view real-time space availability and make reservations on-the-go. A potential partnership could create the opportunity to build a digital map of the curb, a requirement for integrating automated vehicle services. This unique partnership would allow the JTA to leverage one project's efforts—the U²C—to benefit another.

BUSINESS INTELLIGENCE

Challenges

The data, analytics, and software components of technology and innovation are in a constant state of change. One of the key challenges is that transit agencies typically rely on software vendors for key components of their data systems, and these vendors are not always reliable. For example, the vendor that provides the MyJTA app is moving away from transit and is more focused on parking, so further development of the current app may be more difficult to negotiate. Similar challenges exist in the development of agreements with respect to data, which can prevent the JTA's service planning staff from having full insight into customers and their travel patterns.

Opportunities

There are many opportunities for the JTA to leverage its technology expertise and make data-driven business decisions. Deployment of a smartphone app with the ability to collect real-time data through in-app polls or other methods can serve the needs of both customers and employees while also providing the JTA's leadership with vital insights. Encouraging and marketing the availability of Wi-Fi on the JTA's services is another opportunity to address inequities with internet access and to collect valuable ridership data. Real-time service and social distancing information enhances travel reliability for customers while also advertising and reinforcing the Authority's dedication to customer service, public health, and safety. Internally, increased

coordination between data analysts and other departments can help to streamline the process and awareness of new technology deployment.

HOW CAN THE JTA IMPROVE EFFICIENCY AND FINANCIAL SUPPORT IN DELIVERING SERVICES?

The pandemic has had a dramatic impact on the JTA's revenues. For the fiscal year ending September 30, 2020, passenger fares were down 27 percent, sales tax revenues were down nine percent, and local option gas tax revenues were down 13 percent compared to the FY20 budget. There were some offsetting funds that brought the net revenue loss to nine percent. Fortunately, the Authority's strong fiscal stewardship practices include multiple mandatory reserves,

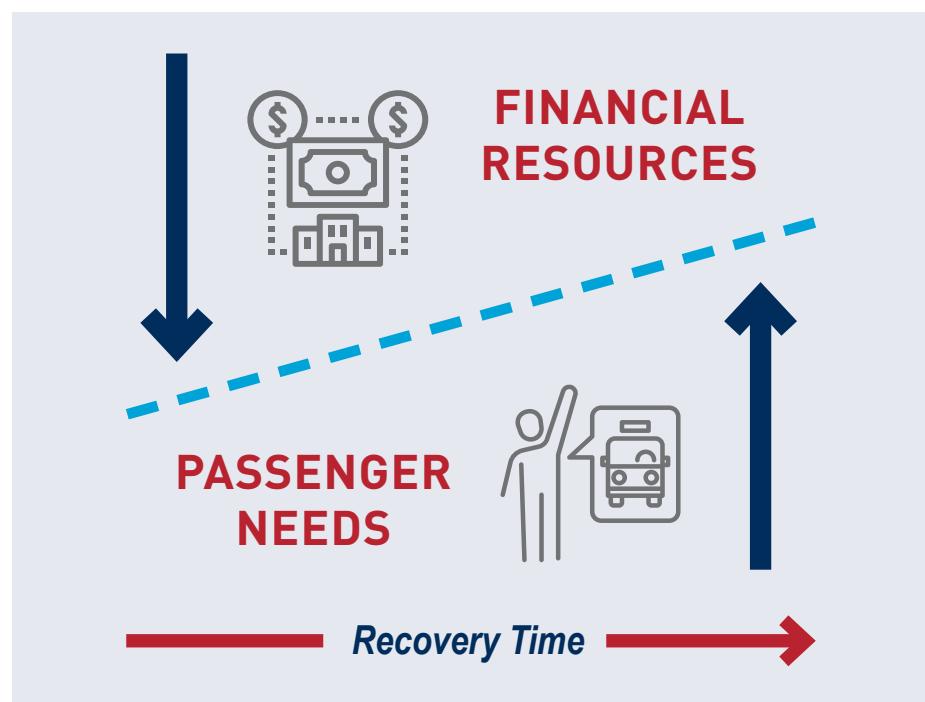


Figure 3: Tension Between Growing Passenger Needs and Diminishing Financial Resources

a highly proactive approach to federal grant opportunities, and a long-term financial outlook. Therefore, the JTA's financial position remains solid. JTA was the beneficiary of CARES Act funding, which is projected to cover any operating financial gaps through FY21, and the Authority's reserves will support several areas of financial commitment. The Authority's success in receiving grant funding positions the JTA well for any new grant revenues, and numerous competitive grants are on the books supporting current financial sustainability. The JTA's combination of sales and gas tax revenues provide diversity and stability in the funding used to augment fares and match FTA grants, but they are negatively affected by the economic recession caused by the pandemic. Other grants and partnerships support new services, such as the U²C—this approach is a model for future growth of the JTA.

Many transit agencies in the U.S. have eliminated fares during the pandemic, largely for safety reasons, but also to ensure that riders who depend on transit are able to meet their travel needs during the economic downturn. The JTA had already implemented protective shielding of drivers that avoided the necessity of eliminating fares at the onset of COVID19. Moving forward, the discussion around the potential for fare-free transit must examine equity and financial sustainability carefully. In particular, is it possible to have equitable fare policy (for example, building on the existing free fares for seniors), without eliminating fares altogether? Fares constitute a policy lever that gives the JTA influence over rider behaviors, such as encouraging more mid-day trips for those with schedule flexibility to even out demand across the day, which is a cost savings strategy. The JTA should engage in the current, active conversation in the transit industry to understand the full cost of collecting fares, the unintended consequences of removing fares, and the impacts of various fare strategies. The Authority should then work to identify the optimal fare approach for its unique circumstances during the MOVE Plan Phase II.

The longer the pandemic and its associated economic recession last, the more downward pressure on the JTA's funds will occur at the same time that economic distress will cause more of the

population to be dependent on transit. These opposing forces will necessitate the JTA to be creative in its strategies to maintain the professional workforce, avoid downsizing or austerity measures, and apply technology and innovation to reduce costs. The solutions will require an entrepreneurial mindset.

PARTNERSHIPS

Challenges

Identifying and establishing potential partnerships will be a critical step in deploying new service models, enhancing infrastructure, and developing real estate and TOD opportunities. New partnerships must address institutional barriers and external perceptions regarding the Authority and focus on common purposes with clear objectives. Experts in mobility partnerships have indicated that there are very few examples of successful partnerships in the mobility integrator space where transit agencies have leveraged items of value such as lower cost rides or data from mobility providers. This issue is especially salient regarding microtransit pilot programs. Microtransit tends to address first/last-mile access for riders with mobility choices and expands coverage but typically fails to increase ridership. Several microtransit pilots in Florida are at least partially funded by the FDOT, such as the Downtowner in Tampa, since the cost of operations exceeds the financial capabilities of most transit service providers. In terms of access to data, the onus gets placed on the JTA to first establish clear protocols for data sharing, open data standards, and data interoperability before considering partnerships with any mobility provider.

Finally, one of the critical challenges of partnership in the mobility space is the pace at which different partners are able to move forward. Aligning the speed at which private sector partners, the JTA, and municipal partners are able to make decisions and implement them is an ongoing challenge due to regulatory, funding process, and staff capability differences. This challenge must be addressed head-on through direct attention to administrative and decision-making processes and commitments to roles and responsibilities in the initial set-up of each partnership.



A CASE STUDY EXAMPLE: TAMPA'S DOWNTOWNER

Leaders at the Tampa Downtown Partnership, which created downtown Tampa's Downtowner microtransit service, have petitioned the Hillsborough Area Regional Transit Authority (HART) to take over the service's operations and cost, with help from the Florida Department of Transportation. An expenditure of \$568,000 was approved by HART's board for eight months of service, but it is expected that the state will offer reimbursement for half the cost.

Opportunities

New partnerships constitute an important theme in the MOVE Plan Phase I, because they are the critical lever to create both demand and financial support for new and innovative JTA services, building on the JTA's existing strengths. Chapter Four identifies many potential partnerships to consider, including community-oriented ones that are important to the JTA's role as an equity agent, such as partnering with local governments and health care institutions to supporting the distribution of a COVID19 vaccine. The financially strategic partnerships share some common strategies. The JTA must offer access to its customers in ways that others cannot achieve without the JTA's involvement. For example, the JTA has access to unbanked customers who rely on cash payments. This access could attract partners such as micromobility companies that rely on credit cards for payment. Having this leverage in such a partnership can help the JTA provide affordable first/last-mile accessibility to its riders.



JTA & A COVID VACCINE

Through a COVID19 vaccine distribution initiative, the JTA could deploy its resources to improve access to vaccinations for regional partners and underserved communities. This initiative would provide a critical community service, address potential equity issues around vaccine distribution, and begin building key partnerships for the future.

Another advantage the JTA brings to its partners is the Authority's ability to leverage tremendous capital and financial instruments that other potential partners do not have access to, such as FTA funding.

ENTREPRENEURSHIP

Challenges

Leveraging the JTA's human and capital assets to support the JTA financially has great potential but also notable constraints. For example, buses could in theory be used to carry both passengers and freight, mirroring how ride-hailing drivers have pivoted to home delivery services during the pandemic. However, funding and purchase agreements for most of the JTA's vehicles narrowly restrict their use—they may not compete with private entities for commercial use (i.e., freight delivery). Meanwhile, during the pandemic and recovery period, demand for the JTA's assets may not materialize to help generate revenue. Specifically, demand for office or other use of the JTA's facilities may fluctuate, and public sector 'clients' for the Authority's professional services may lack funds to engage them.

Opportunities

In recognition of its unique workforce and skillsets, the JTA has had the foresight to create a parallel entity, the JTI, that can recover the costs of personnel time through serving as staff partners (at-cost consultants) to public agencies. The JTA would be able to recover the

costs of overhead staff rather than trim overhead during financially austere times in several ways:

- » **Business Intelligence Services.** Market data systems and dashboards to other transit providers.
- » **Training.** Sell virtual training developed by the JTA for key areas such as bus maintenance to other transit providers.
- » **Human Resources and Finance.** Offer staff augmentation to support agencies that may need to downsize during the recession, an attractive alternative to for-profit staffing services. For example, the JTA currently supports



JTA & TOKEN TRANSIT

The JTA is engaging in a pilot program with Token Transit to provide a new mobile payment app for its customers. The new format allows for the "digitizing" of cash and the ability for the Authority and partners to pay online and send passes directly to users via text or e-mail.

This option addresses the needs of the unbanked and those who would prefer a smaller app that takes up less room and uses less data. It also opens up the opportunity of extending access to JTA customers, including those who pay with cash, to other mobility modes, such as bikeshare. Several new fare options are included in the initiative, including passes for students, employees of participant companies, special events, and participants of the JTA Rides Program for social service agencies.

the NFTPO with payroll and human resource staff augmentation.

The opportunities around the JTA's assets are key. For example, if portions of the JTA's own workforce will continue to work from home, it may be feasible to lease out a portion of the existing office space at the JRTC at LaVilla. Constraints on buses could be a point of negotiation with the FTA and other funding partners but, alternatively, the JTA could focus on community purposes for buses, such as mobile kitchen/farmer's market, in disadvantaged and food desert areas. These services would help reinforce the role of transit as a public good, serving indirectly to support the JTA financially.

SAVINGS THROUGH INNOVATION

Challenges

Saving on costs through technology innovation has two important caveats. First, issues around technology versus labor must be handled carefully and proactively with potential initiatives, such as retraining. Second, generating cost savings from technology will require up-front investment.

Opportunities

There are numerous aspects of customer service that can be addressed with technology and that would improve the Authority's finances either by reducing the JTA's costs or increasing farebox revenues. These ideas are addressed in the discussions of serving the core customer throughout the MOVE Plan, such as by providing better trip planning and bus arrival information in customer apps, thereby retaining and attracting customers. One saving grace could be that technology and innovation can bring new funding sources and partners to the table, such as non-profit groups that support Smart City/Smart Region initiatives.

HOW CAN THE JTA LEVERAGE PROGRAM DELIVERY SUCCESS?

The JTA is one of few transit agencies that deliver both transit and highway projects with a good record of success. The Authority

continues to deliver on iconic infrastructure projects such as the JRTC at LaVilla and the Kernan Boulevard Improvements Project. These project delivery successes position the JTA to supply a value-added service to Northeast Florida in capital infrastructure management and project delivery.

Challenges

Interjurisdictional control of infrastructure programs could present a formidable challenge; it would require coordinating partners' capital programs to take advantage of economies of scale and leverage the JTA's experience in project delivery. Appropriate cost allocation methods that are perceived by all parties to be fair and equitable would also have to be addressed, in addition to the assurance and confidence that the respective local agency projects would be high-quality projects delivered within reasonable budgets and schedules.

Opportunities

If the economy continues to struggle and funds become more limited for many local agencies to address their infrastructure needs, these agencies may welcome the opportunity to collaborate with the JTA to maximize their infrastructure funds. It is also likely that a prolonged economic downturn could trigger bipartisan support for a stimulus infrastructure plan aimed at accelerating economic recovery. The experience of the JTA in project delivery would be an asset to quickly support the region in aligning a "shovel ready" list of projects. Further, if the policy direction at the federal level swings back towards equity, sustainability, and urban mobility as anticipated with the Biden/Harris administration, the JTA will be a strategic partner. Specifically, the JTA has the ability to align these projects with transit access through sidewalk, shelter, and transit operational improvements—i.e., bus lanes, better curb management, and traffic signal improvements—thus achieving key project benefits including reduced auto trips and air quality improvements.



CHAPTER THREE

THE SCENARIOS



EXPLORATORY SCENARIO PLANNING

One thing the pandemic has made clear: when disruptions happen, it is time to act, and there is little time to plan. Scenario planning is an important way to prepare for disruptions, making an organization better able to respond as circumstances change.

Exploratory scenario planning focuses on trends that have both high uncertainty and high impact to the organization. The scenarios make alternative assumptions about the disruptive drivers of these trends, and the drivers are grouped together into distinctly different and plausible future scenarios. This approach looks at the uncertain future and uses the scenarios to stake out good coverage of the future “cloud of uncertainty” so that, by thinking through the scenarios, the JTA can be well prepared for what could happen.

Some scenario planning efforts consider alternative futures in order to choose what should happen, or to make a better prediction of the future. That is not the case here—any of the scenarios could happen and the objective is to prepare the JTA for all possibilities. While there is some evidence that the middle scenario is the most likely, the scenarios are designed to be distinctly different for the purpose of this analysis, and therefore none of them exactly matches current predictions. More importantly, predictions will change!

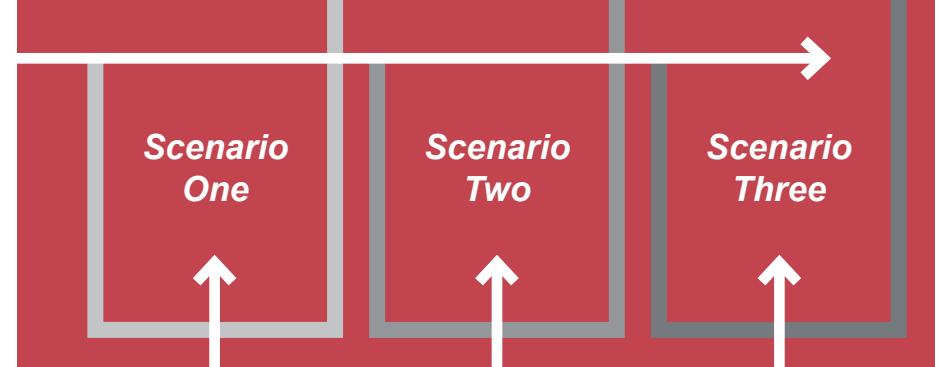
SCENARIO DRIVERS

The scenario drivers are forces that are beyond the JTA's control—the JTA can respond to them but largely has no influence on them.



EXPLORATORY SCENARIOS?

Exploratory scenarios, for sports fans, are like the defensive playbook. We are thinking ahead to the possible events that the future may send our way and planning in advance how to respond.



These drivers fall into three main categories: COVID19 Recovery, Economic Recovery, and Local Conditions. There are two or more components to each category.

COVID19 RECOVERY



The point in time when the need for social distancing is reduced, and the extent that health outcomes are equitable.

ECONOMIC RECOVERY



The federal and regional economic trends and the effects of political outcomes on transit grant programs and funding.



LOCAL CONDITIONS

Spatial trends in regional land use as driven by the economic and business outlook, community safety perceptions regarding transit, and the prevalence of work from home.

Figure 4: Scenario Descriptions and Timeframes

| DRIVER | RAPID REBOUND  | MODERATE MOMENTUM  | LINGERING LIFESTYLE  |
|--|---|---|---|
| COVID19 Recovery  | Fast with equitable health outcomes (i.e., Spring 2021) | Moderate with uneven health outcomes (i.e., Winter 2022) | Long-term unpredictability of public safety and health outcomes |
| Economic Recovery & Political Context  | Faster recovery with government programs softening recession impacts; stable transition post-2020 election | Longer recession with economic sector impacts accentuating current trends; federal policy changes delay grant programs | Longest recession, with structural economic change; more extensive federal policy changes “move the target” for grant programs |
| Local Conditions  | <ul style="list-style-type: none"> » Downtown resurgence » Community safety perception high » Low-range Work from Home | <ul style="list-style-type: none"> » Suburban cluster growth » Community safety perception medium » Mid-range Work from Home | <ul style="list-style-type: none"> » Housing dislocation & Redistribution of poverty » Community safety perception low » High-range Work from Home |

SCENARIO TIMEFRAMES

Scenario timeframes start in December 2020, and they reference three different timeframes for the key milestones associated with COVID19 recovery:

- » **Six-month (late Spring 2021).** Earliest timeframe for vaccine, testing, and/or treatment protocols to relax social distancing
- » **15-month (late Winter 2022).** Success of treatments and/or vaccine after 3+ global flu seasons builds confidence to relax social distancing
- » **More than 15-month.** Evidence at this point indicates the virus is evolving to stay ahead of fully effective vaccines and/or treatment, and social distancing is needed long-term

Economic recovery is expected to be strongly dependent on the pandemic recovery, and therefore the timeframes for economic milestones match those of the COVID19 trends.

THE SCENARIOS

Rapid Rebound

In Rapid Rebound, circumstances change to end social distancing faster than overall achievement of herd immunity¹ through a combination of testing, mask wearing, and observed containment-level spread of the virus. This scenario assumes equitable health outcomes, allowing all segments of the population to participate in pre-COVID “normal” activities including work, school, and recreation. The economic recovery also rebounds quickly, as evidenced by a consistent upward trend in national and regional economic indicators after January 2021. This trend could be triggered in part by additional relief funds from Congress by early 2021. In Rapid Rebound, the political outcomes in Washington, D.C. allow for the

FTA to issue grants unhampered. Finally, the local trends in Rapid Rebound reflect a resurgence in downtown development projects and business activity, a willingness of all types of passengers to ride transit on the basis of safety and comfort, and a modest level of ongoing telecommuting on the part of workers who worked from home during the pandemic.

From the JTA's perspective, Rapid Rebound allows the workforce and services to largely return to pre-COVID norms, and economic activity would resume, but some social distancing measures would remain in place. In this scenario, there are implications to consider for trends that had been surfacing prior to COVID, such as declining ridership and a shortage of bus drivers.

JTA Priorities Under Rapid Rebound

- » Focus on return of customers—ramp up hiring and invite customers back
- » Lead initiative for effective and equitable vaccine distribution
- » Re-engage services for choice riders
- » Focus on downtown opportunities
 - ✓ Tactical urbanism² to test downtown mobility pilots
 - ✓ Facilitate curb management
- » Optimize existing BRT operations and access

Moderate Momentum

Moderate Momentum is the middle ground scenario, with a slightly slower-than-optimal timeframe for full distribution of vaccines or other means of achieving herd immunity. This scenario acknowledges that there could be issues with vaccine distribution or effectiveness that would prolong the social distancing requirements even further for at least some residents such as higher-mortality-risk populations

¹ Herd immunity refers to a level of the population’s exposure to a virus, through infection or vaccination, that the virus becomes unlikely to spread.

² Tactical Urbanism is a form of “pop-up” planning to try out new uses of urban space—[see page 44](#).

and those with less access to health care. The economic drivers in this scenario accentuate current trends, which include Northeast Florida's better job growth and lower unemployment compared to the U.S., and younger population and lower reliance on tourism than other cities in Florida. This scenario assumes that delays will occur in some FTA grant programs as a result of political outcomes. With respect to local trends, this scenario sees shifts in employment to suburban clusters as office tenants seek modern, affordable, and more dispersed locations for the return of their employees, while the decline of brick and mortar retail opens up suburban real estate for other uses. Two factors create headwinds for transit ridership by riders with mobility choices—a decline in the overall safety perception around transit, and a middle range of workers continuing to work from home.

In Moderate Momentum, the JTA will anticipate how a longer recession combined with Northeast Florida's suburban growth trends could affect the demand for JTA services and the composition of JTA's ridership, while significant hurdles continue to affect riders with mobility choices.

JTA Priorities Under Moderate Momentum

- » Focus on improving cost efficiencies within existing services
 - ✓ Reduce peak service demands by incentivizing off-peak ridership
 - ✓ Optimize paratransit rider services
- » Expand support for essential workers with guaranteed rides home
- » Prioritize service improvements and infrastructure to suburban employment hubs

Lingering Lifestyle

The vision for lingering lifestyle has elements of cultural disruptions such as 9/11 where some changes in behavior become entrenched

long-term and society adapts to new norms. In this scenario, the coronavirus becomes a moving target such that a substantial and/or distinct portion of the population requires ongoing social distancing, which in turn would affect standards for public spaces.

Lingering Lifestyle also brings more severe economic consequences—not only a slower recovery, but structural economic changes such as reductions in defense spending to address the longer period of government deficit spending. This is also a more disruptive scenario with federal grant programs, in which programs would change direction. This scenario's economic effects would alter where transit-dependent populations may live and work in the region and the number of people who may become dependent on transit. At the same time, people with mobility options would be less inclined to use transit due to safety perceptions and a high continuation of working from home.

The JTA's challenges under Lingering Lifestyle would include how to serve more transit-dependent populations while having greater reliance on local funding or new innovations in funding, as well as potentially addressing some types of austerity measures within the JTA.

JTA Priorities Under Lingering Lifestyle

- » Address needs of vulnerable populations with specialized services
- » Address financial stress through focus on external staff utilization through JTI, and improved efficiencies through applied technology
- » With regional partners, position for and pursue stimulus funding for capital infrastructure projects
- » Prioritize private and innovative partnerships to sustain and support services and capital programs

COVID19 RECOVERY FACTORS

Moving forward, it will be important to understand when events related to the pandemic indicate a major turnaround or setback—these events or indicators will signal that one of the scenarios is becoming more likely. News about the pandemic often focuses on the key factors of vaccines and testing. For this plan, the triggers that appear to indicate truly significant turning points are an effective vaccine, fast and inexpensive antigen testing, an effective treatment, and delay of protective immunity, as described in the paragraphs that follow. While the evidence is growing that mask wearing is also an important factor in decreasing both the spread and the severity of COVID19 infections, there is not a clear milestone associated with mask wearing that can serve as a turning point. In the U.S., compliance with mandates is not universal (nor are mandates), so even though it is a preferred practice for transit agencies, there is not an easily identified benchmark around mask wearing. It only takes one person wearing a mask improperly or not at all to make a group of compliant bus riders' social distancing ineffective in a real or perceived way.

EFFECTIVE VACCINE

The development of an **effective vaccine** is not an immediate trigger of recovery, because the distribution of the vaccine and the participation of the population in vaccination will determine the timetable and level of herd immunity achieved. Several factors will affect the timeline for successful vaccine distribution, including the required storage temperature (which affects the available capacity for distribution), the level of training required for administration, and availability of all necessary medical supplies to administer the vaccine. While the CDC protocols advise prioritizing distribution to more vulnerable populations and essential frontline workers, it is also the case that access to health care and effective health communication strategies will play a role in the successful distribution of the vaccine according to CDC priorities. While estimates for the distribution timeline are necessarily broad, the initial availability of a vaccine appears imminent at the end of 2020 and experts at Johns Hopkins indicate effective distribution would take about a year.

THE SCENARIO TRENDS INCLUDE TRIGGERS THAT WILL SIGNAL WHICH SCENARIO IS TAKING PLACE:

- » *The initial availability of an effective vaccine would trigger short-term actions by the JTA related to its frontline workers, and it would establish a timeline of up to one year to eliminate social distancing practices, with the caveat that, by the end of the year, there would also need to be evidence that the vaccine remains effective. This anticipated timeline matches the Moderate Momentum timeframe.*
- » *In contrast to other scenario drivers, there is a potential role for the JTA to play to determine the timeline of this driver. Specifically, the Authority could become directly involved in making vaccine distribution faster and more equitable.*
- » *If an initial vaccine does not remain effective over time, this event would trigger Lingering Lifestyle effects.*



FAST, INEXPENSIVE ANTIGEN TESTING

A development that may be imminent is rapid **antigen testing** that identifies individuals at highest risk of spreading the virus. The test is most effective at identifying individuals early in the infectious period with highest viral loads and would be expected to reduce the virus transmission rate if large segments of the population had access to the tests. The focus on making the tests fast, inexpensive, and accessible, is key to affecting a reduction in the spread of COVID19. However, social distancing measures such as mask-wearing would still be recommended as testing would not be truly universal.

EFFECTIVE TREATMENT

One of the key reasons for social distancing and the more extreme shutdown measures is to avoid overwhelming healthcare facilities with life-threatening cases of the virus. While progress on **effective treatments** is currently varied, progress does advance continually on components of treatments (drugs, care practices, and other health protocols), and these developments can reduce the death rate of the virus. If effective treatment protocols are identified that could be widely available, the virus would become a milder disease, and the measures to prevent its spread would become less necessary to the overall population. More vulnerable populations would still need to take protective measures such as wearing masks, but overall lifting of economic and social distancing restrictions could proceed.

DELAY OF PROTECTIVE IMMUNITY

Several factors could contribute to a **delay of protective immunity** (i.e., the ability to be exposed to the virus with minimal risk of developing symptoms). One is the effectiveness of approved vaccines, and a related one is the portion of the population that chooses (or is able) to receive the vaccine. A significant unknown at this time is whether coronavirus immunity will be sustained after it is contracted, or a vaccine is taken. Vaccination should provide a more robust immunity than contracting the virus, but there is a chance that the coronavirus will require re-infections to produce protective immunity. In this case, vaccines would need to be boosted routinely.

- » *This antigen testing trigger would not by itself achieve herd immunity, and key elements of social distancing, including wearing masks, would continue to be necessary.*
- » *This trigger could align with the Rapid Rebound scenario, particularly if a sustained reduction in COVID19 transmission rates were achieved, which could be expected to facilitate the return to more normal economic activity.*
- » *The timing of an effective treatment trigger is highly uncertain, and therefore it could occur in any of the scenarios' timeframes.*
- » *The uneven health outcomes of the effective treatment trigger align with the Moderate Momentum and Lingering Lifestyle assumptions that some portion of the population would need to continue protective measures while overall social distancing may be relaxed.*
- » *The scenario analysis assumes that once a vaccine is developed and distributed, it would produce sufficient immunity in the population (even if booster shots are needed), to return to normal activities unless delay of protective immunity is observed on the basis of one of the factors described.*
- » *The Delay of Protective Immunity trigger would align with Lingering Lifestyle, as social distancing measures and related behaviors, such as remote working, would remain in place over an extended period of time.*

Very few observed cases of reinfection have been documented but determining if coronavirus immunity is resilient over time will require observing infection patterns over multiple cold weather/flu seasons. This longer period of time will also help with assessment of the effectiveness of the vaccine across the population, which, if lower than expected, could require a much longer period to achieve protective immunity in the population at large.

NATIONAL AND REGIONAL ECONOMIC TRENDS SHAPING NORTHEAST FLORIDA'S RECOVERY

Overall, economic recovery is anticipated to be dependent to a large extent on the trajectory of the COVID19 recovery. COVID19 has forced many industries to institute **work from home (WFH)** policies for their employees. According to a June 2020 report from Stanford University, 42 percent of the U.S. labor force was then working from home full-time. While working from home has been seen as successful for many businesses, challenges may exist with maintaining productivity and building organizational culture. WFH, most likely in a hybrid form (for example, working 2-3 days per week in the office), is expected to remain even after the development of a COVID19 vaccine or other safe and effective treatment. This socioeconomic shift will therefore continue to impact travel demand, the commercial real estate sector, and other related businesses in Florida, such as the food and restaurant industries that have come to depend on the lunchtime rush of office workers.

Florida is disproportionately affected by **sales tax revenues** for state and local budgets as well as the **gas tax** for funding transportation and infrastructure projects. Both of these forms of revenue have been impacted by the pandemic and ensuing shutdowns. Fiscal Year 2019-2020 General Revenue collections ended with an almost \$1.9 billion loss, 84.7 percent of which came from Sales Tax distribution (down 6.1 percent from the anticipated level). While impacts on Florida's gas tax revenues are still unknown and traffic levels have increased since the initial shutdowns in March, Americans drove roughly 40

- » *The scenario analysis assumes that **work from home** continues post-COVID to varying extents, lower with **Rapid Rebound** and higher with **Lingering Lifestyle**. This trend will affect the JTA's choice riders' need for commute trips, and will indirectly affect JTA by affecting traffic levels, gas tax revenues, and even land use patterns.*
- » *Sales and gas tax revenues would have a relatively "Rapid Rebound" with this aptly named scenario, and lower revenues with the longer-range recovery scenarios. This trend would affect the Authority's core revenues for grant matching and operations. An additional financial trigger for the JTA would be exercising the remaining six cents of the available local option gas tax for the City of Jacksonville.*

percent fewer miles in April of 2020, for example, than they did during the same time in 2019.

Florida cities, including Jacksonville, are positioning themselves as “**Post-COVID Magnets**” with no state income taxes, lower costs of living, and less dense development patterns which some will view as more desirable in the future. Orlando, Tampa, and Jacksonville are more likely to compete as Post-COVID Magnets. Migration would be from dense urban areas with highly dependent transit markets, such as New York City and San Francisco. Denser Florida cities like Miami may not see the same wave of migration. While Miami has more access to transit, it is still an auto-dependent environment. Due to the cost of living and the need for a vehicle, those who consider moving to Florida might opt for a city in Northeast Florida that is more affordable. Northeast Florida has fared better than the rest of the state in large part due to low economic reliance on tourism and hospitality within the region, and due to the presence of government sectors like defense which are less impacted by an economic recession. **According to LinkedIn News, Jacksonville has incurred the biggest gain in net arrivals (10.7 percent) from April to August 2020 (as compared to the same time last year).**

The concept of Jacksonville as a Post-COVID Magnet needs to be considered with caution. While low taxes and a low cost of living have always been a draw for Florida and for Jacksonville, it is too soon to tell if there will be a mass exodus from high-density cities to less dense cities or if there will be an accelerated trend within Jacksonville/Northeast Florida to suburban, exurban, or rural communities. Some sources indicate that the data to date does not support a pandemic-induced mass migration away from big cities. There may be anecdotal evidence that less urban areas will be more desirable in the future, negatively affecting **downtown growth**, but a mid-August Zillow report revealed that “search traffic for suburban properties is slightly down from last year” and the share of people nationwide looking to move to a higher-density city has increased. Furthermore, individuals migrating from dense urban cities to Jacksonville may still desire more active, mixed-use, and walkable communities instead of typical suburban areas. Ultimately, it is too soon to tell what the trends of nationwide

- » If Jacksonville proves to be a **Post-COVID Magnet**, net arrivals and population growth overall would indicate that Jacksonville is faring better than the U.S. in attracting growth. This trend is consistent with **Moderate Momentum**.

- » The scenarios cover possibilities ranging from **downtown growth** resurging in **Rapid Rebound** to **suburban cluster growth** in **Moderate Momentum**. Either scenario would affect the geographic focus and types of services the JTA would develop. Tracking the travel needs of core customers to access jobs and services will be key as post-COVID development patterns take shape.

pandemic-related migration will be and whether this will translate into business relocation and expansion into more suburban areas.

NATIONAL ECONOMIC OUTLOOK AND TRENDS

The U.S. and world economies were severely impacted by the COVID19 pandemic and subsequent shutdown aimed at controlling the virus. While financial repercussions were softened by the Coronavirus Aid, Relief, and Economic Security (CARES) Act passed in March of 2020, significant job losses were incurred. As businesses have reopened systematically, **employment** has steadily improved and is expected to continue, although demand and revenue are significantly lower than pre-pandemic levels, and the threat of a resurgence of the virus hangs over plans to continue the opening of the economy.

While employment is expected to steadily improve, weakened demand and revenues considerably lower than pre-pandemic levels are expected to remain. The U.S. economy took a big hit with adverse impacts focused on certain sectors, such as **brick and mortar retail**, hospitality, tourism, restaurants, entertainment, and passenger transportation. As reopening continues, some of these industry sectors should start to see improvement but also remain the most susceptible to future COVID19 outbreaks.

Healthcare—which is likely to see continued improvement over the next six to nine months provided there are no major virus outbreaks—was initially impacted by limitations on elective, diagnostic, and preventive procedures. Similar to the retail and WFH trends, COVID19 has accelerated healthcare trends such as telemedicine and digital access to health information. Some of these impacts will be lasting if not permanent. Of particular note is the adverse impact on **health outcomes** resulting from reduced access to preventive and diagnostic care. Race and ethnicity are risk markers for other underlying conditions that impact health—including socioeconomic status, access to health care, and increased exposure to COVID19 due to being a frontline, essential, or critical infrastructure worker. Non-Hispanic Black or African Americans are 2.6 times higher than Non-Hispanic Whites in terms of case incidence; 4.7 times higher for hospitalizations; and 2.1 times higher for deaths.

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- » **Employment, unemployment, and labor force participation** are key indicators of economic health and equity. The national unemployment rate will stabilize when economic recovery begins. However, it will be important also to track equitable improvement in unemployment, as a longer recession (or unique circumstances such as distance learning for children) can cause worker ‘dislocation’ which is not reflected in the unemployment rate. The timing of the overall unemployment rate stabilization will indicate which scenario is taking shape, and the measures of inequality will have implications for the JTA’s core customers and their needs.
 - » Retail trends are not specifically indicated in the scenarios, but the sudden acceleration of e-commerce relative to total retail growth indicates that people are staying home more, as would be consistent with Moderate Momentum and Lingering Lifestyle. It also indicates a structural economic shift away from **brick and mortar retail** towards warehousing/home delivery, which affects the job locations of transit riders.
 - » Unequal **health outcomes** are assumed in both Moderate Momentum and Lingering Lifestyle, for reasons associated directly with some of the COVID19 Recovery triggers, but potentially also from transportation and economic factors. A key indicator of unequal health outcomes is the demographic component of mortality rates.

National politics and the recent presidential election are also likely to influence the economy, with specific implications for the JTA. Of particular interest is potential additional **federal economic stimulus** and unemployment support. In times of political transition there is typically significant turnover in **federal agency leadership** and this can impact policy positions on funding and programs as well as the processing of grants and other agreements. The flow of federal funding is an important element to the JTA, especially concerning capital projects and the impact on timing of funding availability. Funding delays are possible with a new administration, as significant leadership changes are expected.

With many businesses struggling while the pandemic lasts, closures and loan defaults could deepen the recession and hamper mid- and long-term recovery. For example, Forbes indicates that the **mortgage delinquency** rate jumped to 8.22 percent during the second quarter of 2020 when the economic downturn from the coronavirus really began to impact the nation. Federal Housing Authority (FHA) loans reached 15.6 percent past due, an indication that first-time home buyers might especially be struggling. Forbes suggests delinquencies could be rising because roughly 30 percent of mortgage lenders are not beholden to CARES Act rules, which allowed up to 360 days forbearance on many mortgages. Notably, the Governor of Florida ended the state's **rental eviction** moratorium as of October 1, 2020; whereas the federal moratorium lasts until December 31, 2020, and could be extended further by the new administration.

The national economic outlook will also be affected by worldwide economic recoveries. China's economy is likely to have the most significant impacts, considering **trade relations** and the restoration and restructuring of global supply chains.

NORTHEAST FLORIDA REGIONAL ECONOMIC TRENDS

Jacksonville's recovery is tracking with the national economy and doing better than the rest of Florida because of the region's historic lack of reliance on tourism and hospitality. For example, as of August 2020, the **unemployment rate** for the Jacksonville metropolitan area

- » **Federal economic stimulus** could come in several forms including another COVID relief act, an overall economic stimulus package similar to those from the Great Recession, or the long-awaited infrastructure package. Any of these steps would be expected to accelerate the turning point of the economy. Significant infrastructure-related funding would have specific impacts for the JTA, its local partners, and its strategic initiatives, particularly if public transportation, greenhouse gas reductions, and/or resiliency are emphasized in the programs as indicated by the Biden-Harris platform.
- » The political context in Washington is considered in the scenarios, and a substantial pivot in **FTA leadership** or programs, or a protracted transition to new leadership, could cause delays, as assumed in Moderate Momentum, or significant program changes, as assumed in Lingering Lifestyle.
- » **Mortgage delinquency rates**, along with **rental eviction rates**, are key indicators of economic vitality. The Lingering Lifestyle scenario represents a future in which these factors lead to changes in housing location (moving in with relatives, moving to more affordable housing, or even homelessness) in vulnerable populations who are among the JTA's core customers. This trend would need to be addressed in service planning.
- » The timing of improvements in **trade relations** and global economic recoveries will be a key indicator of which scenario is more probable in the months ahead, because these trends affect not only national economic health, but also the Port of Jacksonville and the Northeast Florida economy.

(including Duval, Baker, Clay, Nassau, and St. Johns counties) fell to 5.8 percent from 8.8 percent in July.

Jacksonville's foundational industries of Residential Real Estate and Trade and Logistics are both faring well during the COVID19 pandemic. In fact, the real estate market has been heating up. Thus, if people and talent move to Jacksonville from other regions, jobs may follow. The Government Sector of **Defense** provides stability for Jacksonville's economy and is more resilient in an economic downturn, but longer-term budget deficits could force fiscal austerity.

Healthcare was initially negatively impacted by the pandemic's forced curtailing of elective surgery and non-COVID-related care. However, healthcare tends to fare better than other sectors during recessions and, if major virus outbreaks can be avoided, this sector will likely do better in the Jacksonville region in the mid- and long-term should a recession occur.

The Finance Sector in Northeast Florida should fare better than it did in the 2008 recession but possibly not better than other industries. Financial services will also see pressures from lower interest rates and potential loan defaults. Of note, TIAA bank offered a voluntary separation package to 75 percent of its U.S. workforce.

REGIONAL POPULATION AND WORKFORCE CONSIDERATIONS

Migration to less dense cities and areas is increasing, especially for people whose employers have chosen to encourage working remotely even after the pandemic subsides. The currently high level of uncertainty regarding internal migration patterns will cause most employers to defer major decisions about office space and take a "wait and see" approach. People and talent may be moving within a given region, but the question remains if businesses and jobs will follow suit. Conventional wisdom would assume business growth and relocation would **move from urban to suburban areas** within regions. However, there are equity and transportation access issues associated with this shift. For example, jobs in Jacksonville's suburban areas, like Southside, are

» *The Northeast Florida region's **unemployment rate** dropping faster than the U.S. rate would be consistent with Moderate Momentum, which assumes Northeast Florida fares better than other regions.*

» *Lingering Lifestyle presents the possibility that the U.S. government response to an extended period of deficit spending could include cuts in the **defense** sector.*

» *The scenarios include **downtown growth** resurging in Rapid Rebound and **suburban cluster growth** in Moderate Momentum, leading to differences in the geographic focus and types of services the JTA would develop.*

not well-served by traditional, fixed route transit, creating issues of service effectiveness and equitable access to jobs.

Possible Workforce Trends

Despite concerns that office-based businesses cannot develop their organizational culture, promote collaboration, and ensure accountability in a remote setting, it is likely that **working from home** will remain in some form. Most office workers will return in at least a hybrid form, as national and companywide survey tools reveal that the majority of office workers would like to continue working from home at least one day a week. To efficiently prepare for this shift, offices and employers may need to reconfigure and de-densify their spaces to accommodate a part-time WFH approach. While opinions on the degree of lasting WFH impacts vary, any shift will impact commute patterns, congestion, and gas tax revenues.

In terms of the suburban versus urban discussion, there is some belief that suburban offices will be a bigger draw, but few transactions have occurred to confirm this notion. Migration to less dense areas supports the Post-COVID Magnet theory but time will tell if it actually translates to business relocation and expansion in Jacksonville and Northeast Florida. Companies are not likely to make big decisions, like moving their headquarters, with any sort of haste.

Development Trends and Equity

The potential trend of urban versus suburban location of businesses additionally has a major impact on transportation equity and access to jobs. Jacksonville already grapples with access issues where, despite being co-located within a regional employment center, areas like Southside are not easily accessed by transit. In these areas, office parks are set back behind large surface parking lots or, in some cases, blocked off by gates. While the JTA provides service within the Southside district, distance and infrequent headways make it less effective and efficient. The access issue is different for the Central Business District, which is more compact, walkable, and designed to support transit and other mobility options.

Despite the desirability of transit-oriented development and the notion of a 15-minute, walkable community, Jacksonville's downtown area is

- » *The scenarios address the workforce trends of **working from home** as well as the potential differences in land use trends. Indicators to track include office occupancy and multifamily housing construction, and in particular, whether these statistics show growth in downtown areas (consistent with Rapid Rebound) suburban areas (consistent with Moderate Momentum), or general sluggishness (consistent with Lingering Lifestyle).*

likely to face challenges. For example, for many restaurant owners located in the urban core, the lack of residents means their businesses largely rely on the lunchtime office worker rush. New policies to encourage the repurposing of street space for outdoor seating and other commercial activities could act as potential draws to the central business district for residents from the surrounding downtown neighborhoods who would rather eat outside and stretch their legs in a walkable space. As for entertainment, the downtown experience may be lacking, especially with the slow and uncertain return of public events.

TRIGGERS

The preceding sections of this chapter described the trends associated with COVID19 recovery, economic recovery, and local conditions, including factors and indicators that will point to different timeframes or circumstances of recovery. Many of these indicators are triggers that will signal when trends are playing out according to one of the exploratory scenarios' key assumptions. In the Roadmap presented in Chapter Five, tactical actions are identified based on the triggers associated with the scenarios or with key financial-related actions such as a stimulus package or infrastructure bill. The tactical plan triggers are summarized in *Figure 5* on the next page.

The main triggers of each scenario are included, by driver, but note that not all triggers are required for each scenario to occur. The financial triggers that are independent of the scenarios are also listed below.

Additional Financial Triggers

- » *COVID Recovery funding for transit agencies*
- » *COVID Recovery funding for businesses and/or households*
- » *Federal Stimulus package or Infrastructure Bill*
- » *Increase in local option taxes*



Figure 5: Scenario Tactical Plan Triggers

| DRIVER | RAPID REBOUND | MODERATE MOMENTUM |
|--|--|---|
| COVID19 Recovery  |  RAPID REBOUND <ul style="list-style-type: none"> » Fast, Inexpensive Antigen Testing » Effective Vaccine (partial trigger) |  MODERATE MOMENTUM <ul style="list-style-type: none"> » Effective Vaccine » Effective Treatment » Demographic variations in mortality rates |
| Economic Recovery & Political Context  | <ul style="list-style-type: none"> » Stabilized improvement in the unemployment rate (based on timing) » Equitable improvement in the unemployment rate » Positive trade indicators | <ul style="list-style-type: none"> » Stabilized improvement in the unemployment rate (based on timing) » Inequity in unemployment rate trends » Continued accelerated growth in e-commerce sales as a percentage of total sales » FTA Leadership and Funding Delays |
| Local Conditions  | <ul style="list-style-type: none"> » Rebounding of sales tax revenue » Rebounding of gas tax revenue » WFH diminishes » Office occupancy and multifamily construction signal strengthening of downtown | <ul style="list-style-type: none"> » NE FL exceeds national growth trends in population and net arrivals » NE FL employment exceeds FL and U.S. trends » Delayed rebounding of sales tax revenue » WFH delays gas tax revenue » WFH continues with some reductions » Office occupancy and multifamily construction signal suburban growth trend |



LINGERING LIFESTYLE

- » Delay of protective immunity
- » Effective Treatment
- » Demographic variations in mortality rate

- » Erosion of employment status of low-income and minority workers
- » Continued accelerated growth in e-commerce sales as a percentage of total sales
- » Reductions in defense spending
- » FTA Leadership and Funding Delays—significant changes

- » Jacksonville lags national growth trends in population and net arrivals
- » Prolonged lag in sales tax revenues
- » WFH delays gas tax revenue
- » WFH continues at high levels
- » Mortgage delinquency rates, foreclosures, and evictions signal housing dislocation



WHAT IS TACTICAL URBANISM?



Tactical urbanism refers to a citizen-led, city, and/or organizational approach to neighborhood building using short-term, low-cost, and scalable interventions to catalyze long-term change. Sometimes known as “demonstration” or “pop-up” projects, tactical urbanism is designed to experiment with and gather input on a range of project types from smaller-scale complete street upgrades and pedestrian plazas to temporary bike lanes and parklets.

Such projects represent a form of “iterative project delivery” designed to draw attention to perceived shortcomings, widen public engagement and understanding, test potential solutions, and ultimately inspire action to support desired changes in community infrastructure.





CHAPTER FOUR

OPTIMIZING MOBILITY & INFRASTRUCTURE



This chapter identifies the future roles for the JTA, with the themes identified in Chapter One of ***Know Your Core, Build on Your Strengths***, and ***Collaborate for Success***. These new directions for the JTA are prompted by factors including the pandemic and emerging industry trends, and they are shaped by the expert input reflected in the challenges and opportunities discussed in Chapter Two. This chapter also addresses the importance of organizational excellence for the JTA to manage change and create internal resiliency while leading new initiatives.

OVERVIEW

The JTA achieved great success with its first Route Optimization Initiative (ROI) in 2014, and it is now poised to lead the industry transformation to establish transit as a public good through new performance measures and a renewed focus on the core customer. The JTA will use new data and analytics to address core customer needs equitably with re-imagined services. The MOVE Plan Phase I recognizes the opportunity for the JTA to evolve its vision for mobility, assuring the reliance on technology and innovations do not disenfranchise core customer groups who might have limited access to banking, smartphones, and technical knowledge. Optimization in the MOVE Plan involves using a more focused lens to prudently adjust and deploy new service models serving core customers and building on the JTA's strengths to manage mobility with seamless technology and customer interfaces across a multimodal transit system.

The JTA's extensive business intelligence capability will be applied to provide data-driven recommendations to improve service design, service delivery, and internal processes. Service design, for example, will start with critical examination of ridership patterns in terms of geographic, demographic, and other factors. For internal process improvement, the JTA can employ machine learning and artificial intelligence processes to analyze and manage complex and labor-intensive processes, including customer service interactions and vehicle maintenance needs. These capabilities also support growth of mobility services, particularly through pilot projects designed to

test new concepts systematically and support data-driven decision-making.

The JTA's role in fostering key partnerships in the region will be a major component in optimizing transit services. The JTA's continued embrace of entrepreneurial perspectives that incentivize private involvement in community mobility enhancements will enable any re-imagined services to do "more with less." In seeking new partners across the public, private, and nonprofit sectors, the JTA will meet the challenges in preserving and prospering "mobility for all" as part of a post-COVID environment.

KNOW YOUR CORE

OPTIMIZING TRANSIT SERVICES

During the onset of the COVID19 crisis, it became clear that society cannot function without the workers who must do their jobs in person, like nurses and grocers. These essential workers have been thrust into the spotlight as people across the world realize their vital role in our economy and lives. A significant number of essential workers rely on transit to reach their jobs. Thus, transit is a critical need and transit employees are essential workers themselves.

Recognizing that transit is a critical community service gives providers a chance to rethink the role of public transit and operate it as a public good, available to the community and designed to serve those who rely on it.

CRITICAL LENS: EQUITY AGENT



Transit is a critical community service which the JTA should operate as a public good, available to the community and designed to serve those who rely on it.

The Authority can use the current crisis to shift focus to the core customer and adjust transit services to best serve them. In addition, it should consider novel solutions in regard to both technology and fleet management to ensure efficient, inventive programs.

There are several ways to improve transit services for core customers while addressing and incorporating efficiency, safety, equity, and innovation. The first step will be to build upon the previous ROI by performing a new study to evaluate the current fixed route bus system in light of COVID, re-imagining how to provide services effectively. This will include examining route performance and frequency, considering flexible core services, and reevaluating the network to reduce travel times and improve efficiency. When considering new

services based on dynamic needs, the JTA should be intentional about positioning for more flexibility in operator deployment. In addition to service changes, the JTA can lead the industry and advance the concept of transit as a public good by developing, adopting, and marketing new metrics. Taking advantage of flexible funding and oversight opportunities, the Authority can pursue creative answers to transportation problems through pilots and partnerships and by incorporating insights from expanded data analytics. There is also a fundamental need to address safety concerns within the community as well as lingering effects from the pandemic by adopting new vehicle airflow technologies and reinforcing transparent and thorough cleaning procedures.

Why the JTA?

Not only is the JTA the transit service leader in the region, it is also equipped to lead the industry in this widely recognized imperative to focus on core customers and build the case for transit as a public good during and after the pandemic. Transit agency CEOs and experts around the U.S. are calling for this change in focus in response to the pandemic and its effects on transit agencies. The Authority has the business intelligence and core planning capabilities to pivot in this direction effectively and expediently.

Expected Outcomes

The basis of the transit re-imagination effort will be to emphasize the JTA's goal of serving its core customers. Various enhancements and efforts will be initiated aimed at encouraging riders to return to transit while rebuilding trust with the community regarding transit safety and reliability. In establishing transit as a public good, the JTA can continue its history of being an industry pioneer and implement cutting edge best practices while testing new concepts, including new measures of success. Measures drive outcomes. Therefore, new measures must address core customer travel needs, including reasonable travel times to essential jobs and services. The intent of this change in focus would be improved employment opportunities and access to services for the JTA's customers. Reduced travel times could also enhance quality of life for customers. Together, these enhancements would be expected to increase ridership, particularly



NEW DIRECTIONS: RE-IMAGINING TRANSIT

Re-imagine transit services to focus on today's core customers and their essential mobility needs

Revisit core metrics to better capture the purpose of transit as a public good, including the overall access to transit and timely accessibility to jobs and critical services by those with restricted mobility choices

Design pilots to develop proofs of concept in new mobility solutions, including more nimble suburban jobs access, and access to health care and education

CRITICAL LENS: EQUITY AGENT



New measures must address core customer travel needs, including reasonable travel times to essential jobs and services. The outcome of this change in focus would be improved employment opportunities and quality of life for JTA's customers.

if services are frequent and travel times are more competitive with other modes than they are today.

Pilot Opportunities

Southside Transit Access Improvements & Mobility Vision

Southside, Jacksonville—the area around the St. Johns Town Center (SJTC), University of North Florida, and the Deerwood, Baymeadows, and Southside neighborhoods—has emerged as the region's largest employment center. However, the area is not served well by transit and experiences high levels of internal congestion. To address these issues, a three-phase plan should be implemented based on recent and ongoing JTA studies. First, in order to best serve core customers who need to access area employment, more direct and frequent routes should be implemented immediately (Phase I). Phase II entails the creation of a St. Johns Town Center Mobility Hub as part of a larger mobility hubs program with new BRT service to increase transit service and frequency to Southside.

Once transit service to the area has been adjusted to address a lack of access and the SJTC Mobility Hub has been established, efforts can focus on circulation within the area (Phase III). High volumes of vehicular traffic combined with isolated land uses and a disconnected street network have resulted in congestion and an inability to circulate people throughout the Southside area. The

concentration of residential, office, and recreational amenities and existing, if unconnected, bicycle and pedestrian infrastructure in Southside provides the JTA with an opportunity to create a network of bicycle, pedestrian, and multi-use paths and amenities and to link residents, employees, and visitors to all the area's features. This could be a proving ground for the JTA to incorporate new mobility options such as bike and scooter-share with the SJTC Mobility Hub.

TECHNOLOGY INNOVATION

The JTA has an opportunity to employ its wealth of data and technological expertise in expanding the efficiency and function of key transportation services. Externally, the Authority can increase reliability and comfort by delivering real-time arrival and service disruption information directly into the hands of transit riders. Real-time communication on bus capacity levels can enhance rider satisfaction, empowering passengers to make informed choices about whether they will need to wait to ride the next vehicle and how long they may be delayed. In order to ensure that riders are aware and comfortable with any changes or enhancements to services, a widely promoted training and awareness program will be necessary.

The Authority should concentrate on leveraging its expertise in business intelligence to inform operating efficiencies. The role of IT in customer service should be increased to enhance communications with customers and to allow staff to better understand customer needs. This will include encouraging IT staff to use transit services and cross-training with customer service staff.

CRITICAL LENS: EQUITY AGENT



The JTA can apply new technologies to existing core service in order to empower today's riders with improvements in safe, reliable, modern services and amenities.

Data analytics should be used to collect immediate feedback from customers on their experiences, where and when they ride, their destinations, and spacing on vehicles as well as individual locations on buses and in stations. Using data analysis, artificial intelligence and machine learning, the Authority can create a predictive, evolving system by continually collecting data and applying insights from residential trends, ridership destinations, and employment shifts while also implementing a system that can respond instantly to service disruptions. This will also aid staff in determining and responding to social distancing demands.



NEW DIRECTIONS: TECHNOLOGY INNOVATION

Provide real-time data to customers on arrivals times, service disruptions, cleaning schedules, and vehicle capacity to improve reliability and empower riders

Utilize data and technology technology to learn about core customer habits like spacing on vehicles and in transit stations or where and when customers need to travel and create services that are more nimble

Improve operating efficiencies and customer service through data analysis, artificial intelligence (AI) and machine learning

Why the JTA?

The JTA can build from a strong foundation of data collection, analytics, and staff expertise to continue to drive the industry with innovative technologies. Applying these efforts to core service enhancements will foster trust in transit and work towards the overarching goal of being primarily customer driven.

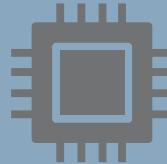
Expected Outcomes

These initiatives will improve real and perceived reliability of service while giving riders ownership over their transit choices. Services will be improved using insights from the expanded technology and data analysis. Knowledge of customer habits and behavior will improve the ability to adjust the system to fit their needs while communicating to staff on the effectiveness of social distancing efforts. These improvements will foster renewed trust and confidence in the transit system, encouraging riders to return to transit. They will also produce a nimbler system that can more readily adapt to customer needs.

Pilot Opportunities

Wi-Fi Data Collection

The JTA can establish a marketing program based on promoting and encouraging use of the JTA's free Wi-Fi in stations and on vehicles.



CRITICAL LENS: TECHNOLOGY INNOVATION

Business intelligence is at the core of technology innovation to improve customer service and understand and optimize transit services.

The JTA's capabilities in data management and business analytics enable the Authority to develop original data products and also to market them within the industry.

This service also provides IT with data on rider origin-destination, trip lengths, passenger counts, and social distancing adherence. Potential additional functions include pushing out alerts and polls for instant customer experience feedback and contact tracing.

BUILD ON YOUR STRENGTHS

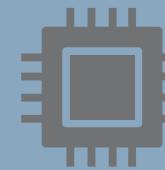
MOBILITY MANAGER

The JTA's emerging role as mobility manager combines core capabilities that already exist within the Authority. The critical shift required with mobility management is the establishment of internal and external goals and standards for a regional vision that guides mobility integration. While this effort should be spearheaded by the Authority, building such a plan requires partnerships and support from an array of entities: the public, local leaders, the City of Jacksonville, the North Florida Transportation Planning Organization (NFTPO), neighboring counties and their transit providers, as well as the Florida Department of Transportation. A vision for mobility in Northeast Florida must have buy-in from and reflect the goals and standards of the region.

Internally, the JTA must identify departmental champions, establish accountability measures to ensure program delivery, and create an environment of flexibility around pilots and pop-up improvements. The Authority will additionally need to leverage technology expertise and IT personnel to ensure that departmental silos do not hinder its ability to react to problems with quick and accurate data analysis and effective communication. If technology is to be used to enhance both access and customer service, then those responsible for each function must understand the critical needs of the other.

Why the JTA?

The JTA provides regional transit services and can be granted the authority to work in the road space as needed to support mobility improvements. Therefore, it is the only regional entity fully capable of managing and integrating mobility in Northeast Florida. The Authority is already assuming this role in many respects by expanding mobility options and services through business intelligence, planning, and



CRITICAL LENS: TECHNOLOGY INNOVATION

Mobility management depends to a high degree on excellence in data design, management, and integration, skills in which the JTA leads the Northeast Florida region.

fare systems management. Its experience with fleet management, an essential skill for managing multimodal services, further emphasizes the JTA's fitness for evolving into a mobility manager.

Expected Outcomes

The intended outcomes of becoming a mobility manager are centered on data-driven improvements to customers' mobility experiences through the integration and enhancement of new and existing services. With enhanced access and reliability for core ridership as a focus, the Authority can become the go-to mobility provider in Northeast Florida, serving the community and local businesses through equitable, innovative programming. Through JTI, the JTA is positioned to become a data integrator that plays a significant role in building the regional development of data standards. This position and expertise can create opportunities for the Authority to generate revenue as a consultant for other agencies seeking a similar path to integration.

Pilot Opportunities

Urban Neighborhood Mobility Incubator: Edward Waters College and New Town Success Zone New Mobility Pilot

Partnering directly with Edward Waters College, the New Town Success Zone, and Superpedestrian Link e-scooter platform, the JTA can launch a small-scale neighborhood Connected and Automated Vehicles (CAV) and micromobility pilot in support of the Smart Regions Master Plan objectives. This would include establishing

a cloud-based, geofence around a designated zone within the College Gardens/New Town neighborhood for shared CAV/e-bike/microtransit operations. Collaboration with FDOT and City partners is needed to provide temporary striping of exclusive mobility lanes and to implement advanced warning system infrastructure at rail crossings, bike/ped detection, and first/last-mile connectors.

Testing New Mobility Projects through Quick Build Implementation and Mobility Hub Development

The JTA can begin dialogue with Beaches communities and Beachside Buggies (particularly Atlantic and Neptune Beach) to



NEW DIRECTIONS: MOBILITY MANAGER

*Combine core capabilities that already exist within the JTA to establish internal and external goals and standards for a **regional vision of mobility integration and management**.*

*Spearhead development of the plan by **investing in partnerships** with the public and regional entities whose support is necessary to build the vision.*

Begin internal preparations for mobility management by identifying departmental champions, establishing accountability metrics, fostering a flexible environment for pilots, and cross-training IT personnel.

integrate multiple modes of transportation (CAV, shuttles, low-speed vehicles, micromobility). This includes supporting long-term parking management solutions and access, including development and linkages of identified “central” and “neighborhood” mobility hubs. The JTA can work to identify staging locations for temporary parking, pick-up/drop-off zones and micromobility stations. Lastly, the JTA can consider curb management solutions (discussed in Chapter Two) as a strategy.

COLLABORATE FOR SUCCESS

The JTA brings unique strengths and history to provide much higher value to Northeast Florida, but it is limited in its opportunities to offer these distinct advantages unless it maximizes its current partnerships with both public and private organizations. This requires a conscious effort to develop and pursue a win-win strategy, coalescing around a common regional agenda and unified set of guiding principles focused on mobility, equity, sustainability, technology and innovation.

The JTA’s technical and program delivery capacity combined with an ability to leverage unique funding sources can position the Authority as a regional center of excellence and key partner in capital project implementation. A collaborative, working partnership between the JTA, FDOT, the City of Jacksonville, and surrounding

CRITICAL LENS: EQUITY AGENT



A significant role for the JTA in mobility management involves providing access to new mobility services for core transit customers, including the unbanked.

Better accessibility to jobs and services can be attained when these new services are integrated with transit stops as well as fare systems in mobility hubs.

communities can more effectively implement innovative roadway and infrastructure solutions to address the mobility and resiliency challenges facing the region—maximizing multimodal choice and access and addressing coastal flooding and stormwater management, while deploying Smart Corridor technologies. The Smart Region Master Plan, completed through a partnership with the North Florida TPO, established a coalition of 30 stakeholder agencies, providing a platform to launch collaboration and coordination of innovative infrastructure and programs throughout the region.

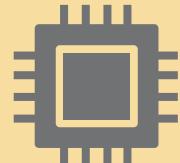
As an illustration, Central Ohio Transit Authority (COTA) in Columbus, Ohio is building a unique partnership along with the City of Columbus, the regional planning agency, and others to define five future corridors of growth that would also include high-capacity transit service. This effort positions COTA to influence future regional developments that would lend themselves more easily to high-capacity transit service, while building an early coalition of public and business interests that would advocate and champion the introduction of high-capacity transit in these corridors, when appropriate.

These partnerships would enhance the JTA's ability to deliver on the goal of focusing on the core customer by providing active engagement in multimodal infrastructure development. This positioning would enhance the JTA's ability to collaboratively plan and implement the operational characteristics of the roadway that would improve on-time performance, as well as the sidewalks and amenities that provide safe access and shelter for transit customers. At the same time, the JTA's partners would gain the advantage of the Authority's significant in-house experience tapping into federal funding programs.

With the prospect of economic stimulus and/or infrastructure funding from Washington, the JTA and its partners could develop a collaborative "shovel ready" project list to position the Northeast Florida region for success in funding these initiatives. The focus of the Biden-Harris administration on public transportation, reducing greenhouse gas emissions, and community resiliency all potentially favor these initiatives and should help the JTA and its partners in Northeast Florida position competitively for stimulus funding.

CRITICAL LENS: EQUITY, SUSTAINABILITY, AND TECHNOLOGY MEET!

The suggested partnerships to explore safe, smart, sustainable streets provide synergy from all three critical areas. This is a bold opportunity to prioritize and construct investments that will improve mobility, health, safety, and economic opportunities in underserved communities.



The JTA has developed unparalleled program delivery capabilities, not only in capital infrastructure delivery, but also in project management, training, and administrative support. The Authority continues to deliver on iconic infrastructure projects, such as the JRTC at LaVilla, the Kernan Boulevard Improvements Project, and the Acosta Bridge Lighting Project. To further enhance the Authority's project management capabilities, the Capital Project Office (CPO) was recently established to provide the tools, systems, and processes to allow for consistent project delivery outcomes. The CPO will address specific protocols, including where projects will be housed within the Systems Development Division, staffing and implementation phasing considerations, as well as acquisition of a Project Management software platform. Although it is currently championed by the Systems Development group which serves as the incubator of the CPO, future location and functions of the CPO may



NEW DIRECTIONS: COLLABORATE FOR SUCCESS

partners to accelerate a variety of capital programs and projects

Smart Regions Coalition Implementer: Delivering on the mission and objectives of the Smart Regions Plan leveraging CAV and U²C deployment to improve mobility, travel time reliability, sustainability, and equitable ladders of opportunity in economically distressed neighborhoods

Safe, Smart, Sustainable Streets Leader: Optimizing safe access to transit services through innovative roadway design and construction, incorporating “Smart Corridor” technologies and green infrastructure, to improve safety, health, and economic opportunities in traditionally underserved communities

Regional Program Manager: Become a regional center of excellence for program management and project delivery

New Transit Innovations Partner: Engaging in pilots to increase access to and within important regional hubs for jobs, services, and training, such as healthcare and higher education campuses

There are several specific roles and opportunities for the JTA to capitalize on that not only support regional infrastructure development but, more importantly, improve services and high capacity transit to meet the needs of core customers and area employers, including medical and higher education centers. Three major roles have been identified including:

***Regional Capital Infrastructure Partner:** Working collaboratively with regional*

need to be reexamined, given that there are project management activities inherent in the work of other Divisions.

With respect to core transit services, the JTA has additional potential partnerships to explore in providing innovative transportation solutions to important regional hubs for jobs, services, and training, particularly healthcare and college campuses. During the COVID19 crisis, several regions began viewing public transportation as an extension of the healthcare system, transporting healthcare workers, hospital employees and patients to hospitals and medical campuses. Strategies have included shuttles from offsite parking,

adjustments to hours of operation, and guaranteed rides home through taxi/MaaS partnerships. There is an opportunity to serve the community by creating programs that increase access to healthcare for vulnerable populations. Through its partnership with the Mayo Clinic to transport COVID19 testing supplies, the Authority has demonstrated its interest and value in partnerships to benefit the region. Colleges and universities also provide an opportunity for mutually beneficial, valuable collaborations. Students are generally more adaptable to using transit and the schools are more able to participate in experimental ventures. These services are not only important to the community, but they have the potential to engage



PARTNERSHIPS USING JTA ASSETS

However, any use of the JTA's assets must consider the constraints of their original capital funding, such as FTA grants, which may limit use or require a formal exception.

new funding resources at a critical time for the Authority's financial sustainability. To build local public-private-partnerships while balancing the uncertainty of ridership demand with a need to utilize staff and assets, the JTA can build on a culture of ingenuity to launch new fleet utilization programs.

Expected Outcomes

The JTA will be viewed as a key resource and partner in shaping the future of smart, connected, and equitable growth in Northeast Florida. The Authority will leverage its technical capacity and ability to utilize FTA-based funding to lead deliberate discussions with regional partners to build consensus and a unified approach to carry out capital projects. These projects may include non-traditional capital projects and stormwater management, including green infrastructure. Opportunities to launch pilot programs will represent the regular order of project development and implementation, including roadway design, alternative fleet programs, Smart Region Master Plan projects, and transit services. Focused development of the program delivery role would allow JTA to leverage the Authority's strength to maximize infrastructure funds coming to the region and help strengthen its partnership with other organizations. It may help

The MOVE Plan proposes new partnerships using JTA bus and facility assets. For example, the JRTC at LaVilla could serve companies continuing a WFH format as a "shared office center" to provide a delivery address and shared facilities.

recover part of the capital investments expended in building the CPO and capital program development capacities by lending its expertise to agencies responsible for infrastructure development. This would increase the JTA's position as a "go to" with respect to infrastructure program delivery and innovative mobility improvements.

New partnerships to extend transit and mobility services to hospitals, higher education, and other campuses would provide important new destinations to existing riders, while bringing in new riders and the financial support of these new partners. The outcomes would be positive for the accessibility of core customers, overall ridership, and financial sustainability.

Pilot Opportunities

"Healthy Living" Community Development Partnership Pilot

There has been a great deal of focus on improving health outcomes within the 32209 zip code. This area includes the neighborhoods of New Town, College Gardens, Grand Park and Carver Manor, and it represents a large segment of the JTA's core customer base. It has been identified as having some of the poorest health determinants in the County. There is an important opportunity to work directly with key partners such as UFHealth in Springfield, the newly established Urban Health Alliance, and Groundwork Jacksonville to create complete, accessible connections to everyday resources



CRITICAL LENS: SUSTAINABILITY

In the Northeast Florida region, urban green infrastructure projects can create more sustainable outcomes by including conduit for fiber optic cables, enabling low cost for competitively funded smart infrastructure projects, and avoiding future costly construction for ITS improvements.

and support healthy living objectives. This initiative can serve as a springboard for equitable recovery and resilience in these local communities, whereby the JTA leverages its capabilities for shared capacity building.

Specific activities can include the planning and construction of low-cost, first/last-mile and active transportation pilots and projects to provide safe connections with the S-Line and the Emerald Trail, addressing deficiencies in safety and access to improve infrastructure for walking, cycling and rolling to support long-term wellness and healthy living objectives. This pilot also provides a means to simultaneously integrate public art and culture into infrastructure improvements to support creative local placemaking and revitalization. As part of this effort, there is an opportunity to further the JTA's desired role as an equity agent to work with researchers who delineated specific Jacksonville neighborhoods in this area that suffer from higher temperatures, a lack of access to nature, and poor street lighting due to the lingering effects of redlining policies and neglected infrastructure.

Many of these neighborhoods are served directly by JTA transit routes and need landscaping and other amenities to provide relief from the elements. Incorporating these infrastructure improvements and linking the network to urban trails can increase local access to parks and open space. In addition to partnering with UF Health and Groundwork Jacksonville, the JTA can work with the City of Jacksonville and FDOT to design and implement the changes, many of which are low cost or can be accomplished through other minor roadway improvements. Providing additional shelter, where needed, at transit stops is an important component of the solutions.

Leveraging JTA's Fleet for Non-Transit Specific Objectives

Recognizing the JTA's fleet management and operations expertise, the Authority can support community objectives while maximizing the capacity of bus fleet capabilities by exploring the following opportunities within the framework of FTA guidance and Jax Transit Management Corp. (JTM) labor union agreements:

CRITICAL LENS: EQUITY AGENT



Just as COVID19 laid bare health disparities between communities of color and people with limited incomes, it has also shown the stark contrast between people whose job functions permit them to work from home and essential workers who cannot. The JTA has put in place certain measures to help ameliorate negative impacts to staff that must work in COVID19-exposed conditions.

- » Support for COVID19 vaccine distribution—support physical distribution of vaccines to vaccination centers (supply chain support), as well as transporting the public to vaccination centers and serving as mobile vaccination centers
- » Groceries/mobile kitchen opportunities, especially around UF Health's proposed "Food Farmacy" initiative
- » Package deliveries
- » E-bike and e-scooter pick-up & distribution
- » Mobile Wi-Fi for schools and neighborhoods with poor internet access and connectivity

Healthcare and JTA Partnerships

There is a widespread need to increase connections between healthcare services and disadvantaged populations. In the short-term, these connections could be initiated through partnerships around the distribution of the COVID19 vaccine, including bringing pop-up centers to customers at JTA facilities, and bringing JTA

customers and the public to healthcare facilities for vaccination. During the initial response to the pandemic in Jacksonville, drive-through testing sites were established. While reducing exposure by requiring potentially infected people to stay in their vehicles seemed like a safe and responsible solution, it also meant that those without cars were not able to get tested.

The JTA can use this initiative to help ensure vaccine access to people in underserved communities, which also happen to be those most affected by the virus. In addition to providing access to the vaccine, the JTA can also assist local agencies and healthcare providers with a marketing program aimed at socializing it. Members of underserved communities tend to have a lack of trust in the system and some will be wary of the vaccine. It will be important that widespread socialization of the vaccine takes place, and including JTA customers will be vital to the success of such an effort. These initiatives would provide a critical community service and address potential equity issues around vaccine distribution. They would also create opportunities to fulfill other MOVE Plan goals related to reviving ridership, serving core customers, and establishing new partnerships in the post-COVID period.

Another opportunity for the JTA to provide important connections would be to create an AV circulator that runs between a medical campus and concentrations of at-risk riders. This program could start with COVID19 vaccinations for those living in senior centers and include regular doctor's visits and appointments. It could be structured similarly to a pilot that was recently implemented in Detroit between Navya and public-private partners to create a CAV shuttle providing healthcare access to Brush Park Manor Senior Center and Brewster Homes. A potential pilot in Jacksonville could connect the Towers of Jacksonville, a low-income senior housing complex, and Baptist Medical Center in San Marco less than a mile away. The U²C is already planned to have a connection to the Baptist Medical Center campus. The relatively short distance and road characteristics makes an AV circulator feasible. An additional desired outcome of such a pilot would be to foster trust and comfort with new technologies.

ORGANIZATIONAL EXCELLENCE

The JTA has an experienced and diverse staff and the organizational leadership that positions the Authority as a commanding force in the transportation industry and the region. This diversity encompasses a wide range of responsibilities and therefore is made up of a wide range of academic, technical, and operational backgrounds and experiences. The assorted jobs and positions within the JTA are covered with union and non-union personnel. They range from frontline coach operators, cashiers and customer service representatives, technicians and utility workers to finance managers, construction managers and technology deployment innovators.

The JTA Board of Directors, which is comprised of private industry, state government, and transit industry professionals, reflects this diversity. The Board offers private and public sector perspectives that generate innovative policies to deliver mobility solutions to Jacksonville and the Northeast Florida region.

REVIEW LEADERSHIP STRUCTURE FOR CONTINUOUS IMPROVEMENT

This plan addresses current JTA challenges and opportunities, defines priorities in serving the JTA's core customers, and identifies new opportunities for the JTA to serve the Northeast Florida region as a leader in equity, sustainability, technology, and innovation through mobility services and infrastructure delivery. With these new recommended roles for the Authority, it is strongly encouraged that the JTA revisit its organizational structure to ensure alignment and bridge gaps that would emerge between existing structure, performance, and reward expectations with the proposed new roles. The implementation of the new roles, especially in light of decreasing ridership, may require reallocation of existing/future budgets. Therefore, efforts aimed at reducing duplicative and siloed activities, would lead to increased organizational efficiencies that would better leverage the JTA resources to pivot to greater effectiveness in the new roles.

The JTA has established 12 leadership characteristics shown on page 58.

One of the key recommendations of the plan is to ***Know Your Core***—understand their needs and reorient services to meet them. The existing leadership characteristics should be enhanced to include *Empathy* and *Integrity* which are essential elements in providing outstanding service to these core customers. The existing 12 leadership characteristics should be reviewed and collapsed to ten; combine *Good Communicator* and *Engaged* and similarly combine *Change Agent* and *Innovative*. The leadership characteristics should be further refined to also identify most important leadership characteristics, based on position title/level and provide a relative weight for each leadership characteristic.

PREPARING FUTURE LEADERS IN TIME OF CRISIS

The JTA has assembled a strong executive team under the leadership of the CEO, Nathaniel Ford. The members of the Executive Leadership Team (ELT) are at various stages of succession planning with their respective departments. The pandemic and the resulting economic crisis, coupled with plummeting transit ridership presented an unprecedented challenge to the transit industry that demanded prompt leadership insights, flexibility, and adaptability to adjust services. It provides a valuable opportunity to bring along the next generation of JTA leaders, from all sections of the workforce, to share lessons learned and to purposefully, on an ongoing basis, expose them to practical on-the-job leadership training. Preparing future leaders could begin with each ELT member holding regular, perhaps every other month, sessions aimed at reviewing lessons learned on Change Management. The CEO could also hold specific listening sessions that provide audience for the senior leadership/managers' group that directly report to ELT and other senior staff in Operations and Maintenance.

Preserving Organizational Cohesion

Just as COVID19 laid bare health disparities between communities of color and people with limited incomes, it has also shown the stark contrast between people whose job functions permit them to work

CRITICAL LENS: EQUITY AGENT



The JTA would be a champion of inclusivity and an internal equity agency if it additionally provided opportunities to strengthen training and communications with the operators and maintenance workers for the job of the future by implementing the following:

- » *Train the Trainer*—Focus training efforts on promising staff who would, in turn, serve as training leaders or coaches for others.
- » *Provide cost-effective, preloaded tablets with JTA specific applications to facilitate training and communication to enhance the skills of the essential workers.*
- » *Implement an onsite triage type of administrative support services (i.e., payroll and procurement) augmented by WFH personnel to cover extended hours to respond promptly to the needs/challenges of the essential transit workers.*

from home and essential workers who cannot. The JTA has put in place certain measures to help ameliorate negative impacts to staff that must work in COVID19-exposed conditions by installing driver protection barriers in all vehicles and distributing and mandating the wearing of masks by all employees and passengers. The workplace provides an opportunity for people to come together to perform functions for which they are paid, but it does more than that—it also

LEADERSHIP CHARACTERISTICS



GOOD COMMUNICATOR:

Communicates complex information in a clear and concise manner.



ACCOUNTABLE:

Takes ownership; accepts responsibility and shares credit.



CUSTOMER-FOCUSED:

Begins and ends with both the internal and external customer in mind.



CHANGE AGENT:

An innovative person who challenges the status quo; adaptive and flexible; views change with a positive attitude.



ENGAGED:

An active listener who is attentive, interactive, responsive, committed, and "all-in."



COURAGEOUS:

Bold and willing to step out of their comfort zone; accepts extraordinary challenges; willing to speak up and challenge groupthink.



CRITICAL THINKER:

Able to understand, synthesize and evaluate information; considers the long-term impacts.



TEAM PLAYER:

Shares and supports in advancing the Authority's priorities.



INNOVATIVE:

Ability to generate and implement new ideas for the betterment of the Authority and our customers.



HIGH ENERGY:

Driven; goal-oriented; willing to go above and beyond; has the ability to successfully manage multiple priorities.



INSPIRATIONAL:

Energized and positive person who creates a sense of purpose while driving the vision.



STRATEGIC THINKER:

Ability to see the big picture; visionary who anticipates interrelationships; good listener with the ability to understand context; builds trust.

provides a forum for social and other related support that reinforces the overall well-being of the employee.

The Work from Home (WFH) phenomenon is a trend that existed before COVID19 but one whose pace and acceptance were greatly accelerated during the pandemic. Research suggests the "new normal"

post-pandemic will not look like pre-pandemic conditions. The future will likely be a blend of WFH and onsite work arrangements, with WFH constituting a much higher share compared to pre-COVID19 work environments. Balancing the needs of WFH and onsite staff will require innovative ways to strengthen team cohesion. Many essential, onsite employees (operators, maintenance technicians,



and utility workers) do not have the same access to technology as other employees, creating organizational equity issues. Sustained efforts should be made to reduce the natural tendency of an “us versus them” mentality. Frequent and effective communications to all onsite personnel and the consistent on-the-ground visibility of senior leadership at the different JTA campuses is critical to demonstrate that leadership values and appreciates the sacrifices being made and important services being provided by its onsite employees.

Leave No “Operator” Behind

Another effect of COVID19 is the likely rapid introduction of innovations ranging from new air bus circulation systems to possible redesign of transit vehicles to better respond to challenging customer needs and market conditions. As these innovations come to fruition, so should the preparation of the staff who would operate and maintain these vehicles and the associated infrastructure to support vehicle operations. The JTA would be a champion of inclusivity and an internal equity agency if it provided additional opportunities to strengthen training and communications with the operators and maintenance workers for the job of the future by implementing the following:

- » *Train the Trainer—Focus training efforts on promising staff who would, in turn, serve as training leaders or coaches for others.*
- » *Provide cost-effective, preloaded tablets with JTA specific applications to facilitate training and communication to enhance the skills of the essential workers.*
- » *Implement an onsite triage type of administrative support services (i.e., payroll, procurement) augmented by WFH personnel to cover extended hours to respond promptly to the needs/challenges of the essential transit workers.*

Positioning Authority-Wide Responsibilities

The MOVE Plan encourages equity and sustainability to be viewed as a critical lens for the recommended actions. This critical lens encourages a 360-degree review of all major activities to guide

Authority alignments and needed adjustments. This implies for instance, that the Equity Champion should collaborate with talent acquisition, talent management, employee relations, communications, and legal to ensure that diversity and inclusion best practices are included and enforced in all policies, communication, branding, talent attraction, development and retention, budget allocations, and service programs and development strategies.

Social equity in the stewardship of JTA resources also implies that the JTA should encourage and measure its supply chain management, access and the progress and growth of firms owned by minorities, women, and other disadvantaged populations to handle increasingly complex projects. The Authority may even need to review its Disadvantaged Business Enterprise (DBE) practices and policies



THE JTA & SOCIAL EQUITY

Social equity in the stewardship of JTA resources also implies that the JTA should encourage and measure its supply chain management, access and the progress and growth of firms owned by minorities, women, and other disadvantaged populations to handle increasingly complex projects.

The Authority may even need to review its DBE practices and policies to include a request for the Equity, Diversity and Inclusion (EDI) plans for each prime contractor/consultant seeking to partner with JTA for procurements over a certain dollar amount.

to include a request for the Equity, Diversity, and Inclusion (EDI) plans for each prime contractor/consultant seeking to partner with JTA for procurements over a certain dollar amount.

Therefore, the oversight of these activities and the related functions of the Authority, such as Audit and Compliance, should be housed in a manner that allows for CEO line of sight and a broad application and review of the progress of the Authority to advance equity and

sustainability. These functions are a part of the Chief of Staff division in some agencies, the Deputy CEO organization in others, and within the Office of the CEO as “special projects/activities” in some others. Organizational resiliency can be cultivated through conscious action. In Chapter Five, the future roles for the JTA outlined in this chapter are presented in the form of immediate, tactical actions for the next 18 months and strategic actions to be considered in the development of the MOVE Plan Phase II.





CHAPTER FIVE

THE ROADMAP



SPARK-BLANDING

Help keep our bus shelters as tidy as possible.
It's better for everybody!

This chapter builds on the directions for the JTA presented for mobility optimization in Chapter Four, fleshing out the tactical actions for the next 18 months. The Roadmap begins by specifying the immediate **tactical actions**, including the timeframe in which to initiate them, and then addressing how the JTA will need to **pivot in response to the scenarios** and related triggers, specified as additional or accelerated actions required to respond to the scenarios. The Roadmap also identifies longer-term **strategic actions** that need to be addressed in the MOVE Plan Phase II five-year strategic plan.

The Roadmap is organized by the types of activities outlined in Chapter Four based on the framework of ***Know your Core, Build on Your Strengths***, and ***Collaborate for Success***. It includes the following sections:



Know Your Core

Transit Services (TS)

Technology Innovation (TI)



Build on Your Strengths

Mobility Management (MM)



Collaborate for Success

Collaborate for Success (CFS)

Actions include:

- » *Regional Capital Infrastructure Partner*
- » *Smart Regions Coalition Implementer*
- » *Safe, Smart, Sustainable Streets Leader*
- » *Regional Program Manager*
- » *New Transit Innovations Partner*

Each section includes an Action Summary table that shows the functional components of the JTA that will need to lead, co-lead, or support each action. The functional components listed are Transit Services (including service planning), Administrative Support Services (including business intelligence and government affairs), Finance and Asset Management, Technology and Innovation, and Capital Project Delivery and System Development.

Two final sections are included in this chapter to highlight internal Authority actions that the JTA should undertake to promote organizational resiliency, including Organizational Excellence and Financial Sustainability. The chapter concludes with a table summarizing action priorities by timeframe.

KNOW YOUR CORE

OPTIMIZING TRANSIT SERVICES (TS)

The overarching focus of optimizing transit services will be a focus on core customer needs. As the region continues to manage the ongoing consequences of COVID19, the JTA will pursue a course of action designed with the core customer in mind to support transit-dependent and essential workers. As discussed throughout the MOVE Plan, however, many of these same actions will appeal to people who have mobility options and will address declining ridership that was occurring pre-COVID.

Tactical Actions

Regardless of the outcomes of the current circumstances, the JTA will need to take action over the next 18 months to integrate change that will enhance access, equity, and safety for core customers. The following section outlines actions that should be implemented despite any external influences. The timeframe to initiate each action is specified in six-month increments (1-6 months, 7-12 months, 13-18 months). Actions in this chapter are labeled by the type (letter code, such as TS for Transit Services), number, and, if applicable, trigger. The triggers correspond to the three scenarios or the financial triggers. Labels are provided in each section heading. Actions are presented in italicized text throughout the chapter.

TS1 Conduct a thorough Route Re-imagination Study to address changing transit needs and employment and service access. *Initiate in first six months.*

Building off of the success of the JTA's Route Optimization Initiative program, the Authority will undertake a new study aimed at improving efficiency and increasing access to employment centers and critical services by evaluating route performance, increasing frequency on vital corridors, improving connections, and reducing travel times. The goal will be to learn where riders live, where they need to go, and when they need to arrive. Using novel data analytics tools that incorporate evolving ridership and demographic data in tandem with public engagement, the study will establish a new core route network that addresses shifting population and employment needs. Diffusing service with strategically placed mobility hubs served by frequent transit service will aid in reducing travel times while supporting additional JTA goals such as TOD and micromobility pilots.

The optimized system can be integrated with AI and machine learning along with changes to additional data collection methods to ensure that it can nimbly respond to changing customer needs. Similarly, as noted in the action that follows (TS2), the data analytics to process route optimization should be operationalized to provide ongoing assessment of customer needs and service effectiveness after the initial optimization study is completed. The study should take place over a 12-month period in tandem with MOVE Plan Phase II.

TS2 Develop and market new metrics that will allow the JTA to move away from revenue-based measurements and support the concept of operating transit as a public good. *Initiate in first six months.*

One way that the JTA will lead the industry in serving the core customer will be to develop and implement new metrics for evaluating

system performance. Currently, the JTA uses traditional revenue metrics that stress the need for fare box recovery and shift focus away from core services like fixed route bus to premium services that allow the agency to charge higher fares and that serve riders with mobility options. New metrics will be based on ridership and efficiency in the core services, including determining the number of households with reasonable access to service and the number of jobs accessible within a reasonable travel time. This is the first step for the Authority to move towards operating transit as a public good. Efforts to study, vet, and implement the new metrics should begin immediately and should be led by strategic planning and service planning staff, working in collaboration with business intelligence. One goal of this process will be to develop interactive and automated performance management systems that can be used effectively for evaluation of the Authority's services and potentially marketed to other transit agencies.

TS3 Initiate vehicle air purification upgrades to retrofit the existing fleet with the most up-to-date air purification equipment. *Initiate in first six months.*

Since the onset of the COVID19 crisis, transit agencies have been re-evaluating how they can best protect their riders from infection. Even if COVID19 vaccines or treatments alleviate the need for social distancing quickly, the lingering effects of mask and spacing mandates combined with a heightened awareness of personal space will likely have a prolonged effect on the perception of public transit.

To increase the real and perceived safety of transit, agencies will need to make every effort to transparently provide the most up to date technologies in cleanliness. Companies have been developing methods for retrofit buses and other transit vehicles to ensure the circulated air is as safe as possible. For example, the French company Valeo Group has created air-sterilization systems that use ultra-violet light housed in a case that can be stand alone or integrated into the vehicle's air conditioning system. As soon as possible, JTA vehicles

should be equipped with similar circulation/sterilization, and these upgrades should be featured in marketing materials.

TS4 Launch the Southside Mobility Transit Access and Mobility Vision Plan to immediately address a lack of transit access to jobs in the region's largest employment center. Initiate Phase I in months 1-6, Phase II in months 7-12, and Phase III in months 13-18 or later.

An immediate need to be addressed is the insufficiency of transit access to the Southside Area of Jacksonville, which includes the St. John's Town Center, Baymeadows, Southside, and Deerwood neighborhoods. The growing area has become the largest employment center in Northeast Florida with a mix of offices, established neighborhoods, apartment developments, restaurants, retail, and recreation. As described in earlier chapters, this area has minimal transit services, making trips unreasonably lengthy. Phase I of the Southside Plan will include increasing fixed route transit service to the area, namely near the restaurants, retail, and apartment buildings around the St. Johns Town Center. During this phase, the JTA should also develop details of the Southside Plan with a timeframe for implementing further recommendations for the area (Phase II and III), to address external and internal transportation deficiencies. Phase II will involve branching the BRT system with a stop at a new mobility hub near the St. Johns Town Center with the intention of developing more internal connections and future micromobility in the final phase.

Scenario Pivots and Actions

Rapid Rebound (R)

INITIATE ACTIONS IN MONTHS 1-6

The Rapid Rebound scenario would provide the Authority with the quickest and most complete return to pre-COVID conditions possible. This would include not experiencing financial strain on basic operations that could occur with the other two scenarios.

Assuming that this coincides with a return to near-normal working conditions, unemployment would decrease while office occupancy and peak hour traffic would return, with modest permanent work from home employment. This would also presumably result in the return of riders with mobility choices to the Express Bus and Park n' Ride amenities and would allow the JTA the flexibility of considering increased services for those riders, as it would not interfere with efforts to cater to core customers. Social distancing requirements and mask guidance may be relaxed or eliminated, meaning that transit providers could increase vehicle capacity as needed. Importantly, one way for the JTA to help accelerate the COVID19 recovery timeframe towards Rapid Rebound would be to pursue a Vaccine Distribution Initiative as described on page 69 and in the first tactical action in the Collaborate for Success section. This tactical action would, in turn, accelerate the need for the Transit Service recommendations in this section, TS1R and TS2R.

TS1R Focus on the internal adjustments of getting “back to normal.”

Based on internal discussions with JTA staff, a Rapid Rebound scenario will mean a general return to pre-COVID conditions. This means that the Authority can address internal staffing needs and make organizational decisions without disruption due to financial restrictions. The most immediate need will be to address deficiencies in operations staff, namely drivers, by marketing a hiring campaign that includes advertising and job fairs. Consider taking JTA vehicles to events and provide transport and/or free Wi-Fi to engage the public and present job opportunities. The JTA will also need to formally address work from home (WFH) regulations and make plans to accommodate all employees who are able with the equipment necessary to work from home, to prepare for potential future disruptions. Flexibility in the principles of WFH, at least in some capacity, could become a benefit used to attract new employees.

TS2R Introduce a widespread campaign to “invite customers back” to transit.

After a prolonged period of concern by authorities and the general public about social distancing and crowding in close spaces, the JTA will need to engage the public with a campaign to “invite customers back” with messaging that will advertise JTA services, including expanded hours, and to exhibit new and continuing cleaning practices. The marketing campaign could include local celebrities and senior elected officials as spokespeople to encourage residents to take transit again.

TS3R Engage in service development for riders with mobility choices.

Once core customer needs have been addressed, the JTA can engage in premium services and programs geared towards riders with mobility choices, such as express bus services, commuter rail, and TOD, who have largely been working from home.

Moderate Momentum (M)

INITIATE ACTIONS IN MONTHS 7-12

With Moderate Momentum, COVID19 will have a larger influence and infections/death rates will have more of an effect on at-risk demographics, such as elderly and minority populations, affecting the transit community.

A delay in “bounce back” from the pandemic will affect unemployment, commercial and residential real estate, brick and mortar retail, work from home numbers, and peak traffic volumes. There will likely be

losses in revenue for the JTA coming from the local option gas tax and sales tax. There will also potentially be a federal economic stimulus package that could provide transit agencies the chance to pursue programs aimed at essential workers and transit-dependent riders.

TS1M Initiate revised service policies to incentivize off-peak period travel.

In order to alleviate strain on the system due to continued social distancing measures and maximum vehicle capacities and to protect at-risk riders, measures should be taken to encourage reduced travel during peak traffic periods in the morning and afternoon. This could include reaching out to employers to encourage flexible work schedules, or fare policies to incentivize off-peak travel. According to Harvard Fellow David Zipper, San Francisco and Moscow, Russia have adopted novel approaches to spread out peak ridership that may offer inspiration for this action.

TS2M Accelerate efforts to optimize paratransit rider services.

To reduce costs for the existing ridership base, accelerate the strategic plan effort to optimize transit rider services (i.e., identify methods to encourage shifts from paratransit to fixed route transit services). Based on early findings, initiate pilot tests to determine if the strategy is viable and effective. For example, recent Utah DOT research suggests that improving the quality of bus stops can induce this shift.

Lingering Lifestyle (L)

INITIATE ACTIONS IN MONTHS 13-18

The Lingering Lifestyle scenario will result in prolonged social and economic adjustments, which could include a return to business closures and strict social distancing mandates. Economic conditions could expand the population that depends on transit, for example, if automobile ownership declines. There will likely be permanent changes to travel, work and residential trends, and federal and local transit funding. The persistence of high numbers of work from home employment will have continued effects on traffic patterns and commercial real estate. Foreclosures and evictions will intensify the redistribution of riders and jobs. In addition, the reduction or continued incentivization of off-peak period travel could open street space for uses other than single occupancy vehicle travel, creating an opportunity to address safety and local business support.

TS1L Create nimble services that can adapt to swiftly changing service location and timing needs.

>> Use data, analytics, and service analysis to design an adaptable, nimble system of service planning that can quickly provide insight as to where customers and employment and other destinations are



located to allow the Authority to adjust routes and schedules to best serve the community.

TS2L Focus on staff utilization.

Considering prolonged setbacks in funding and ridership, the JTA will need to introduce measures to best utilize staff through endeavors such as leveraging expertise through JTI in order to avoid widespread organizational restructuring.

TS3L Consider sensitive demographics by increasing specialized services.

One of the risks of a prolonged pandemic will be an increased need for those who are most at-risk of developing serious symptoms and side effects to remain isolated from the general public. This could lead to an expanded group of passengers who require

specialized services in order to avoid exposure. The JTA should consider expanding paratransit services to provide separate service for vulnerable passengers who can't ride with other passengers, or coordinating with funding and regulatory partners to update paratransit eligibility requirements.

Financial Triggers (F)

TIMEFRAME DEPENDENT ON TRIGGERS

In addition to the scenarios, independent financial triggers would cause new actions for transit services.

TS1F Apply stimulus funding to innovation.

With a federal stimulus that provides funding for public transportation or an infrastructure bill, there will be opportunities for the Authority to engage in pilots and partnerships. The priorities of the incoming administration align well with the MOVE Plan's focus on equity, sustainability, and technological innovation. Potential transit service projects are pilots in new mobility, enhancements to transit services, exploring sustainability initiatives around zero-emission vehicles, and providing community services to low-income and minority areas.

Strategic Actions (MOVE Plan Phase II)

- » Conduct and plan implementation of a new route optimization initiative.
- » Internally socialize the focus on fulfilling core customer needs.
- » Initiate a continuous improvement program to monitor customer travel needs from observed and collected data, develop analytics to identify shifts/changes as

they happen, and inform service planning, including interdepartmental coordination.

- » Identify strategies to optimize paratransit ridership suitable for fixed route or curb-to-curb services, including data analysis of existing customer trips and research.

TECHNOLOGY INNOVATION (TI)

Tactical Actions

There are two key tactical actions regarding technology innovation and core services that should be pursued regardless of external triggers. Modernizing these systems will ensure that the JTA provides the best service to its customers while staying current on best practices.

In addition to these actions, several actions in the Collaborate for Success tactical plans involve technology innovation with respect to U²C, connected and automated vehicles (CAV), and business intelligence.

TI1 Develop a system of real-time passenger information to empower customers. Initiate in first six months.

The JTA should develop front-facing, reliable real-time data. This will include adopting GTFS-Realtime which provides the most accurate arrival and departure data and GTFS-Flex for paratransit information. These allow for the greatest integration with third party apps. Crowding information will also be provided, to help riders decide if they want to wait for the next available vehicle and to notify them if vehicle capacity has been met. Riders with limited mobility choices are particularly likely to benefit from access to service disruption notifications like overcrowding and delays.

Figure 6: Transit Services Actions Summary

| ACTION | TRANSIT SERVICES | ADMIN. SUPPORT SERVICES | FINANCE AND ASSET MANAGEMENT | TECHNOLOGY & INNOVATION | CAPITAL PROJECT DELIVERY & SYSTEMS DEV. |
|---|------------------|-------------------------|------------------------------|-------------------------|---|
| TS1 ROUTE RE-IMAGINATION | Blue | Yellow | Yellow | Yellow | Yellow |
| TS2 DEVELOP AND MARKET NEW METRICS | White | Blue | | | |
| TS3 VEHICLE AIR PURIFICATION UPGRADES | Blue | White | Blue | | |
| TS4 SOUTHSIDE MOBILITY PILOT, PHASE I | Blue | White | Yellow | Yellow | Yellow |
| TS1R INTERNAL ADJUSTMENTS FOR "BACK TO NORMAL" | White | Blue | | | |
| TS2R INVITE CUSTOMERS BACK | Yellow | Blue | | | |
| TS3R SERVICE DEVELOPMENT FOR RIDERS WITH MOBILITY CHOICES | Blue | Yellow | | | Yellow |
| TS1M INITIATE REVISED SERVICE POLICIES TO INCENTIVIZE OFF-PEAK PERIOD TRAVEL | Blue | White | | | Yellow |
| TS2M OPTIMIZE PARATRANSIT RIDERSHIP | Blue | Yellow | Yellow | Yellow | Yellow |
| TS1L CREATE NIMBLE SERVICES | Blue | White | | Yellow | |
| TS2L FOCUS ON STAFF UTILIZATION | White | Yellow | Blue | Yellow | |
| TS3L CONSIDER SENSITIVE DEMOGRAPHICS | Blue | Yellow | | | |
| TS1F APPLY STIMULUS FUNDING TO INNOVATION | Yellow | Yellow | Blue | Yellow | Yellow |

Blue = Lead, Yellow = Support

VACCINE DISTRIBUTION INITIATIVE

The JTA has an opportunity to serve an important function in vaccine distribution, in particular to promote equitable distribution of vaccines by offering both JTA facilities and transportation services to improve community access to vaccination. As noted in Chapter Three, ensuring that the JTA front-line workers receive early vaccination is an important first step to address employee safety. The MOVE Plan offers a framework for the JTA to launch this regional initiative, with four components:

- 1. Facilities.** *The Authority's facilities can be used as locations for vaccine administration in pop-up clinics that will ensure that transit riders are prioritized in the distribution process. To promote social distancing, JTA park-and-ride lots can be used to stage patients apart from the vaccine clinic locations.*
- 2. Transportation.** *The Authority can create tactical plans with existing services to connect customers to vaccination locations. A gap analysis will be performed to determine how best to fill gaps in the public transportation network to reach key populations for vaccination.*
- 3. Partners.** *Build a foundation for long-term partnerships by engaging new regional partners for this initiative, where the JTA can help with the community access and/or supply chain aspects of vaccine distributions.*
- 4. Outreach.** *Use the JTA's marketing and public engagement resources to promote participation in vaccination while welcoming existing, past, and new customers to ride JTA. Notably, polls indicate that among low-income and minority populations hardest hit by COVID19, there is nevertheless skepticism of vaccination. Professionally designed and customized marketing by the JTA could play an important role in engaging key populations.*

The Centers for Disease Control identify three phases of vaccine distribution:

Phase 1: Limited supply, targeted populations, “closed” administration sites. Plans are largely already in place for this phase, and the JTA can best help by transporting people and/or vaccines per the needs of local governments.

Phase 2: Adequate supply, ramping up towards general population, varied administration sites. In this phase, the JTA can engage all the components of the framework and lead efforts to ensure that vulnerable populations (such as those with health conditions and few mobility choices) are informed, encouraged, and facilitated to access vaccinations.

Phase 3: Surplus supply, general population, traditional vaccination sites. In this phase, the JTA can continue transportation, partnership, and outreach efforts to help ensure as many Northeast Florida residents as possible participate in vaccination.

1. Facilities for Vaccinations

- » Identify the requirements for facilities to administer vaccinations.
- » Determine what buildings, park and ride lots, etc. can be made available and the capacity, benefits, and risks for each.
- » Determine the potential role of buses as mobile vaccination centers.
- » Identify likely costs and potential funding sources.

2. Transportation for Vaccines

- » Conduct a planning analysis of existing services and gaps to serve key populations.
- ✓ Map sensitive populations (zero car, COVID rates, income, elderly, health conditions, race/ethnicity).

- ✓ Map the anticipated key locations of vaccinations including JTA facilities.
 - ✓ Map the coverage of existing services by type, including paratransit.
 - ✓ Identify service types that will be key geographically (fixed route vs ReadiRide vs paratransit, etc).
 - ✓ Identify service area gaps and the strategies to address them, including mobile bus vaccination centers and use of paratransit vehicles to reach populations with health risks.
- » Identify potential funding sources for additional service needs.

3. Partners for Vaccinations

- » Identify partners to engage in order to expand the reach of the initiative and to share costs:
- ✓ Major Employers—U.S. Navy; Duval County Public Schools; Baptist Health; Bank of America; UF Health; Florida Blue; Mayo Clinic; Southeastern Grocers; St. Vincent's Healthcare; Amazon
 - ✓ Health Care Systems—UF Health; Baptist Health; St. Vincent's; Mayo Clinic; Memorial Healthcare
 - ✓ Colleges & Universities—University of North Florida; Jacksonville University; Florida State College at Jacksonville; University of Florida, others
 - ✓ County Governments

4. Outreach for Vaccinations

- » Create a marketing campaign to encourage vaccination.
- » Conduct customer engagement (social media, MyJTA app, etc.) to raise awareness of the vaccination opportunities.



Figure 7: Technology Innovation Actions Summary

| ACTION | TRANSIT SERVICES | ADMIN. SUPPORT SERVICES | FINANCE AND ASSET MANAGEMENT | TECHNOLOGY & INNOVATION | CAPITAL PROJECT DELIVERY & SYSTEMS DEV. |
|------------------------------------|------------------|-------------------------|------------------------------|-------------------------|---|
| TI1 REAL-TIME DATA | Yellow | | | Blue | Yellow |
| TI2 AI AND MACHINE LEARNING | Yellow | Yellow | Yellow | Blue | |

Blue = Lead, Yellow = Support

In addition to arrivals, departures, and crowding information, real-time data will notify riders of service disruptions and cleaning schedules, giving them the most transparent intelligence and allowing them to make the most informed travel decisions. A functionality to provide text message updates for users without smartphones, or a similar accommodation, should be incorporated into this action.

**TI2 Use AI and machine learning to enhance maintenance and customer service.
Initiate in months 7-12.**

Internally, developing a system of real-time travel and service disruption data collection, as described above, will go hand-in-hand with deploying machine learning for examining travel patterns. This will allow IT to work with service planning to develop a nimble system with the ability to continually provide analysis with information on rider origins and destinations. Rather than asking customers to conform to a set, static system, the goal is to create a proactive system that provides services when customers want and need them.

Incorporating Artificial Intelligence (AI) and machine learning into customer service will improve efficiency and reliability. With

automation that comes from an AI customer interface, routine tasks like finding schedules, locating facilities, answering FAQs, finding answers to service questions, and resetting passwords can be completed quickly and without staff assistance. It can also act as a guide, collecting upfront information in order to link the customer to the correct personnel or department to help them. This will lighten the load for customer service employees who are available to riders for one-on-one assistance and were inundated with calls during schedule changes and service disruptions throughout the pandemic.

Machine learning can also be applied to vehicle maintenance, allowing for adaptive servicing based on individual driver behaviors and route stressors. This will increase vehicle useful life by indicating when vehicles need service due to how they are driven and perform individually, rather than simply requiring a general mileage rule.

Strategic Actions (MOVE Plan Phase II)

- » Continue the advancement and implementation of GTFS-Realtime/Flex to improve the customer experience and increase their perceived reliability of service by providing more accurate data.
- » Focus on integrating AI and machine learning for both front-facing and internal use.

- » Develop strategies to create responsive transit modeling and evaluate pilots that can then be marketed to other transit providers through JTI.

BUILD ON YOUR STRENGTHS

MOBILITY MANAGER (MM)

The JTA will work with partners to create a regional vision for multimodal mobility management that establishes stakeholder roles and responsibilities as well as protocol for integration of services, data standards, and interoperability. As described in the tactical actions, the JTA would begin by seeking a shared vision and clear areas of responsibility among stakeholders. Then the respective data managers would work to establish shared data standards. With the differences in timing and location of growth that vary by scenario, the pilot programs and target customers would adapt accordingly.

With the varying circumstances in the scenarios, the development of mobility management components through pilot tests of programs such as e-bike and e-scooter would shift their geographic focus. Constraints around social distancing and the potential to engage riders with mobility choices will also vary by scenario and affect the tactics for development of mobility manager strategies.

Tactical Actions

MM1 Lead a regional collaboration to establish a shared vision for multimodal mobility management and service integration that clearly establishes stakeholder goals, roles, timelines, and responsibilities for a set of vetted and prioritized projects. Initiate in first six months.

The JTA provides regional transit services and can be granted the authority to work in the road space and levy taxes as needed

to support mobility improvements. Therefore, the JTA is the only regional entity fully capable of managing and integrating mobility in Northeast Florida. However, multimodal mobility management is a technologically and administratively complex process with various stakeholder roles and responsibilities that must be clearly defined before moving forward with implementation.

MM2 Engage major employers and Chambers of Commerce to support guaranteed ride home initiatives, to be implemented through partnerships with MaaS providers. Initiate in first six months.

Attracting riders to try transit, or return to it, will require a campaign of activities as described in the “Invite Riders Back” action (TS2R). The JTA can build momentum by beginning a guaranteed ride home program in the short term with new mobility partners. Such a program could yield dual benefits: (1) expanded partnerships with one or more MaaS providers and (2) a strategy that removes a substantial barrier to transit use for many passengers. Pinellas Suncoast Transit Authority has such an initiative with its after-hours rides program. Minneapolis-St. Paul (Metro Transit) offers an agency-run example and Metro North in New York has benefitted from private programs. Transportation Management Associations have run these programs in other metropolitan regions, with combined support from participating employers and business organizations such as Chambers of Commerce.

MM3 Establish data sharing, open data, and data interoperability standards for mobility providers that work with the JTA or any of its regional partners, including the City of Jacksonville (COJ), neighboring counties, and the North Florida Transportation Planning Organization (NFTPO). Initiate in first six months.

With the JTA investing in Token Transit fare payments, the U²C, and other mobility initiatives, it is crucial for these data standards to be developed before the JTA (or any its partners) procure additional vendor services. Mobility Data Specification (MDS) standards for e-scooters and bikeshare established by Los Angeles Department of Transportation (and adopted by dozens of public and private entities since) would be an easy standard for the JTA to adopt in collaboration with its regional partners. Additionally, consider ways to work past current agreement with Passport.

MM4 Work with private sector partners to facilitate the creation of an all-in-one app that combines fare payments with real-time trip planning and allows for in-app polling and communication with customers.

Initiate in months 13-18.

The JTA, with technology and procurement experience, is well-suited to court a variety of vendors in designing an all-in-one smartphone app. However, data sharing and interoperability expectations must be clearly stated at the outset of this process, so vendors know to design compatible services. While this may take more time to develop, the JTA will ultimately have the upper hand in negotiating procurements and integrating new mobility services and fare payments in the long run. The Token Transit initiative has the potential for many key capabilities as described in Chapter Two and can be expanded to include bikeshare and e-scooter.

Experts agree that making a “be all, end all” mobility app. in-house is not the way to go—this method has a poor track record both among transit providers and customers since technology requires constant attention and evolution, which agencies are not meant to handle. Agencies do have to handle customer complaints, however, so the agreements with vendors must address service interruptions with clear lines of responsibility, responsiveness standards, and communication protocols.

Scenario Pivots and Actions

Rapid Rebound (R)

INITIATE ACTIONS IN MONTHS 1-6

A significant aspect of Rapid Rebound is the resurgence of downtown development. The urban environment of Jacksonville brings unique opportunities to the forefront for mobility management. Rapid Rebound would relax social distancing sooner, which would facilitate testing pop-up improvements in low-income and transit-dependent neighborhoods to empower the JTA’s core customers to improve their connectivity to transit via micromobility.

For these initiatives, the Authority should engage the community early to understand its mobility needs and work collaboratively with them to plan and develop improvements. The Authority could also offer incentives for active participation in the process.

MM1R Conduct feasibility studies to determine the most suitable downtown locations for pilot programs as well as the JTA’s capacity to partner with the City of Jacksonville (COJ) to implement and integrate micromobility services.

If the JTA is to become a mobility manager and the COJ is piloting micromobility, then the JTA should be involved in both the service planning and funding—micromobility partnerships can yield detailed travel data crucial to future route optimizations. From a COVID perspective, people want to be outside and use mobility services that can facilitate short distance travel or local recreation opportunities, with the potential advantage of keeping customers engaged in the JTA’s services. This process would require collaboration with the COJ, who may be amenable to operating the pilot initially with funding support from the JTA (or vice versa) and potential for the JTA to assume future operations. Key policy goals and metrics to be addressed by pilot programs should be defined in the JTA’s forthcoming Strategic Plan update.

MM2R Develop pilots and tactical urbanism to test opportunities for pop-up improvements in low-income, transit-dependent neighborhoods.

>> Focus on gridded street networks and short block distances that can benefit from informal, “low stress” residential route designations, facilitating access to off-street bicycle facilities, downtown, and the JRTC at LaVilla hub.

Moderate Momentum (M)

INITIATE ACTIONS IN MONTHS 7-12

In Moderate Momentum, the extended focus on essential and frontline workers would prompt integrated mobility solutions such as guaranteed ride home. Also, the traffic and land use trends will keep the pressure off downtown streets, creating opportunities to test alternative street configurations that open possibilities for micromobility options that are more socially distanced.

MM1M Accelerate efforts to launch the pilot program for guaranteed rides home, with the goal of alleviating the cost of these rides on transit-dependent essential workers (i.e., late shift program).

The JTA as an equity agent means focusing its resources to prove to core riders that they can rely on transit, even when it's typically unavailable. This program would create opportunities for subsidized private ride arrangements. Ideally, the JTA can leverage free advertising of the mobility partner and access to the market to require open data sharing.

MM2M Develop pilots and tactical urbanism to test alternative street configurations including ‘slow lanes’ for micromobility and bicycles, providing unique space for more socially distanced travel options.

>> Like MM2R, focus on locations with design characteristics that are seeing less traffic under the prolonged conditions of Moderate Momentum.

Lingering Lifestyle (L)

INITIATE ACTIONS IN MONTHS 13-18

Two key aspects of Lingering Lifestyle shape the actions and pivots in this scenario. First, riders with mobility options tend to influence mobility innovations, but they will be less engaged in JTA services in this scenario. The JTA can use the outreach of the strategic plan process to engage this and other key audiences through virtual meetings and web-based input, to help advance mobility management.

Second, the financial strain of Lingering Lifestyle will require the JTA to help support its staff through products and services under JTI. Mobility Management offers product and data innovation opportunities for JTI.

MM1L Leverage the next phases of the Strategic Plan update to create a service model and critical infrastructure needs assessment for mobility management and integration that is vetted by the public and other local stakeholders.

Riders with mobility options are driving many of the technological innovations associated with mobility management and integration, such as multimodal trip planning and fare payments.

Figure 8: Mobility Management Actions Summary

| ACTION | TRANSIT SERVICES | ADMIN. SUPPORT SERVICES | FINANCE AND ASSET MANAGEMENT | TECHNOLOGY & INNOVATION | CAPITAL PROJECT DELIVERY & SYSTEMS DEV. |
|--|------------------|-------------------------|------------------------------|-------------------------|---|
| MM1 REGIONAL SHARED VISION | Yellow | Yellow | | Yellow | Blue |
| MM2 GUARANTEED RIDES HOME | Yellow | Yellow | Yellow | | Blue |
| MM3 DATA INTEROPERABILITY STANDARDS | | Yellow | | Blue | Yellow |
| MM4 COORDINATE AN ALL-IN-ONE APP | Yellow | Blue | Yellow | Blue | Blue |
| MM1R DOWNTOWN PILOT PROJECTS | Yellow | | Yellow | Yellow | Blue |
| MM2R POP-UP IMPROVEMENTS IN TRANSIT-DEPENDENT NEIGHBORHOODS | Yellow | Yellow | Yellow | Yellow | Blue |
| MM1M GUARANTEED RIDES HOME (ACCELERATE AND TARGET) | Yellow | Yellow | Yellow | | Blue |
| MM2M TACTICAL URBANISM—SLOW LANES | | Yellow | Yellow | Yellow | Blue |
| MM1L NEEDS ASSESSMENT THROUGH VIRTUAL ENGAGEMENT | | Yellow | | Yellow | Blue |
| MM2L MOBILITY HUB VISIONING THAT CONNECTS REGIONAL SERVICES | Yellow | | | Yellow | Blue |
| MM3L DEVELOP JTI PRODUCTS FROM MOBILITY MANAGEMENT AND DATA INTEGRATION | | Blue | | Yellow | |

Blue = Lead, Yellow = Support

Through the platform of its forthcoming Strategic Plan update, the JTA can seek public and other stakeholder input and adopt a service model for mobility management that is guided by the community. In a lingering lifestyle scenario, this may be the best chance to get critical feedback from riders with mobility choices.

MM2L Conduct a visioning, placemaking, and strategic planning exercise for each mobility hub to garner community input, identify critical infrastructure needs (i.e., missing connections), and determine the best modes for integration, given surrounding land use and socioeconomic contexts. Prioritize hubs that connect regional services, such as Avenues Walk, to pilot changes that can be more broadly applied elsewhere.

The JTA can serve the needs of its riders, including those who are transit-dependent, by maximizing access to a suite of mobility options and activate placemaking opportunities centered on its mobility hubs. In a lingering lifestyle scenario, hubs that connect regional services, such as Avenues Walk, should be prioritized to pilot changes that can be more broadly applied elsewhere. If prioritizing the Avenues Walk mobility hub, virtual public meeting tools can help with outreach to riders with mobility choices.

MM3L Become a leader in the “back of house” logistics required for mobility integration upon establishing data sharing, open data, and data interoperability standards for Northeast Florida. Incorporate this expertise into the JTI analytical data warehouse and package the detailed process and “lessons learned” as a product for use by other public transit providers who may be seeking to integrate services or establish similar standards.

In a lingering lifestyle scenario, the JTA may become more reliant on selling its innovations to others to support JTA overhead staff. With services that range from the St. Johns Ferry to express inter-city bus service, the JTA as a mobility manager will require the establishment of clear standards for data sharing and interoperability.

The JTA is in the process of establishing an analytical data warehouse through JTI, which will set the Authority apart in the services and expertise it can offer to transit providers seeking a similar path to mobility integration.

Strategic Actions (MOVE Plan Phase II)

- » Create a service model and critical infrastructure needs assessment for mobility management and integration that is vetted by the public and other local stakeholders.
- » Evaluate service models for micromobility, including potential management of bikeshare by the JTA to facilitate integration with transit stops, fares, and core customer needs (i.e., Austin, Texas and Las Vegas, Nevada).
- » Develop guidelines for pilot programs to test micromobility and coordinated services such as guaranteed ride home or other MaaS partnerships.
- » Integrate IT personnel within all JTA departments and cross-train IT and customer service personnel.
- » Develop a strategy to use mobility data to support service planning. Begin to share data on travel patterns that emerge from pilots to inform strategic planning and route planning; establish standard practices around this.
- » Seek out expertise of other transportation agencies who are already in the mobility integration space such as Las Vegas (Southern Nevada Regional Transportation Commission), Austin, Texas (Capital Metro) and Pittsburgh, Pennsylvania (Port Authority)—interview personnel to gather ideas and develop the multi-year roadmap for mobility integration.

COLLABORATE FOR SUCCESS (CFS)

The JTA is well positioned to be the regional center of excellence for multimodal capital infrastructure delivery, program management and the implementation of innovative transit services that support Northeast Florida's economy and quality of life. Building upon its history and technical leadership constructing iconic infrastructure and leading the development of cutting-edge mobility solutions, the JTA must leverage this experience to be a strong partner in deploying a variety of capital and mobility programs. Recognizing that projects and programs are much more effective when implemented through the combined technical capacity and financial resources of entities with a unified vision, it is imperative that the JTA proactively build and sustain new partnership opportunities to ensure success. This is especially the case for roadway-based projects.

Regardless of specific financial or political conditions, the Executive Leadership Team (ELT) must adopt a deliberate and tactical approach by the Capital Project Office, in coordination with Government Affairs, to establish a new line of regular communication and collaboration with external partners. This would include the City of Jacksonville, NFTPO, Florida Department of Transportation (FDOT) surrounding counties and utility providers with the explicit purpose of identifying, prioritizing, and advancing projects for implementation. Without this approach, the JTA's participation in significant infrastructure deployment will be limited.

Tactical Actions

CFS1 Collaborate with regional partners on a Vaccine Distribution Initiative. **Initiate immediately.**

>> Coordinate with jurisdictions, medical centers, major employers, public health officials, and nonprofit organizations to support a

vaccine distribution initiative (see description on page 69) that would provide several benefits:

- » Increase the reach of partners' efforts to promote participation in vaccinations.
- » Improve the access of essential workers who rely on transit to vaccinations.
- » Improve the access of traditionally underserved communities, including households with low incomes, limited mobility choices, homelessness, and barriers such as language or personal mobility, to vaccinations.
- » Serve an immediate role of great benefit to the community that would jump-start new partnerships with local governments, medical centers, major employers, and others.
- » Attract new and returning riders to use JTA services.

CFS2 Hold a Regional Capital Infrastructure Summit. **Initiate in first six months.**

>> Initiate a regional meeting to facilitate buy-in and share ideas from the jurisdictions' perspectives on the priorities for developing capital infrastructure.

>> Promote the cause of preparing and positioning for new funding likely to come from a federal stimulus package as an impetus for the summit. The JTA's focus on mobility initiatives that lower greenhouse gas emissions and improve equity and sustainability align well with the incoming Biden/Harris administration's platform. Build interest and buy-in with one-one-one outreach to the NFTPO, FDOT, County, and City leaders.

CFS3 Develop a Capital Improvement Plan project list and establish Capital Projects Office Advisory Committees. *Initiate after CFS2 in months 7-12.*

>> Mine regional agency Capital Improvement Plans, particularly the adopted City of Jacksonville CIP, and begin a dialogue to support project coordination and implementation. The JTA's Capital Projects Office will establish policy and technical advisory committees to coordinate with regional partners on project prioritization and development. Working with the City, they will define a list of unified needs and create a single, prioritized list of projects to submit to the TPO through the List of Priority Projects (LOPP) process.

This effort would help the City accomplish projects that are in the currently unfunded outer years (Years 4 and 5) that intersect with JTA high frequency transit corridors. This collaboration will provide a basis for meaningful technical and financial discussions. It should be led by the Capital Projects Office coordinating with Government Affairs and Planning & System Development over the next three months. The policy and technical advisory committees should be established in that timeframe for ongoing dialogue, coordination, and development of joint strategies and priorities between the City and the JTA. This set of actions would strengthen the Capital Projects Office's connection to programming and should have the effect of accelerating the implementation of capital projects important to the JTA and its customers. At the same time, the Technical Advisory Committee in particular can help support development of evaluation measures that align with federal agency programs under the new administration, which will help prepare the JTA and its capital project partners for success pursuing grants and stimulus funds.

CFS4 Leverage CAV expansion opportunities for supportive infrastructure. *Initiate in months 7-12.*

As U²C expands and the JTA conducts the analysis and preparation of corridors for CAV deployment, the Authority should consider opportunities to incorporate fiber optic, ITS, and/or lighting infrastructure that could also support transit operations and amenities, as well as economic development opportunities.

Digital curb mapping for use in curbside management would fit well in this task, particularly in tandem with the data collection for U²C expansion. The City of Jacksonville should be engaged as a potential client for digital curb mapping in coordination with the strategic actions for Smart Region implementation.

CFS5 Coordinate transit planning analysis with equity-based infrastructure analysis. *Initiate in months 7-12.*

>> In tandem with action TS1, Route Re-imagination Study, examine the City of Jacksonville's stormwater management priorities along with analysis of historically redlined communities lacking green infrastructure to identify potential high-priority, high-synergy locations for coordinated infrastructure development as safe, smart, sustainable streets (see "Healthy Living" Community Development Partnership Pilot, Chapter Four).

>> Contribute to potential funding resources by pursuing unique grants for these projects, such as foundation grants for smart communities, resiliency, and equity, and federal sources such as FEMA's Building Resilient Infrastructures and Communities (BRIC) grant program.

Scenario Pivots and Actions

Rapid Rebound (R)

INITIATE ACTIONS IN MONTHS 1-6

In a faster economic recovery scenario, the JTA will be in a healthy financial position to work with the region as a key partner to accelerate innovative capital projects and programs aimed at supporting the

Figure 9: Collaborate for Success

sustainable growth of Northeast Florida. Consequently, several projects are identified for deployment under this scenario for rapid advancement. Also, in this scenario, downtown development is anticipated to accelerate, which would create an opportunity for curb management, building on the curb mapping proposed in CFS3.

CFS1R Advance projects to address first/last-mile and bike/ped/safety deficiencies.

>> In coordination with COJ and FDOT, identify first/last-mile and bike/ped/safety deficiencies to advance, and roll out a plan to address immediate opportunities currently identified in CIP and Work Programs. Include advance planning, preliminary engineering and design priorities overlapping key JTA Mobility Corridors including Edgewood, Arlington Expressway, Lem Turner, University/Merrill and Park/Blanding. Include public engagement that in part targets key employers to assess needs. Consider encouraging the COJ to prepare a sidewalk inventory as the basis for deficiency analysis, possibly by collaborating to obtain grant funding for the task.

CFS2R Begin leveraging roadway design and construction expertise to optimize existing BRT operations and access.

>> Advance roadway projects to prioritize exclusive bus lanes or shared bike/bus lanes opportunities

outside of Downtown Jacksonville operations. This could begin with working with FDOT to temporarily restripe the Norwood Avenue segment of the Green Line to support peak hour bus only lanes between the I-95 ramps and Galfair Boulevard. This action is important to the transit system recommendations under Rapid Rebound, as frequent and reliable service connecting key destinations is critical to building back ridership.

CFS3R Accelerate Smart Regions Coalition “Implementer” Role in infrastructure and curb management.

>> Accelerate the strategic partnerships for Smart Region Implementation action by deploying key roadway-based recommendations focused on improving mobility, travel time reliabilities, reducing greenhouse gas (GHG) emissions and providing pathways of opportunity to disadvantaged neighborhoods.

>> Implement “Smart Corridor” projects within corridors such as Norwood Avenue (with its connections to the First Coast Flyer, Gateway Mall Hub, and S-Line Trail) or Kings Road (where Edward Waters College/The New Town Success Zone is located) to support access to jobs, healthcare, education, and services by deploying first/last-mile safety connections, bike/ped detection sensors, Smart Street Lighting Upgrades, and “green streets” and flood warning systems in concert with transit enhancements.

CFS1 VACCINE DISTRIBUTION INITIATIVES

CFS2 REGIONAL CAPITAL INFRASTRUCTURE

CFS3 CAPITAL IMPROVEMENT PLANS ADVISORY COMMITTEES

CFS4 LEVERAGE CAV EXPANSION

CFS5 COORDINATE EQUITY-BASED PLANNING

CFS1R IDENTIFY FIRST/LAST-MILE PROJECTS

CFS2R BRT OPTIMIZATION

CFS3R ACCELERATE SMART REGION PARTNERSHIPS

CFS1M LEVERAGE JTA’S FLEET FOR MOBILITY

CFS2M IMPLEMENT SOUTHSIDE/TOWNSHIP

CFS3M QUICK BUILD OPPORTUNITIES

CFS1L DEVELOP SHOVEL-READY PROJECTS

CFS2L LOW COST SMART REGIONS

CFS3L NON-TRADITIONAL PARTNERSHIPS

CFS4L LOW COST ADA/SRTS PROGRAMS

CFS1F PURSUE REGIONAL PRIORITIES

CFS2F STIMULUS OPPORTUNITIES

Actions Summary

| Action | Transit Services | Admin. Support Services | Finance and Asset Management | Technology & Innovation | Capital Project Delivery & Systems Devt. |
|--|------------------|-------------------------|------------------------------|-------------------------|--|
| INITIATIVE | Yellow | Blue | Yellow | Yellow | Blue |
| STRUCTURE SUMMIT | Yellow | Yellow | Yellow | Yellow | Blue |
| CAN PROJECT LIST AND CAPITAL PROJECT OFFICE | Yellow | Yellow | Yellow | Yellow | Blue |
| OPOPORTUNITIES FOR SUPPORTIVE INFRASTRUCTURE | Yellow | Yellow | Yellow | Blue | Blue |
| O INFRASTRUCTURE ANALYSIS | Blue | Yellow | Yellow | White | Blue |
| E AND BIKE/PED/SAFETY DEFICIENCIES | Blue | Yellow | Yellow | Yellow | Blue |
| ONS COALITION "IMPLEMENTER" ROLE | Blue | Yellow | Yellow | Blue | Blue |
| R COMMUNITY PARTNERSHIPS | Yellow | Yellow | Blue | Yellow | Yellow |
| OWN CTR. INFRASTRUCTURE OPPORTUNITIES | Yellow | Yellow | Yellow | Blue | Blue |
| TIES | Yellow | Yellow | Yellow | Blue | Blue |
| ROJECTS | White | Blue | White | Blue | Blue |
| S DEPLOYMENTS | White | Blue | White | Blue | Blue |
| ERSHIP OPPORTUNITIES | Yellow | Yellow | Blue | White | Blue |
| GRAM MANAGEMENT | White | Blue | White | Blue | Blue |
| TY CAPITAL PROJECTS WITH STIMULUS | White | Blue | White | Blue | Blue |
| S TO ADVANCE MOBILITY CORRIDOR PROJECTS | Yellow | White | Yellow | Blue | Blue |

Blue = Lead, Yellow = Support

>> Leverage the curb mapping in Tactical Action CFS3 to support curb management in the COJ that could potentially generate revenue, improve traffic flow and support transit operations. This could also provide a collaborative learning experience for students at EWC. Further, in light of the workforce development partnership that the JTA has with FSCJ, these initiatives could help create a beneficial cycle of creating demand for a Smart Region and CAV workforce in addition to supporting the development of the workforce.

Moderate Momentum (M)

INITIATE ACTIONS IN MONTHS 7-12

Under Moderate Momentum, new partnerships would emphasize the greater community need for public transit under the longer recovery scenario, which will further underscore the need to reposition transit service as a public good. The suburban-focused development pattern in this scenario supports investments in services to connect transit with suburban employment centers and improve the adaptability of transit via mobility hubs, including key service connections to attract new riders.

CFS1M Leverage the JTA's fleet for community partnerships.

>> Explore the potential roles in which the JTA could deploy its fleet for community service and, secondarily, revenue generation. Explore the opportunities within the framework of FTA guidance and JTM labor union agreements, while prioritizing the opportunities that underscore transit as a public good.

Potential opportunities for community service include groceries/mobile kitchen opportunities, especially around UFHealth's proposed Social Services Hub & Food "Farmacy" initiative, mobile health units for vaccinations, and mobile Wi-Fi for schools and neighborhoods with poor internet access and connectivity. Potential revenue-generating

activities include package deliveries and e-bike and e-scooter pick-up & distribution. The JTA should study the feasibility of new fleet programs and their potential community benefits.

CFS2M Create infrastructure to support mobility and transit optimization within the Southside/St. Johns Town Center suburban employment power center.

>> Implement Phase III of the Southside Transit Access Improvements and Mobility Vision Plan. Partner with area businesses (particularly major employers in the area) and the City of Jacksonville to launch construction of a network of on and off-street paths that enable e-scooter and micromobility access between JTA transit hubs and the extensive growth of live, work, play centers in the area. This could also be framed around a transportation demand management (TDM) approach to help inform future policy guidance for the City regarding the Skinner Transportation Management Area (TMA).

CFS3M Partner with localities within the region to test new mobility projects through Quick Build Implementation and Mobility Hub Development.

>> Strengthen partnership with the Beaches communities and Beachside Buggies (current JTA-sponsored service) to integrate multiple modes of transportation (CAV, Shuttles, LSVs, micromobility) and support long term parking management solutions and access, including development and linkages of identified "central" and "neighborhood" mobility hubs.

Lingering Lifestyle (L)

INITIATE ACTIONS IN MONTHS 13-18

The prolonged economic recession would both hinder traditional financial resources and make a stimulus package more likely to occur. The JTA and its partners should prepare in advance for a potential stimulus package by identifying potential shovel-ready projects and positioning them competitively. The priorities in this scenario also include attention to lower cost projects that can positively impact mobility of underserved populations and sustain the Authority's capital program.

CFS1L Coordinate with capital program partners to develop shovel-ready projects.

In anticipation of a significant infrastructure-based stimulus package under a prolonged recession, the JTA and its capital infrastructure program partners should identify projects that are likely to be eligible and focus resources on immediate steps (such as NEPA clearance, economic impact analysis, or refined cost estimating) that would position strategic projects to be eligible and competitive for new funds. Target projects that fulfill the new USDOT Secretary's initiatives as will be evident in this timeframe, and which appear likely to include public transportation, safety, equity, sustainability, and technology innovation.

CFS2L Continue to identify and deploy low cost Smart Regions Projects through pilot projects in low-income and minority neighborhoods.

Partnering with the City to focus on small-scale pilot opportunities around specific areas where enhanced mobility is needed, including

but not limited to: Arlington, Eastside, Norwood/Gateway, New Town/EWC, West Augustine, and Green Cove Springs. And, additionally, engaging and partnering with neighborhood organizations and residents to incorporate neighborhood character and culture into pilot projects. It is important that the community be engaged and that any projects be well-socialized to ensure that they have community support. Examples may include striping of exclusive mobility lanes for local CAV pilots, and assisting with implementation of advanced warning system infrastructure at rail crossings, bike/ped detection, and first/last-mile connectors.

CFS3L Identify non-traditional partners to enhance livable transportation and infrastructure.

Partnerships with UF Health via the proposed Urban Health Alliance and area non-profits (such as Groundworks Jax) to plan and construct additional low cost first/last-mile and active transportation projects in areas lacking basic bike/ped infrastructure.

A recent study by University of Minnesota placed Jacksonville in the top tier of cities with good bicycle accessibility to jobs. In Lingering Lifestyle, supporting bicycle infrastructure for first/last-mile access would complement transit ridership and could also improve options for vulnerable populations to reach jobs and services when transit is not an optimal choice.

CFS4L Leverage technical/program management capacity on small-scale projects.

As the program manager for small scale roadway projects including Safe Routes to School (SRTS) and recognizing limited financial

resources under Lingering Lifestyle, the JTA could partner with agencies (FDOT, COJ, Counties) through LAP agreements to manage design/construction of ADA and bike/ped infrastructure particularly around high frequency transit stops and local schools. This would help sustain a capital program through leaner times.

Financial Triggers (F)

TIMEFRAME DEPENDENT ON TRIGGERS

In addition to the scenarios, independent financial triggers could cause new actions under Collaborate for Success. As noted throughout the MOVE Plan, the incoming administration is anticipated to have priorities for funding that will align well with the JTA's priorities in equity, sustainability and technology innovation. The Authority and its partners should align project selection criteria to demonstrate strategic benefits (e.g., environmental, equity, and resiliency) for the projects selected for grant proposals (see actions CFS3 and CFS5).

CFS1F Pursue regional priority infrastructure projects with Federal stimulus funds.

Building on the Capital Improvement Program partnership's development of a capital improvement project list (CFS1) and leveraging the planning for shovel-ready projects in CFS2L, the JTA and its partners could be positioned to aggressively and strategically pursue stimulus grant funds.

CFS2F Accelerate first/last-mile, safety, and bike/ped projects overlapping JTA Mobility Corridors.

Capitalizing on potentially available stimulus funding, the JTA could address advance planning, preliminary engineering and design priorities with the City, where recent investments and Community Redevelopment Area (CRA) funding can be leveraged, including the University/Merrill corridor connecting to the newly installed Turbo Roundabout.

Strategic Actions (MOVE Plan Phase II)

- » Engage the NFTPO and its member jurisdictions to explore the potential roles the JTA would be best suited to take in the implementation of the Smart Regions Plan. In the MOVE Plan Phase II, examine how these potential initiatives align with not only the U²C and CAV deployments, but also the capital infrastructure opportunities among the Tactical Actions to maximize the synergy of the JTA's involvement and to leverage these varied investments to support improved delivery of the JTA's core transit services.
 - » Review the JTA Charter and adopted Florida Statutes to explore the addition of maintenance responsibilities, particularly for roadways.
 - » Delineate reporting function of the CPO within System Development Division and strengthen the organizational changes necessary to support the CPO.
 - » Create intra-departmental group to define the expected requirements of Program Management software—other departments outside of the System Development Division will need PM platform support in the future—group should include members from Automation & Innovation and IT, among others.
- ✓ Research what other infrastructure delivery organizations use and why.

- ✓ *Invite PM vendors for presentations on the capabilities of their platform.*
- ✓ *Determine appropriate budget and begin procurement process.*

ORGANIZATIONAL EXCELLENCE

The JTA showcases strong leadership across the various levels of the organization that are rooted in the pursuit of organizational excellence. The actions recommended in this section are not scenario dependent—they are actions that would support continued growth and enhancement of the overall effectiveness of the organization. The timeframe for the organizational excellence actions is relatively urgent—they should be initiated within six months with a few noted exceptions.

REVIEW LEADERSHIP STRUCTURE FOR CONTINUOUS IMPROVEMENT

This plan addresses the current JTA challenges and opportunities, defines priorities in serving the JTA's core customers, and identifies new opportunities for the JTA to serve the Northeast Florida region as a leader in equity, sustainability, technology, and innovation through mobility services and infrastructure delivery. With these new recommended roles for the Authority, it is strongly encouraged that the JTA revisit its organizational structure to ensure alignment and bridge gaps that would emerge between the existing structure, and new performance measures, and reward recognition programs needed to support the proposed functions. The implementation of the new roles, especially in light of decreasing ridership, may require reallocation of existing/future budgets. Therefore, efforts aimed at reducing duplicative and siloed activities, would lead to increased organizational efficiencies that would better leverage the JTA resources to pivot to greater effectiveness in the new roles.

One of the key recommendations of the plan is to ***Know Your Core***—understand core customer needs and reorient services to meet these needs. The existing JTA leadership characteristics

(described in Chapter Four) should be enhanced to include *Empathy* and *Integrity*. These are characteristics required to clearly understand this segment of the customer base, enabling the Authority to truly provide outstanding service to these core customers.

Tactical Actions

INITIATE WITHIN THE NEXT SIX MONTHS

- » *Refine the Executive level Organizational Chart to align positions with new roles and budget.*
- » *Consolidate existing 12 leadership characteristics to ten; combining “Good Communicator” and “Engaged” followed by “Change Agent” and “Innovative,” given their similarly documented definitions.*
- » *Develop and document performance expectations, using the leadership characteristics as the framework. Clear performance differentiators should be established for each grade level—Manager, Director, AVP and VP/SVP.*
- » *Initiate performance-based and Change Management training to support proposed change.*

STRENGTHEN ORGANIZATIONAL COHESION— INCREASE SENIOR LEADERSHIP PRESENCE

The Work from Home (WFH) phenomenon is a trend that existed before COVID19 but one whose pace and acceptance were greatly accelerated during the pandemic. Research suggests the “new normal” post-pandemic will not look like pre-pandemic conditions. The future will likely be a blend of WFH and onsite work arrangements, with WFH constituting a much higher share compared to pre-COVID19 work environments. Balancing the needs of WFH and onsite staff will require innovative ways to strengthen team cohesion. Many essential, onsite employees (operators, maintenance technicians, and utility workers) do not have the same access to technology as other employees, creating organizational equity issues. Sustained efforts should be made to reduce the natural tendency of an “us

"versus them" mentality. Frequent and effective communications to all onsite personnel and the consistent on-the-ground visibility of senior leadership at the different JTA campuses is critical to demonstrate that leadership values and appreciates the sacrifices being made and important services being provided by its onsite employees.

Tactical Actions

INITIATE WITHIN THE NEXT SIX MONTHS

- » Regularly conduct Executive Team Staff Meetings at the Myrtle Avenue Operations and JRTC at La Villa Campuses and afterwards one or two "non-Operations" Executives would visit with operators communicating the powerful message of:
 - ✓ We appreciate all that you are doing to provide safe, high-quality services to our customers."
 - ✓ "Thanks for all that you do to keep our employees and customers safe" and "Thanks for the high-quality service you are providing to our customers—we appreciate you!"
- » Continue visits to the Operators and Maintenance Technicians areas to say "Thanks!" and listen to Essential Service Workers' concerns.
- » **Leave No Operator Behind**—initiate immediately.

The JTA would be a champion of inclusivity and an internal equity agent if it provided additional opportunities to strengthen training and communications with the operators and maintenance workers for the job of the future by implementing the following:

- » **Train the Trainer**—Focus training efforts on promising staff who would, in turn, serve as training leaders or coaches for others.

- » Provide cost-effective, preloaded tablets with JTA specific applications to facilitate training and communication to enhance the skills of the essential workers.
- » Strengthen administrative support services
- » Implement an onsite triage type of administrative support services (i.e., payroll and procurement) augmented by WFH personnel to cover extended hours to respond promptly to the needs/challenges of the essential transit workers.

POSITION AUTHORITY-WIDE RESPONSIBILITIES FOR MAXIMUM IMPACTS

Drive organizational effectiveness in equity and sustainability.

The MOVE Plan encourages equity and sustainability to be viewed as a critical lens for the recommended actions. This critical lens encourages a 360-degree review of all major activities to guide Authority alignments and needed adjustments.

Tactical Actions

INITIATE WITHIN THE NEXT SIX MONTHS

- » Consider creating, within nine months, the position of Equity Officer to:
 - ✓ Collaborate with talent acquisition, talent management, employee relations, communication and legal to ensure that diversity and inclusion best practices are included and enforced in all policies, communication, branding, talent attraction, development and retention, budget allocations, and service programs and development strategies.
 - ✓ Encourage and measure the JTA supply chain management, access and the progress and growth of firms owned by minorities, women, and other disadvantaged populations to handle increasingly complex projects. The Authority may even need to

review its DBE practices and policies to include a request for the Equity, Diversity, and Inclusion (EDI) plans for each prime contractor/consultant seeking to partner with JTA for procurements over a certain dollar amount.

- ✓ *Streamline and align/consolidate other related DBE>Title IV activities with this role.*
- » *Establish, as part of the suggested new organizational chart, a CEO line of sight for Equity, Sustainability, Audit, Compliance, and other related Authority-wide functions.*

The Sustainability position could be championed by a key ELT member during the incubation period and thereafter be shifted to work with the Equity Officer in the most appropriate place within the Authority.

LEVERAGE THE PANDEMIC TO COACH AND PROVIDE ON-THE-JOB TRAINING AND STRENGTHEN SUCCESSION PLANNING

The JTA has 12 important leadership characteristics for the Authority. The pandemic and the current economic crisis present a good test lab to engage promising future leaders in practical ways to strengthen their skills.

- » *Invite Future leaders to meetings or coaching sessions where these important leadership characteristics, such as Critical Skills, Customer-Focused, Innovative, and Strategic Thinker, are on display, as the Authority continues to respond to COVID19 challenges. This would quicken the learning pace and prepare the next generation of leaders for future challenges. **Initiate within six months.***
- » *Identify Authority-wide positions that are critical to the performance of existing and proposed new roles and intentionally engage in Succession Planning activities to identify and begin the preparation of the next generation of leaders. **Initiate in 12-18 months.***

FINANCIAL SUSTAINABILITY

Throughout the Phase I MOVE Plan, references have been made to both the JTA's advantages in financial success, such as grantsmanship, and the anticipated financial challenges from the ongoing pandemic and economic recession. The preceding tactical action items also addressed the importance of responding to financial challenges associated with the scenarios and financial opportunities associated with a financial stimulus and/or infrastructure package. In addition to those tactical actions, several actions should be undertaken in the upcoming strategic plan to further strategically position the JTA for financial sustainability.

Comprehensively evaluate fare policy and identify pilot studies to test recommendations. *Initiate in first six months through the upcoming fare study.*

Other transit agencies are actively experimenting with fare suspension on varying terms, but these policies not only have financial implications, they potentially surrender an important lever the JTA has to influence travel behavior. The fare study should examine policies that influence travel behavior towards off-peak times and directions, and that promote equity, including limited fare-free arrangements with defined purpose. Examples include fare capping (Tri-Met), low income, or qualifying fare-free trips (King County Metro), and free or reduced fares during off-peak times for qualifying passengers, such as students.

Explore non-transit grant opportunities. *Initiate in months 7-12.*

In tandem with potential growth into roles such as Smart Region Implementer and partnering on resilient infrastructure projects, and by working as an Equity Agent, the JTA could apply its excellence in garnering grants to new sources. Not only do federal agencies such as FEMA have robust grant programs for infrastructure, but there are federal block grant programs, such as the Temporary Aid for Needy Families (TANF), that can fund transit services under specific guidelines but which may be underutilized in any given state or region. Private foundations also have active grant programs across a relevant spectrum of issues including resiliency, innovation, and equity. The Phase II MOVE Plan is an opportunity to gather intelligence on a wide range of potential funding sources and develop specific strategies for aligning the JTA's grant objectives with the Authority's programs.

Identify targeted public-private-partnerships. *Initiate in coordination with CFS1M and/or CFS3L.*

In tandem with the innovative transit partnerships described in this plan, the JTA could explore new funding resources through unique arrangements. Examples include health care companies, higher education, and major employers. Other possibilities may emerge

through technology integration. For example, Miami-Dade Transit offers loyalty points on the rewards portion of its mobile app, with support from advertisers.

ACTION PRIORITIES

The Roadmap actions, as shown in **Figure 10**, are divided into three tiers of priority by each of the three timeframes for the MOVE Plan Phase I, months 1-6, 7-12, and 13-18. The priorities reflect urgency, sequencing, and overall importance to the Authority based on the MOVE Plan, but they are not intended to be prescriptive. The engagement of partners, the funding priorities of the JTA and its partners, staff capacity, and new funding opportunities will all play important roles in determining the ultimate priority and sequence of the actions. The actions in italics are scenario pivots and would be pursued based on the emergence of scenario triggers. Rapid Rebound actions are in the first time period, Moderate Momentum actions are in the second, and Lingering Lifestyle actions are in the third time period. The actions based on financial triggers are not included in the table--they would become immediate priorities once a financial trigger such as a federal stimulus funding bill were to occur.

The actions are described in full in the preceding sections of Chapter Five. Given their unique nature, the organizational excellence actions are not included in the priorities table. Timeframes for these actions are provided in the preceding Chapter Five text.

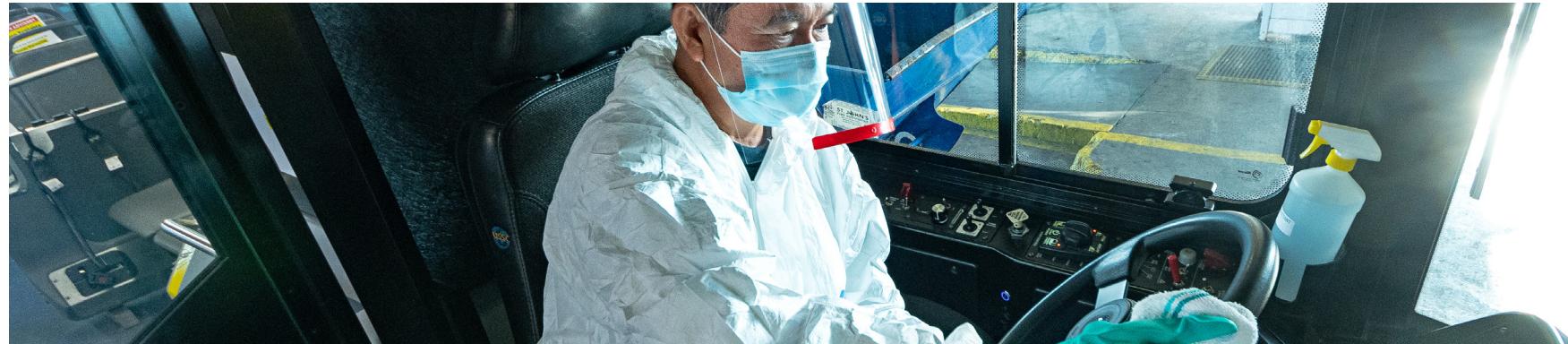
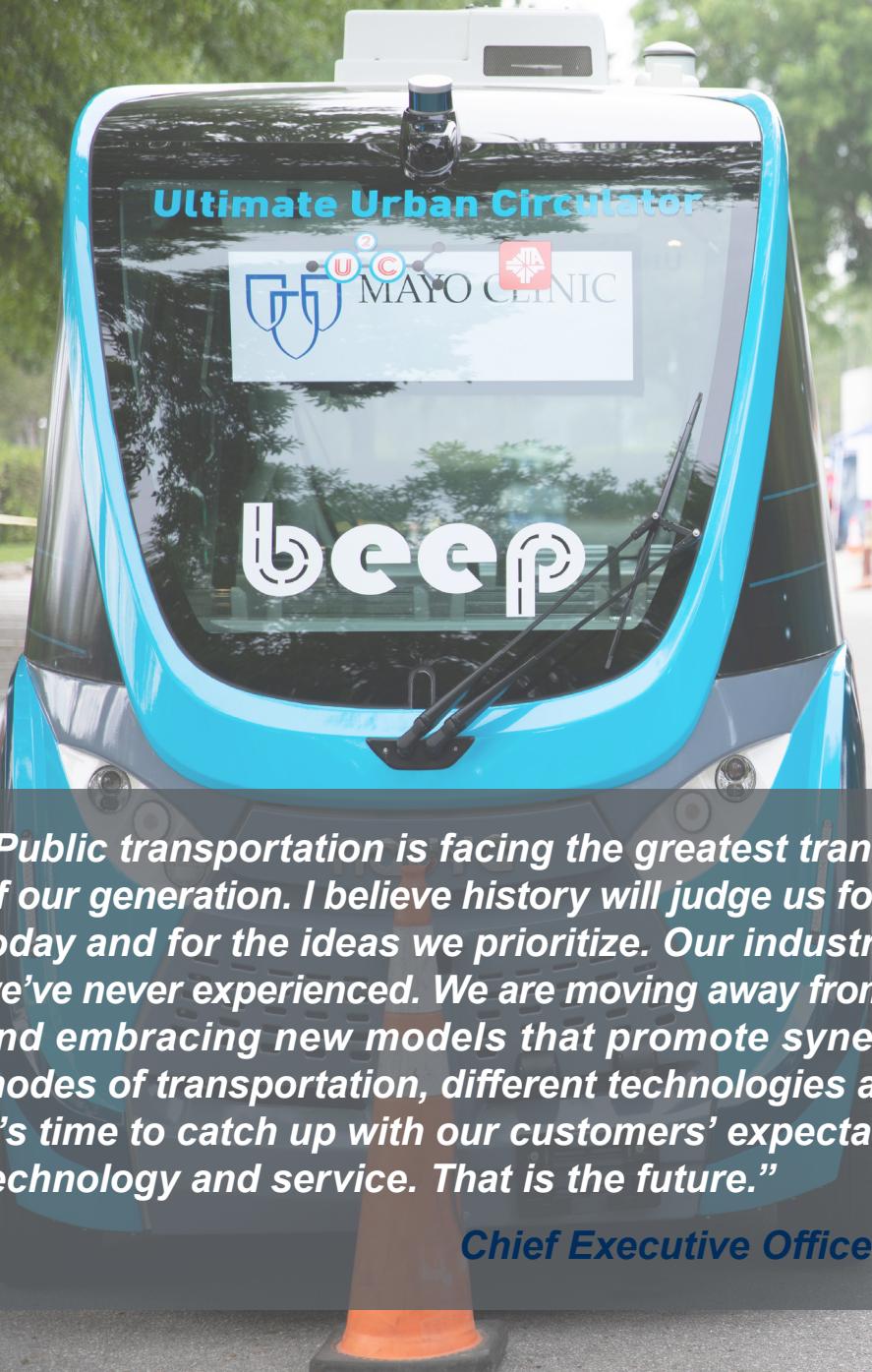


Figure 10: Roadmap Action Priorities

Note: Actions in *italics* are color-coded to match the scenarios of *Rapid Rebound*, *Moderate Momentum*, and *Lingering Lifestyle*.

| PRIORITY | INITIATE IN MONTHS 1-6 | INITIATE IN MONTHS 7-12 | INITIATE IN MONTHS 13-18 |
|----------|---|---|--|
| Tier 1 | <ul style="list-style-type: none"> » Vaccine Distribution Initiative (CFS) » Route Re-imagination Study (TS) » Real-Time Passenger Information (TI) » Develop and Market New Metrics (TS) » <i>Invite Customers Back</i> (TS) » Regional Infrastructure Summit (CFS) » Vehicle Air Purification Upgrades (TS) | <ul style="list-style-type: none"> » Apply AI and Machine Learning (TI) » <i>Accelerate/Target Guaranteed Rides Home</i> (MM) » <i>Leverage JTA's Fleet for Community Partnerships</i> (CFS) » Develop Capital Improvement Plan Project List and Establish Advisory Committees (CFS) » Coordinate Equity-Based Infrastructure Analysis (CFS) » Explore non-transit Grant Opportunities (FS) | <ul style="list-style-type: none"> » <i>Develop Shovel-Ready Projects for Infrastructure Stimulus</i> (CFS) » <i>Create Nimble, Adaptable Services</i> (TS) » Work with Private Sector Partners to Create All-in-One App (MM) » <i>Mobility Hub Visioning & Planning</i> (MM) |
| Tier 2 | <ul style="list-style-type: none"> » Southside Mobility Pilot Phase I (TS) » Evaluate Fare Policy and Develop Pilot Studies (FS) » <i>Internal Adjustments for "Back to Normal"</i> (TS) » Establish a Shared Vision for Mobility Management (MM) » Engage Partners to Support Guaranteed Ride Home (MM) » <i>Develop Pilots and Tactical Urbanism Pop-Ups in Low-income/Transit-Dep. Neighborhoods</i> (MM) » Advance First/Last-Mile and Bike/Ped Safety Projects (CFS) » Optimize Existing BRT (CFS) | <ul style="list-style-type: none"> » <i>Optimize Paratransit Rider Services</i> (TS) » Southside Mobility Pilot Phase II-III (TS) (CFS) » <i>Revised Service Policies to Incentivize Off-Peak Period Travel</i> (TS) » <i>Develop Suburban Pilots and Tactical Urbanism</i> (MM) » Leverage CAV Expansion Opportunities for Supportive Infrastructure (CFS) | <ul style="list-style-type: none"> » <i>Focus on Staff Utilization</i> (TS) » <i>Consider Sensitive Demographics</i> (TS) » Create Service Model and Critical Infrastructure Needs Assessment for Mobility Management/Integration (MM) » <i>Become a Leader in Logistics for Mobility Integration (Develop JTI Products)</i> (MM) » <i>Identify Non-Traditional Partners to Enhance Livable Transportation and Infrastructure</i> (CFS) » <i>Continue to Identify and Deploy Low Cost Smart Regions Projects</i> (CFS) |
| Tier 3 | <ul style="list-style-type: none"> » <i>Service Development for Riders with Mobility Choices</i> (TS) » Establish Data Interoperability Standards (MM) » <i>Conduct Feasibility Studies for Downtown Pilots</i> (MM) » <i>Accelerate Smart Regions Coalition Implementer Role</i> (CFS) | <ul style="list-style-type: none"> » <i>Test New Mobility Projects through Quick Build Implementation and Mobility Hub Development</i> (CFS) | <ul style="list-style-type: none"> » <i>Leverage technical/program management capacity on small-scale projects</i> (CFS) |

TS = Transit System, TI = Technology Innovation, MM = Mobility Manager, CFS = Collaborate for Success, FS = Financial Sustainability



“Public transportation is facing the greatest transformational ‘moment’ of our generation. I believe history will judge us for what we set in motion today and for the ideas we prioritize. Our industry is evolving at a pace we’ve never experienced. We are moving away from the traditional models and embracing new models that promote synergy between different modes of transportation, different technologies and different providers. It’s time to catch up with our customers’ expectations when it comes to technology and service. That is the future.”

Chief Executive Officer Nathaniel P. Ford, Sr.

CONCLUSION

The JTA has prepared for inevitable uncertainty in the months ahead. From its prudent actions to preserve fiscal stability during the pandemic to its innovative deployment of autonomous vehicles, the JTA has taken steps to position itself to continue effectively serving residents and visitors to Northeast Florida, regardless of how the current pandemic unfolds.

Specifically, the JTA has a plan for pursuing Mobility Optimization through Vision and Excellence—in which its vision for mobility combines the Authority's capabilities, northeast Florida's opportunities, and industry's best practices. The MOVE Plan Phase I provides the initial roadmap for tactical actions and scenario responses in the framework of strategic new directions for the Authority.

Know Your Core: Create a resilient transit system focused on the core customer and attractive to all riders.

COVID19 has underscored the importance of quality transit service to essential workers and income-limited residents—and, in effect, the impossibility of urban life without public transportation. The JTA will adjust its measures of success to reflect this reality, while taking steps to provide core customers with better travel times, greater reliability, safe access, and easily accessible trip planning. All current JTA customers—and many new ones—will benefit from these improvements.

Build on Your Strengths: Build a foundation to lead mobility integration in Northeast Florida.

The JTA has built internal strengths including business intelligence, planning, fare systems management and fleet management, that position the Authority to lead mobility integration across platforms. The JTA will pursue new mobility solutions, such on-demand microtransit and electrified micromobility, serving as a provider or a partner, with the ultimate goal of providing JTA's customers with seamless, door-to-door mobility.

Collaborate for Success: Capture the synergy of mobility, equity, and sustainability through new partnerships.

The JTA has capabilities in both service and capital program delivery that can not only improve mobility, but also achieve important regional goals for equity, sustainability and technology innovation. To attain its potential and that of Northeast Florida, the JTA must engage existing and new partners, starting with a Regional Capital Infrastructure Summit. Our nation's emergence from the current pandemic and recession will undoubtedly bring new funding opportunities that Northeast Florida can capture, and the JTA can tap them to ensure mobility across transportation modes is optimized and delivered with excellence.

Foster Organizational Resiliency: Strengthen the cohesion, equity, and adaptability of the Authority through initiatives to provide for the JTA's long-term sustainability.

There are several initiatives that would heighten the effectiveness of the JTA's strong leadership, strengthening communication, resources, and upward mobility throughout the organization.

WHAT'S NEXT?

The way forward is what this plan is about:

- » *Take the first steps provided in the tactical actions*
- » *Watch for the scenario trend triggers and be prepared to pivot*
- » *Join with regional partners, vendors, and JTA employees to pursue the strategic directions of the MOVE Plan, and develop more in-depth strategies for the next five years through the MOVE Plan Phase II*

ACKNOWLEDGMENTS

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