

**FY 2023/24 Council Approved Budgets
Downtown Investment Authority**

	General Fund GSD	Public Parking	Downtown Northbank CRA	Downtown Southbank CRA	Total
Revenue					
Property Taxes	\$ -	\$ -	\$ 14,095,607	\$ 7,266,048	\$ 21,361,655
Permits, Fees and Special Assessments	-	107,752	-	-	107,752
Charges for Services	-	3,520,299	-	-	3,520,299
Fines and Forfeits	-	361,624	-	-	361,624
Miscellaneous Revenue	9,500	106,809	3,707,799	366,990	4,191,098
Transfers from Other Funds	-	438,540	-	-	438,540
Transfer from Fund Balance	-	310,583	-	-	310,583
Total Revenue	\$ 9,500	\$ 4,845,607	\$ 17,803,406	\$ 7,633,038	\$ 30,291,551
Expenditures					
Personnel	\$ 1,386,281	\$ 2,186,389	\$ -	\$ -	\$ 3,572,670
Operating	1,126,922	1,904,908	6,567,259	5,868,814	15,467,903
Supervision Allocation	(1,366,886)	124,037	922,935	319,914	-
Capital Outlay	2	324,262	7,750,000	1,050,000	9,124,264
Debt Service	-	-	1,985,712	366,810	2,352,522
Grants, Aids, & Contributions	-	-	75,000	25,000	100,000
Transfers to Other Funds	-	-	2,500	2,500	5,000
Other Uses	-	306,011	500,000	-	806,011
Total Expenditures	\$ 1,146,319	\$ 4,845,607	\$ 17,803,406	\$ 7,633,038	\$ 31,428,370
Full-Time Employees	12	36	-	-	48
Part-Time Hours	200	4,160	-	-	4,360

Downtown CRA Real Property Taxable Values

Area	Fiscal Year					% Change FY 23/24 vs. FY 19/20
	2019/20	2020/21	2021/22	2022/23	2023/24	
USD1B Downtown Northbank West	\$ 731,623,119	\$ 774,077,727	\$ 805,165,720	\$ 968,552,764	\$ 1,094,059,157	49.54%
USD1C Downtown Northbank East	\$ 490,853,879	\$ 510,604,413	\$ 484,341,591	\$ 521,552,016	\$ 633,411,392	29.04%
USD1A Downtown Southbank	\$ 522,225,979	\$ 606,000,801	\$ 619,226,435	\$ 724,961,736	\$ 764,972,926	46.48%
Total	\$ 1,744,702,977	\$ 1,890,682,941	\$ 1,908,733,746	\$ 2,215,066,516	\$ 2,492,443,475	42.86%

FY 2023/24 Council Approved Budgets
Downtown CRA's
Net Ad Valorem Revenue to CRA Calculation

	Northbank West USD1B 1981	Northbank East USD1C 1984	Southbank USD1A 1980
Base Year			
Preliminary Real Property Taxable Values	\$ 1,094,059,157	\$ 633,411,392	\$ 764,972,926
Less Real Property Taxable Value in Base Year	214,636,423	201,743,546	89,127,781
Real property Taxable Value Incremental Increases	<u>\$ 879,422,734</u>	<u>\$ 431,667,846</u>	<u>\$ 675,845,145</u>
Real Property Taxable Value Percentage Changes	409.7%	214.0%	758.3%
Operating Millage Rates	11.3169	11.3169	11.3169
Collection Rate	95.0%	95.0%	95%
Net Ad Valorem Revenue to CRA	\$ 9,454,722	\$ 4,640,885	\$ 7,266,048

**FY 2023/24 Council Approved Budgets
Downtown CRA's**

	DOWNTOWN NORTHBANK	SOUTHBANK
	10801 / USD 1C	10802 / USD 1A
TAXABLE VALUES & RATES		
Base Year	1981 / 1984	1980
Preliminary Taxable Values	\$ 1,727,470,549	\$ 764,972,926
Less Taxable Value in Base Year	416,379,969	89,127,781
Taxable Value Incremental Increases	\$ 1,311,090,580	\$ 675,845,145
Taxable Value Percentage Increases	314.9%	758.3%
Operating Millage Rates	11.3169	11.3169
Collection Rate	95%	95%
REVENUE		
Property Taxes	\$ 14,095,607	\$ 7,266,048
Interest Income	623,610	366,990
MPS Garages	1,758,901	-
Churchwell Loft Lease	18,801	-
Debt Repayment (Lynch /11E)	800,000	-
Debt Repayment (Carling Loan)	506,487	-
Total Revenue	\$ 17,803,406	\$ 7,633,038
EXPENDITURES		
Administrative Expenditures		
Supervision Allocation	\$ 922,935	\$ 319,914
Annual Independent Audit	2,500	2,500
Total Administrative Expenditures	\$ 925,435	\$ 322,414
Financial Obligations		
REV Grant - Fidelity National Information Services	\$ 773,261	\$ -
REV Grant - Hallmark/220 Riverside	451,913	-
REV Grant - Pope & Land/Brooklyn	474,929	-
REV Grant - Lofts at Jefferson Station	73,623	-
REV Grant - Vista Brooklyn/200 Riverside	611,443	-
REV Grant - Park View Plaza	133,746	-
REV Grant - Lofts at Brooklyn	90,114	-
MPS Garages - Reserve	25,000	-
MPS Garages - Misc. Insurance	329,456	-
MPS Garages - Debt Service/Debt Defeasance	1,985,712	-
MPS Garages - Operating Expenses	770,000	-
Lynch Bldg. Loan Repayment	800,000	-
REV Grant - Strand	-	563,437
REV Grant - Home Street Apartments	-	224,685
REV Grant - Southbank Apartment Venture	-	303,990
The District /JEA Southside Gen Station Public Infrastructure Improvements	-	4,000,000
Interest - Strand Bonds, 2014 Special Revenue	-	138,810
Principal - Strand Bonds, 2014 Special Revenue	-	228,000
Total Financial Obligations	\$ 6,519,197	\$ 5,458,922
Plan Authorized Expenditures		
Waterfront Activation	\$ 50,000	\$ 25,000
Professional Services	250,000	200,000
Downtown Development Loan	500,000	-
Banner II Project	100,000	-
Commercial Revitalization Program	-	150,000
Small Scale Residential Incentive	75,000	-
Neighborhood Streetscape Improvements	1,000,000	-
Urban Art	-	25,000
Banner and Arms	-	10,000
Capital Projects		
McCoys Creek Park CRA	250,000	-
Shipyards West CRA Project	6,500,000	-
Riverwalk Enhancements and Signage	1,000,000	750,000
Flagler Avenue Shared Streets	-	300,000
Unallocated Plan Authorized Expenditures	633,774	391,702
Total Plan Authorized Expenditures	\$ 10,358,774	\$ 1,851,702
Total Expenditures	\$ 17,803,406	\$ 7,633,038

**DOWNTOWN INVESTMENT AUTHORITY
COMMITMENT TRACKING REPORT 1/31/2024**

PROJECT (AS PREVIOUSLY APPROVED)	DIA RES	CITY ORD	ROI	FUNDED (Y OR N)	SOURCE OF FUNDING	GENERAL FUND IMPACT (Y OR N)	FISCAL YEAR											
							23-24	24-25	25-26	26-27	27-28	28-29	29-30	30-31	31-32	32-33		
Iguana/Kids Kampus/Shipyards (Completion Grant)	2022-09-01	2022-871	1.13	N	General Fund	Y	\$ -	\$ -	\$ 25,834,886	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	
FIS (Closing Fund Grant)	2019-08-01	2019-596	1.20	N	General Fund	Y	\$ 3,500,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	
Regions Bank (DPRP)	2021-04-05	2021-210	0.50	N	General Fund	Y	\$ 314,240	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	
One Riverside - Restaurant Completion Forgivable Loan	2021-08-01	2021-796	1.18	N	General Fund	Y	\$ -	\$ 750,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	
Union Terminal (DPRP)	2022-03-06	2022-319	0.81	N	General Fund	Y	\$ -	\$ 8,285,793	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	
Home2Suites (DEDG)	2021-12-01	2022-316	1.34	N	General Fund	Y	\$ -	\$ 238,522	\$ 238,522	\$ 238,522	\$ 238,522	\$ 238,522	\$ 238,522	\$ 238,522	\$ 238,522	\$ 238,522	\$ 238,522	
323 E Bay Street (DPRP)	2022-01-01	2022-452	0.59	N	General Fund	Y	\$ 1,536,350	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	
Central Nat'l Bank Historic (DPRP)	2022-07-02	2022-841	0.53	N	General Fund	Y	\$ -	\$ 5,814,697	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	
Lofts at Cathedral (DPRP)	2022-11-06	2023-88	0.50	N	General Fund	Y	\$ 2,398,400	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	
525 W Beaver Street (DPRP)	2022-09-04	2023-268	0.71	N	General Fund	Y	\$ 1,251,430	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	
SUBTOTAL (Future General Fund appropriation required)							\$ 9,000,420	\$ 15,089,012	\$ 26,073,408	\$ 238,522	\$ 238,522	\$ 238,522	\$ 238,522	\$ 238,522	\$ 238,522	\$ 238,522	\$ 238,522	\$ 51,832,494
<i>Subject Legislation</i>																		
Greenleaf (DPRP)	2023-08-01	2024-36	0.60	N	General Fund	Y	\$ -	\$ -	\$ 4,969,900	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	
Jones Bros. (DPRP)	2023-05-03	2024-37	0.50	N	General Fund	Y	\$ -	\$ -	\$ 6,033,500	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	
TOTAL FUTURE FUNDING THROUGH THE GENERAL FUND BY THIS LEGISLATION							\$ -	\$ -	\$ 11,003,400	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 11,003,400
TOTAL FUTURE FUNDING THROUGH THE GENERAL FUND (Fully Approved plus Proposed by Subject Legislation)							\$ 9,000,420	\$ 15,089,012	\$ 37,076,808	\$ 238,522	\$ 238,522	\$ 238,522	\$ 238,522	\$ 238,522	\$ 238,522	\$ 238,522	\$ 238,522	\$ 62,835,894

CITY COUNCIL RESEARCH DIVISION ISSUE SUMMARY



Eamon Webb
Research Assistant
(904) 255-5140

117 West Duval Street
City Hall, Suite 425
Jacksonville, FL 32202
FAX (904) 255-5229

Community Redevelopment Agencies and Tax Increment Financing

A Community Redevelopment Agency, allowed by Florida state statute, is a body created by local government to create and implement a Community Redevelopment Plan that addresses the unique needs of the targeted area (a Community Redevelopment Area, or CRA). CRAs are often funded through Tax Increment Financing, which segregates the increased revenue created by a tax on increases in real property value on properties in the area and requires that these revenues be dedicated to the redevelopment area. This funding and governance structure is how many communities attempt to incentivize economic development in their urban areas.

CRAs and TIFs are common throughout different states and metropolitan areas, although conditions in which funds can be used, governing board structures, and oversight/approval mechanisms vary based on state and local policies.

Downtown Development Authorities/Agencies

Many municipalities have separate economic development agencies focused on business development in their downtown districts. Cities have various approaches to structuring these agencies and what level of independence they give them.

Florida

CRAs in Florida are created by local government. Local governments must show that the affected area is suffering from blight issues, and the initial allowed lifespan of a CRA is 20 years (up to 40 years with extensions). They are mainly funded through TIFs, and both public and private development may receive funding through them.

- **Jacksonville**
 - The Downtown Investment Authority functions as both the Community Redevelopment Agency for Downtown's two CRAs (Southside CRA and Downtown Northbank CRA) and the Economic Development Agency for Downtown Jacksonville.
 - It was created via the City Council in 2012.
 - It is governed by 9 Board Members – 5 appointed by the Mayor and 4 by the City Council – and is led by a CEO.
 - The Downtown Development Review Board, which is under jurisdiction of the DIA, reviews all development and redevelopment projects downtown in accordance with the Downtown Overlay Zoning Code. It consists of 9 voting members and 11 ex-officio members, all appointed by the Mayor and confirmed by the City Council. Both voting and ex-officio members are required to have a mix of certain backgrounds and expertise.
 - Downtown Vision is a not-for-profit organization tightly aligned with the vision of DIA and attempts to ensure private sector integration of the Business Investment and Development Plan.
- **Tampa**
 - The Tampa Community Redevelopment Agency provides legislative oversight of the 8 CRAs, which includes Downtown Tampa.
 - It is governed by 7 Board Members, all members of the Tampa City Council.
 - Each CRA has a resident advisory committee. The Downtown CRA Community Advisory Committee has 9 members.
 - Tampa Downtown Partnership is a not-for-profit organization that administers the Special Services District program through an annual contract with the City of Tampa that promotes marketing, business development, and beautification efforts.
- **Miami**
 - There are three CRAs within Downtown Miami. These CRAs were created through the approval of the Board of County Commissioners.
 - The Board of the Downtown CRAs is comprised of the five Miami City Commissioners.

- Economic incentives are provided by the Downtown Development Authority, which is an independent agency of the City of Miami funded by a special tax levy on property owners within its district boundaries.
- The Downtown Development Authority is governed by a 15-member Board of Directors, with 3 public appointees and 12 downtown property owners or residents. The current chair is a Miami City Commissioner.
- Orlando
 - The Orlando Downtown Development Board consists of 5 Board Members, appointed by the Mayor and confirmed by the City Council. It was created by Special Act of the Florida Legislature in 1971.
 - The Orlando DDB is responsible for the planning, implementation, and administration of the city's core area redevelopment and development program. It levies an ad valorem tax within the Area of one mill on each dollar of the tax base.
 - The City Council is the governing body for the Central City Neighborhood CRA.
- Ft. Lauderdale
 - The Ft. Lauderdale Downtown Development Authority was created in 1965. It consists of 7 Board Members appointed by the City Commission.
 - The Ft. Lauderdale DDA has the power of eminent domain and may issue bonds up to a value of 15% of the assessed value of a taxable property in the downtown jurisdiction.
 - The Central City CRA is governed by the City Commission.
- St. Petersburg
 - The City Council is the Community Redevelopment Agency for all CRAs in the City, including the Intown Redevelopment Area, which includes Downtown St. Petersburg.
 - The St. Petersburg Downtown Partnership is a private, nonprofit company with its mission in urban redevelopment.

Takeaways

- Jacksonville is unique compared to other Florida cities in that DIA is both the Community Redevelopment Agency for CRAs falling within Downtown and its major Economic Development Agency. These two bodies are separate agencies in other Florida municipalities.
- Orlando and Miami do both have large, government agencies that attempt to incentivize Downtown growth (the Orlando Downtown Development Board and Miami Downtown Development Authority, respectively).

Other comparable cities

- Nashville
 - The Nashville Metropolitan Development and Housing Agency began as the City's public housing authority in 1938 but has grown into the oversight body for the City's 11 redevelopment districts.
 - The Nashville Downtown Partnership is a private, not-for-profit organization, founded in 1994, dedicated to ensuring the success of Downtown Nashville. It is governed by a 75-member Board that includes a City Council Member and 2 State Representatives. It is the oversight body for the two Business Improvement Districts in Downtown Nashville. Services provided by the Central Business Improvement District are funded by annual assessments on privately owned properties and by an additional fee of 0.25% on certain retail transactions within the district's boundaries.
- Atlanta
 - Atlanta's Tax Allocation Districts (their equivalent of TIFs) are overseen by Invest Atlanta, which is comprised of the Urban Residential Finance Authority, Downtown Development Authority, and Atlanta Economic Renaissance Corporation.
 - Invest Atlanta is comprised of a nine-member Board of Directors, which is chaired by the mayor.
 - Invest Atlanta is a government authority that handles both the TIF function for downtown neighborhoods and business development and recruitment function for downtown.
- Indianapolis
 - Multiple TIFs within Downtown.
 - The Indianapolis Economic Development Commission is a governmental body consisting of four commissioners, three appointed by the mayor and one by the City-County Council (Indianapolis is also consolidated). It promotes diversification of economic development and encourages increases in job opportunities within the city and county.

- Downtown Indy, Inc. is a private, member-ship based not-for-profit organization encouraging economic success in Downtown Indianapolis.
- Charlotte
 - Charlotte Center City Partners is a private not-for-profit organization that specializes in economic and community development, marketing and communications, programming and events, research, and urban planning. Its members are approved by the City Council, with a mix of business owners and public figures including City Council Members, and its operations, including its yearly budget, require City Council approval.
 - North Carolina allows for Project Development Funding (their equivalent to TIFs), but only allows these funds to be used for public costs.
- Oklahoma City
 - Downtown includes 6 TIF districts.
 - The Oklahoma City Economic Development Trust provides oversight to its TIF districts and consists of two City Council Members and three at-large trustees recommended by the Mayor and approved by the City Council.
 - The Business Improvement District Advisory Board promotes the fulfillment of the requirements of the agreement between Downtown Oklahoma City Partnership (a not-for-profit organization that manages and markets the Downtown Business Improvement District) and the City of Oklahoma City by recommending a strategy for managing and providing enhanced services within the BID to DOKC Board of Directors, staff, and City Council.
- Louisville
 - Louisville has several TIFs, including Downtown.
 - The Louisville Downtown Management District was established in 1991 and was Kentucky's first business improvement district.
 - The Downtown Development Corporation is a private, not-for-profit organization that attempts to bring together public and private stakeholders as partners in Downtown Louisville's redevelopment plan.
 - The Louisville Downtown Partnership was formed in 2013 to bring together the Louisville Downtown Management District and the Downtown Development Corporation.
 - The Louisville Downtown Management District consists of business and non-profit leaders as well as public figures from the Metro Council and administration who serve as ex-officio members.

Takeaways

Municipalities have a wide range of structures regarding downtown redevelopment and governance. Miami and Orlando both have separate entities overseeing their CRAs versus their Downtown development authorities. Their City legislature is the oversight department for their CRAs.

The Downtown Investment Authority is a fairly unique entity in combining these two functions (CRA governance and Economic Development) while having considerable independence from the political process.

Atlanta and Louisville could be comparisons outside of the state; both seem to combine these two functions in their economic development authorities as well. However, Atlanta's Invest Atlanta is distinguishable from the DIA in that the mayor of Atlanta chairs Invest Atlanta. Louisville's Downtown Development Corporation is distinguishable from the DIA in that it is a not-for-profit entity.

Questions

- What benefit is gained from having DIA be more independent from the political process than the authorities or agencies of other municipalities?
- What benefit is gained from having DIA serve both the CRA/TIF function and the Economic Development function?
- What challenges are unique to Jacksonville's downtown development compared to other municipalities within the state or region?
- Does the uniqueness of consolidation have any impact on how Jacksonville does or should think about its downtown development efforts?