

# THE CATHEDRAL DISTRICT MASTER PLAN

October 20, 2017



Cathedral District-Jax, Inc. | Torti Gallas + Partners, Inc. | Genesis Group



### **CONTENTS**

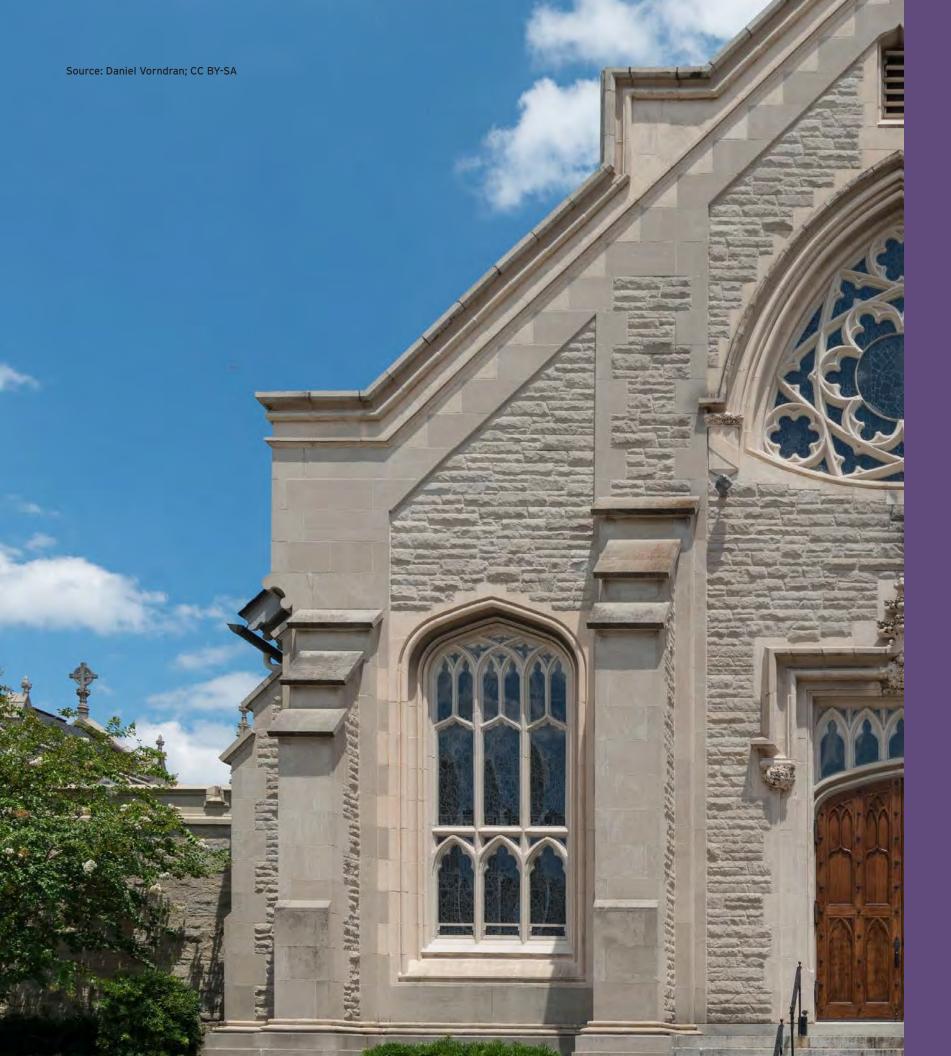
XECUTIVE SUMMARY1
Context
Process and Goals
Strengths
Challenges
Revitalization Strategy
NALYSIS 5
City Context
Neighborhood Context
Previous Plans
Existing Land Use
Vacant and Occupied Land
Parking Lots
Figure/Ground and Urban Design
Historic Buildings
Open Space
REVITALIZATION STRATEGY:
ATHEDRAL DISTRICT CONCEPT AND IDENTITY 17
An Ecumenical Model for Neighborhood Revitalization
Exploring Themes
Logo

RE	EVITALIZATION STRATEGY:	
DΙ	STRICT FRAMEWORK AND CONCEPTS	2
	Master Plan Framework	2
	Proposed Land Use	2
	Open Space	20
	Public Art Plan	2
	Transportation	30
	Street Sections	3
	Project Priorities and Phasing	3
	EVITALIZATION STRATEGY: EDEVELOPMENT SCENARIOS	3:
	Figure/Ground Comparison	
	Scenario 1a	40
	Scenario 1b	4
	Scenario 2	4
	Scenario 3	48
RE	EVITALIZATION STRATEGY:	
	IPLEMENTATION	5
	Next Steps	
	Implementation Matrix	5









**EXECUTIVE SUMMARY** 

### **EXECUTIVE SUMMARY**

### CONTEXT

The Cathedral District encompasses approximately 118 acres in downtown Jacksonville. It is named after St. John's Cathedral, which sits at the center of the District atop Billy Goat Hill, the highest point in the City of Jacksonville. While the Cathedral District has many remaining architectural masterpieces - from religious and civic buildings to commercial buildings and houses - this once-vibrant neighborhood has experienced disinvestment and is now equally characterized by parking lots, dangerous one-way streets, very few homes, and an excess of social services.





Cathedral District: Location, Boundary, and Churches

### PROCESS AND GOALS

Although named after St. John's Cathedral, the District contains five congregations with beautiful and historic churches:

- Mount Zion A.M.E. Church
- Basilica of the Immaculate Conception
- First United Methodist Church
- St. John's Episcopal Cathedral
- First Presbyterian Church

These five churches met to discuss the neighborhood, their needs, and their overlapping missions. An ecumenical vision has emerged with the following goals:

- Bring diverse denominations together to work towards the common goal of neighborhood revitalization.
- Revitalize the Cathedral District so that it becomes a desirable place to live.
- Provide opportunities for congregants to not only serve in this neighborhood, but also live there.
- Create a safe and pleasant environment.
- Explore how the revitalization process can aid in creating financial support opportunities for the churches and their missions.

In addition to meeting with representatives from the neighborhood churches, the consultant team also met with following people and organizations to gather input:

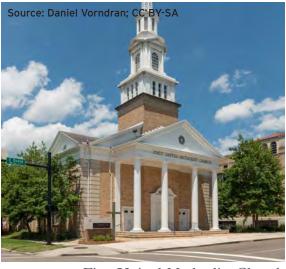
- Sherry Magill, President Jessie Ball duPont Fund
- Kerri Stewart, (former) Chief of Staff Office of the Mayor
- Lori Boyer, (former) Council President - Jacksonville City Council
- Aundra Wallace, CEO Downtown **Investment Authority**
- Jacob Gordon, CEO Downtown Vision, Inc.
- Michael Berry, Secretary, Parks at the Cathedral HOA
- Michael Balanky, Principal, Chase **Properties**
- Jack Meeks and JoAnn Tredennick, Elena Flats, LLC
- Terri Barton, CEO, Aging True



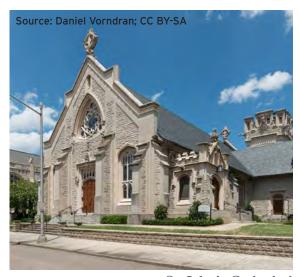
Mt. Zion African Methodist Episcopal



Basilica of the Immaculate Conception



First United Methodist Church



St. John's Cathedral



First Presbyterian Church

### **STRENGTHS**

Located in the heart of downtown Jacksonville, the Cathedral District is wellpositioned and ready to thrive again. The neighborhood's many strengths include:

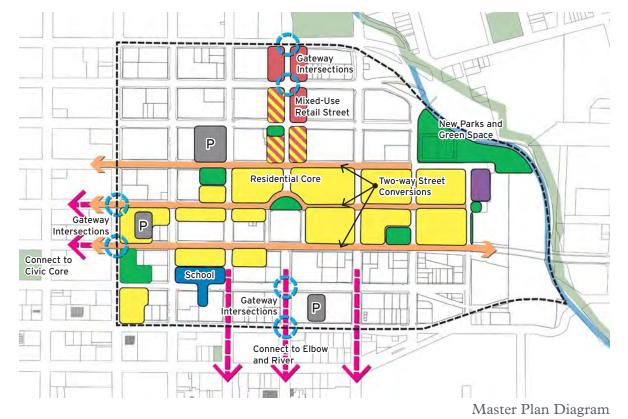
- Churches. These architectural landmarks are symbols of permanence and service in the neighborhood. Their commitment and devotion to the success of the city is exemplary.
- Committed Leadership. Successful projects require strong support and advocacy. The ecumenical vision of the churches and congregations working together provides this.
- Proximity to Jobs and
  Entertainment. It is adjacent to the
  Stadium District, Riverfront District, the
  Civic Core, and "the Elbow", downtown
  Jacksonville's emerging entertainment
  destination.
- Civics, Arts, and Culture. A short walk away from Hemming Plaza, the Jacksonville Public Library, the Museum of Contemporary Art, and the St. Johns River, the Cathedral District is perfectly situated to be one of the great downtown neighborhoods.
- Transportation. Close to Downtown, served by multiple city bus routes, within walking distance of the Skyway, and traversed by multiple major thoroughfares, it is a convenient location to live no matter where you need to go in Jacksonville.
- **Urban Fabric.** The existing grid of interconnected streets is ready, with a few tweaks, to be revitalized with buildings and people.
- Attainable Housing. The Cathedral District provides a unique character and is less expensive than waterfront towers while still offering convenience to downtown amenities.

### **CHALLENGES**

While the neighborhood has many strengths and great opportunities, revitalization is not without difficulty. The following are challenges facing the Cathedral District:

- **Streets.** Fast moving, one-way streets are dangerous and hostile to a pleasant pedestrian experience. Additionally, most street faces are made up of parking lots, not buildings.
- Parking. There is a large demand for weekend parking, but parking lots sit empty during the week and detract from the vitality of neighborhood. So much land dedicated to parking makes redevelopment and revitalization is difficult.
- Concentration of Services. The neighborhood is home to the Sulzbacher Center and many other private and public social services.
- Proximity to Correctional Facilities. The Jacksonville Jail and Community Transition Center are adjacent to or in the neighborhood. Along with these uses is a concentration of bail bond agents and attorneys' offices.
- **Perception.** The Cathedral District serves a disproportionately large number of people experiencing transience and homelessness, making many visitors uncomfortable. Crime statistics suggest fears are unfounded, but the perception remains an issue for many.

To love one's neighbor and to care for the vulnerable is a paramount mission of the faith communities in the Cathedral District. The goal, then, is to find ways to care for each other that are better integrated within the neighborhood. Along with this, introducing new development and residents can provide a healthy balance to the District.





Residential Street



Neighborhood-Serving Retail Street

### **REVITALIZATION STRATEGY**

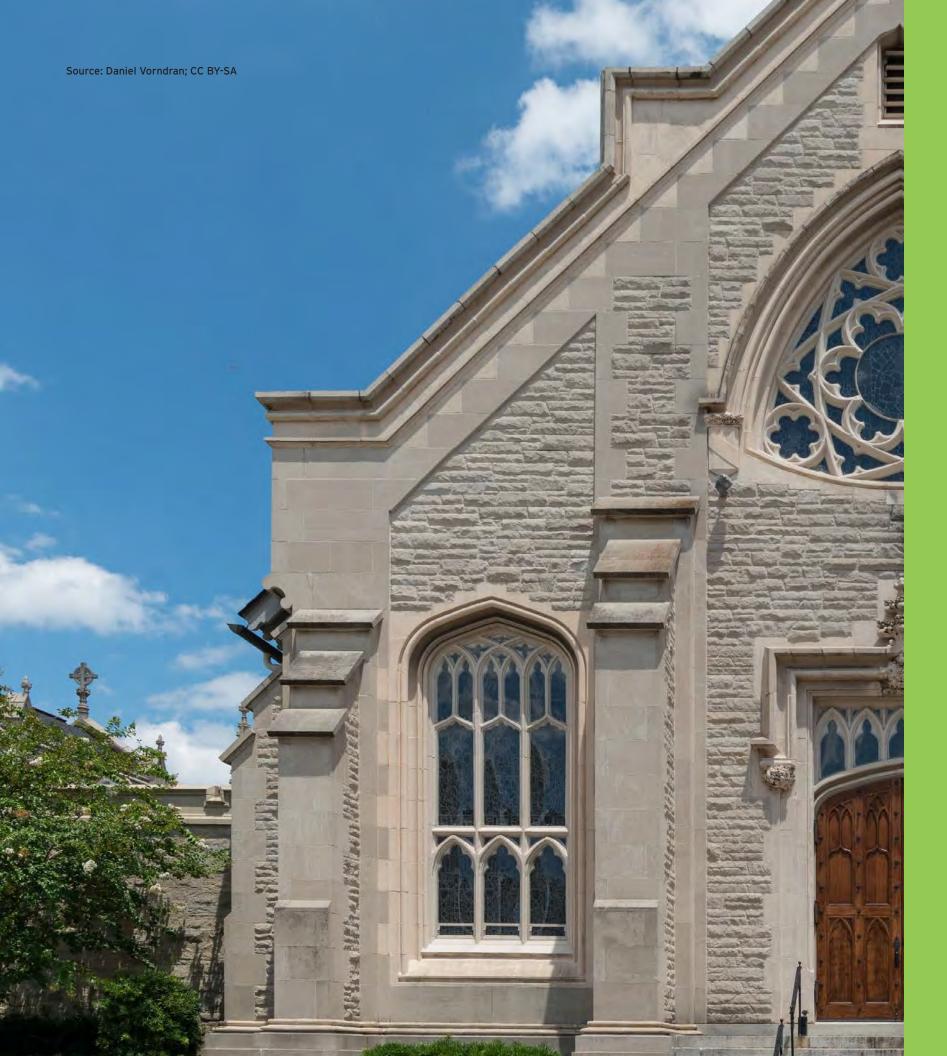
The framework of the physical Master Plan is organized around the following ideas:

- 1. Create a residential core.
- 2. Make improved connections to surrounding neighborhoods and existing resources.
- 3. Create a mixed-use neighborhoodserving retail street.
- 4. Create safe and friendly walkable, bikeable streets. Convert one-way streets to two-way, improve crosswalks, and replace parking lots with buildings. Improved pedestrian experience, slow traffic, and increased safety is beneficial to all users, especially the senior residents in the neighborhood.
- 5. **Add open space.** Parks should be differentiated in design and programmed to attract a range of users.
- 6. Create religious public art program.
- 7. Attract a charter school.
- 8. Develop a parking strategy.
  Redevelopment of parking lots in ways that support the churches is key for neighborhood revitalization. By redeveloping land, churches may be able to create revenue streams that support their missions. Explore partnering with the City to build a garage(s). For example, churches might lease spaces from a City garage to help pay for the financing and free up land for development.



Activated Public Open Space

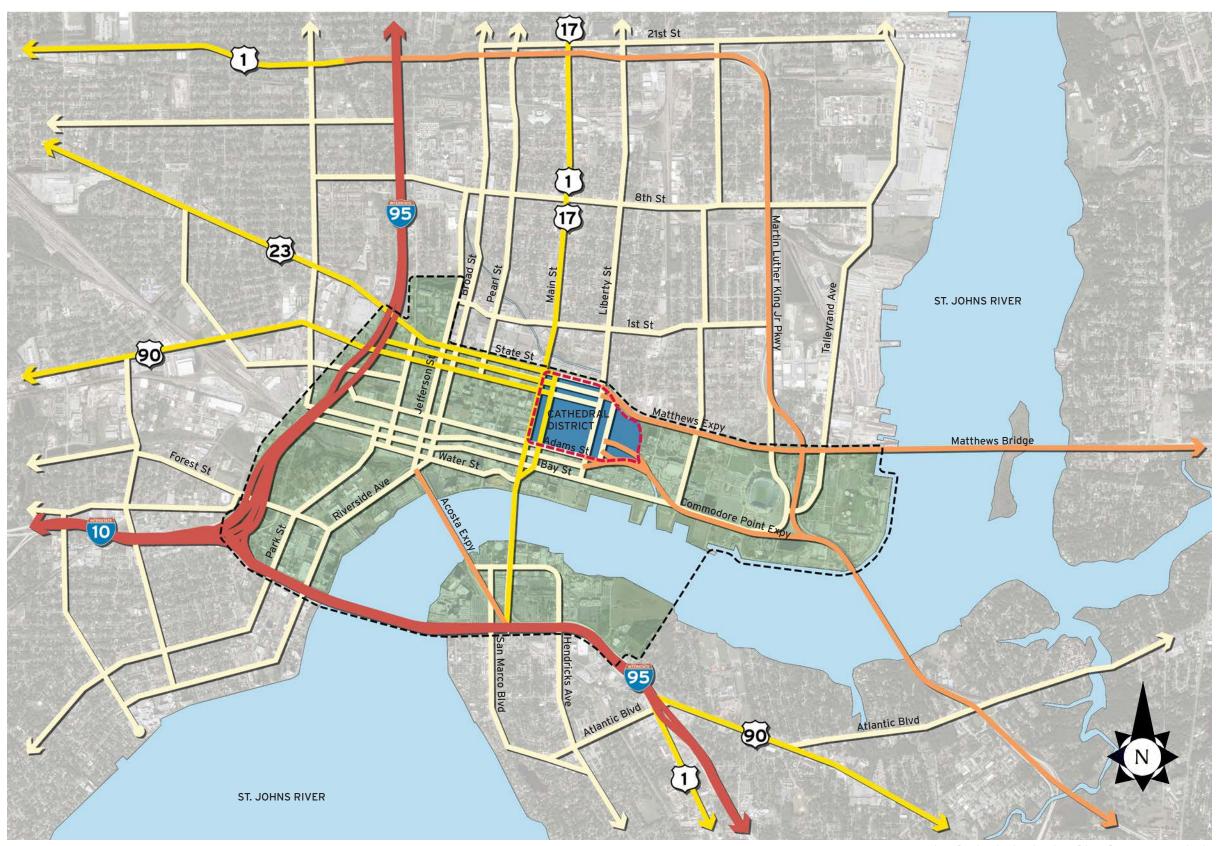




### **CITY CONTEXT**

The Cathedral District is located in the center of downtown Jacksonville, between the Central Civic Core, The Riverfront, and the Stadium districts.

It is surrounded on all sides by major transportation routes, including limited-access aerial expressways and state highways. The Cathedral District itself is intersected by multiple major through streets that connect to downtown and the rest of the city. While offering multiple connection points and opportunities for easy access to the rest of the city, this also creates numerous negative consequences. As a result, the Cathedral District is currently characterized as a place to move through, and not as a destination itself.



The Cathedral District City Context Analysis



### **NEIGHBORHOOD CONTEXT**

The Cathedral District is home to five historic churches. It is adjacent to the Civic Core, Riverfront, and Stadium Districts, and forms the northern edge of "The Elbow" (an emerging restaurant and entertainment destination). A majority of the Cathedral District is easily walkable to the Skyway and other public transportation.

It also contains, or is adjacent to, the Jacksonville jail, the Community Transition Center, and many homeless services. While these provide much-needed functions, there is a disproportionate balance relative to the other uses in the neighborhood.

Multiple one-way streets and major thoroughfares surround and cut through the neighborhood making it feel unsafe as a pedestrian.

Cathedral District  Retail Enhancement Area	]
Retail Enhancement Area	
Downtown Improvement District	
"The Elbow"	1
Skyway	
Major Street	
Street	
Park	
Religious Institution	
Civic / Government Institution	
Educational Institution	

Neighborhood Context Analysis

### **PREVIOUS PLANS**

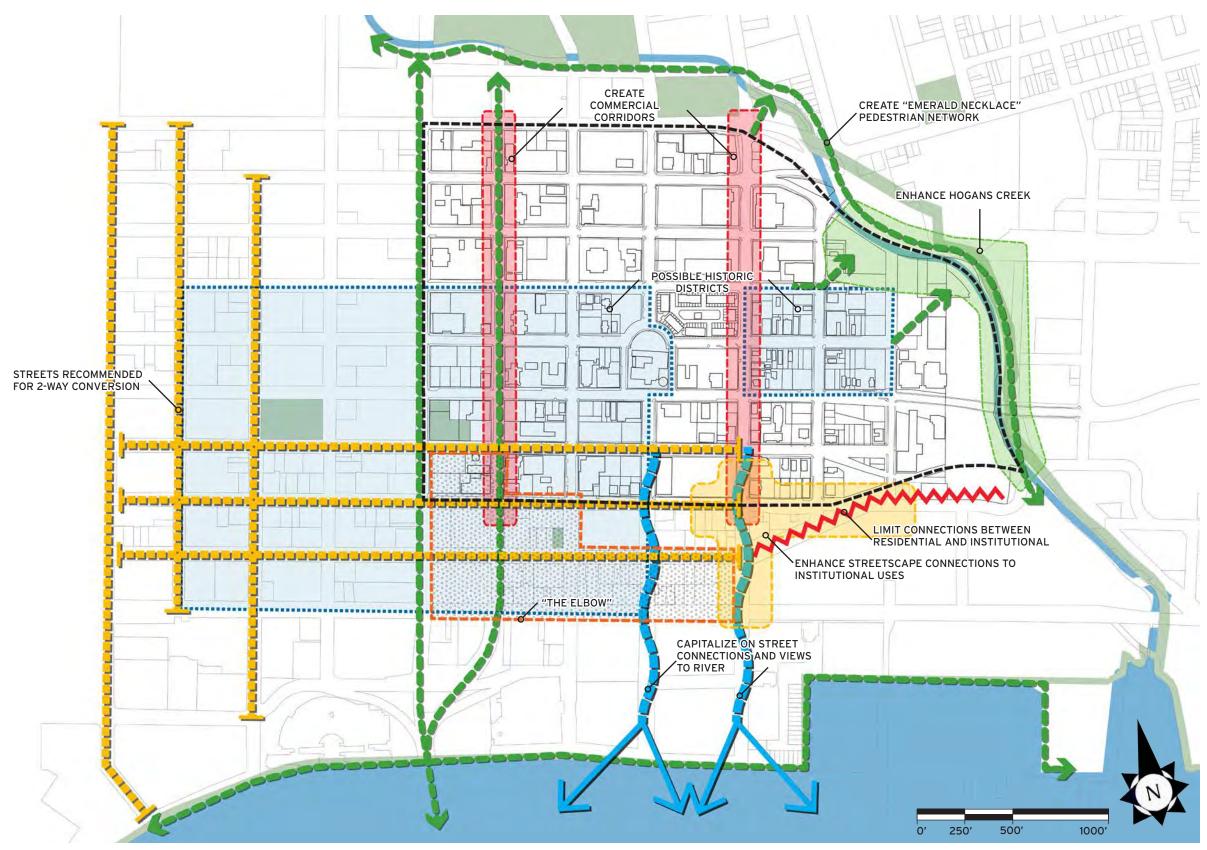
This diagram is a non-exhaustive summary of recommendations made by previous plans concerning the Cathedral District. These recommendations are listed here either because they remain relevant or should be reevaluated.

These recommendations include:

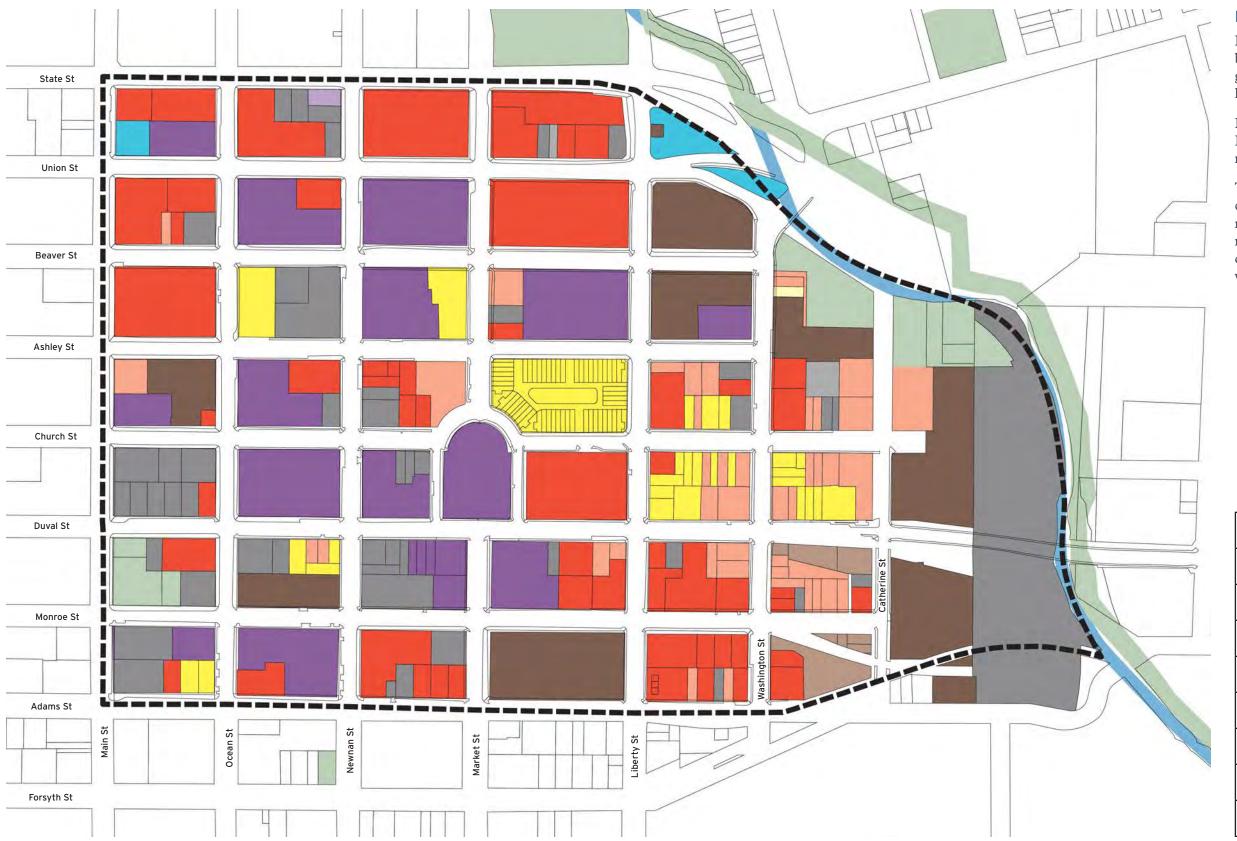
- Identification of possible historic districts.
- Recommending streets to be converted from one-way back to two-way.
- Improvements to Hogans Creek and the creation of a larger "emerald necklace" pedestrian network.
- Capitalizing on streets with connections and views to the waterfront.

Previous plans identified potential commercial corridors. However, the best location for commercial corridors may have changed or may better reinforce the neighborhood vision if located elsewhere.

Additional two-way street conversions will create a safer and more pleasant environment.



Summary Diagram of Selected Previous Plan Recommendations



### **EXISTING LAND USE**

Existing land use patterns are characterized by large institutional uses and significant government uses. Additionally, there is a large proportion of commercial land.

Parking is a major land use in the Cathedral District, especially on the west side of the neighborhood.

The Cathedral District is further characterized by small block sizes with many small lots, making development and redevelopment challenging. The overall distribution of land use is disorganized and without a clear pattern.

Residential	
Vacant Commercial	
Commercial	
Institutional	
Vacant Governmental	
Park/Recreational	
Governmental	
Parking	
Utility/ROW	

Land Use

### **VACANT AND OCCUPIED LAND**

This diagram shows the vacant and occupied land in the Cathedral District. A majority of the vacant parcels are located in the east side of the district. While blue is considered "occupied," the parking lot diagram on the following page gives a more complete picture.

This analysis also illustrates that any redevelopment efforts require re-purposing and/or potentially more involved acquisition.



### LEGEND

Occupied Lot	
Vacant Lot	

Land Occupancy



### **PARKING LOTS**

A visual survey of parking lots within the Cathedral District shows approximately 50% of the land is dedicated to parking, with a majority of those parking lots located to the west of Liberty Street. There are additional small parking areas which are not shown on this diagram.

Because parking is such a prevalent use, most of the streetscapes are characterized by parking lots and are not fronted by buildings.

Since all parking lots are currently used (except along Hogans Creek), this analysis also illustrates that parking solutions are a key element of neighborhood revitalization.

LEGEND

Parking Lot

### FIGURE/GROUND AND URBAN DESIGN

A Figure/Ground drawing is a tool used to quickly analyze urban form. In a figure/ground drawing buildings are shown as solid and open areas – streets, parks, publicly accessible spaces – are shown as white. By abstracting the neighborhood into figure and ground, it is easier to see patterns that emerge. The shape of public space and amount of open and/or vacant land in the neighborhood is readily apparent.

The sparse development pattern is unmistakable. The lack of cohesive streetscapes (continuous buildings that line the sidewalks) illustrate an environment that is unfriendly for pedestrians. Duval Street is the most complete street in the Cathedral District and Church Street (to the east of Market Street) is the most cohesive street segment, although both still lack strong cohesion. The remainder of the Cathedral District is highly fragmented.

Because of the lack of buildings, the figure/ground only hints at the urban design framework of this portion of the city. The Saint John's Cathedral site is located at the center of the neighborhood and is the visual terminus to both Market Street and Church Street.



Figure / Ground Diagram



### HISTORIC BUILDINGS

The majority of noted historic buildings are located in the center and south-western quadrant of the Cathedral District.

Other older buildings not noted in the documents are single-family structures in the southern half of the district. These are not designated as historic, but they are representative of the homes that used to exist here and should be used to inform the architectural character of new, smaller residential buildings.

1	Mount Zion A.M.E. Church 201 East Beaver St	
2	Lund House 218 East Ashley St	
3	Immaculate Conception Church 121 East Duval St	
4	First United Methodist Church 225 East Duval St	
5	St. John's Episcopal Church 251 East Duval St	
6	YWCA Building 325 East Duval Street	
7	Elena Flats 122-128 East Duval St	
8	Old Central Fire Station 39 East Adams St	
9	First Presbyterian Church 118 East Monroe St	
10	Old Jacksonville Free Public Library 101 East Adams St	
11	Morocco Temple 219 Newnan St	
12	Harris Grocery 202-214 North Washington St	
	National Register	
	National Historic Landmark Note: All National Historic Landmarks are also listed on National Register	
	City List of Historic Buildings	

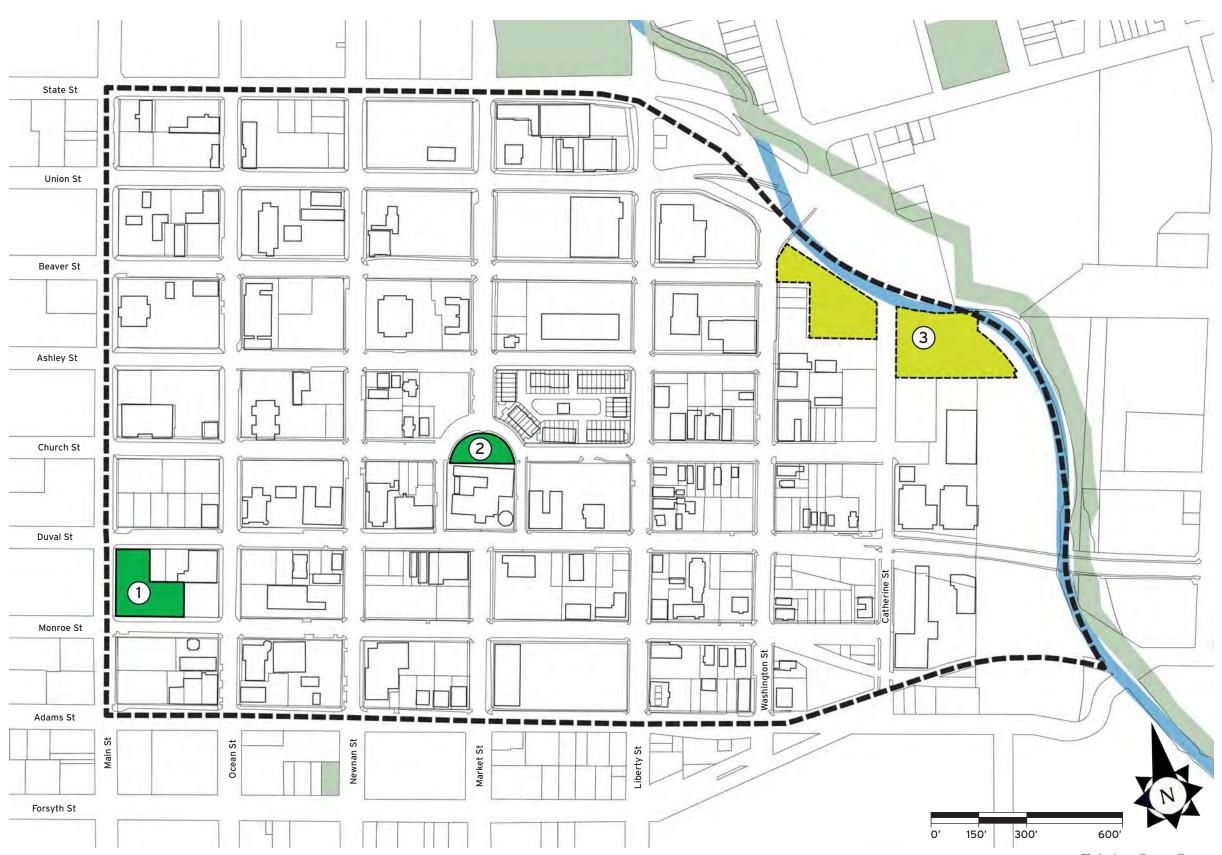
### **OPEN SPACE**

Very little public open space is located in the Cathedral District.

The Main Street Pocket Park is poorly programmed and underutilized.

The Cathedral Green provides a visual terminus to both Church Street and Market Street, but is a private space.

The vacant open space in the northeast corner of the district, adjacent to Hogans Creek, presents an opportunity for a large active recreation park, but is currently fragmented and hidden.



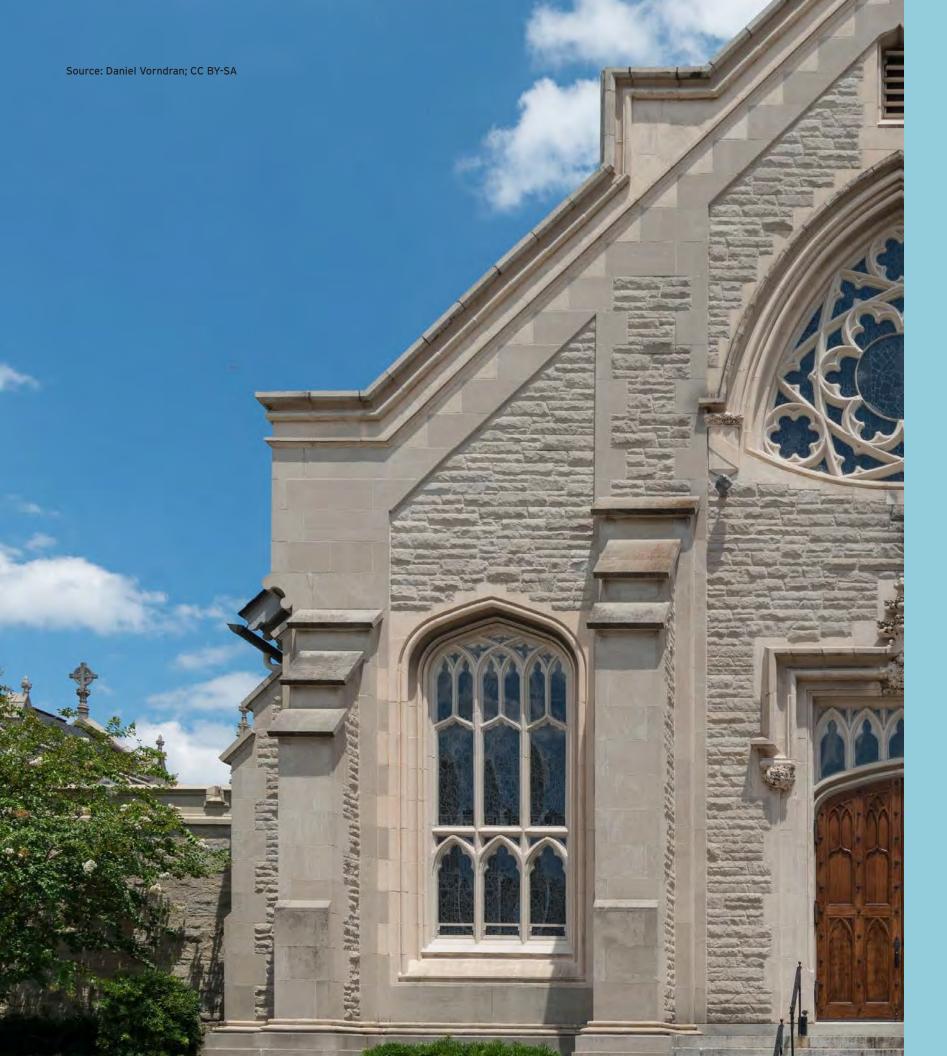
### LEGEND

1	Main Street Pocket Park
2	Cathedral Green (Private)
3	Vacant Open Area

Existing Open Space

This page intentionally left blank.





REVITALIZATION STRATEGY:
CATHEDRAL DISTRICT
CONCEPT AND IDENTITY

### REVITALIZATION STRATEGY: CATHEDRAL DISTRICT CONCEPT AND IDENTITY

### AN ECUMENICAL MODEL FOR NEIGHBORHOOD REVITALIZATION

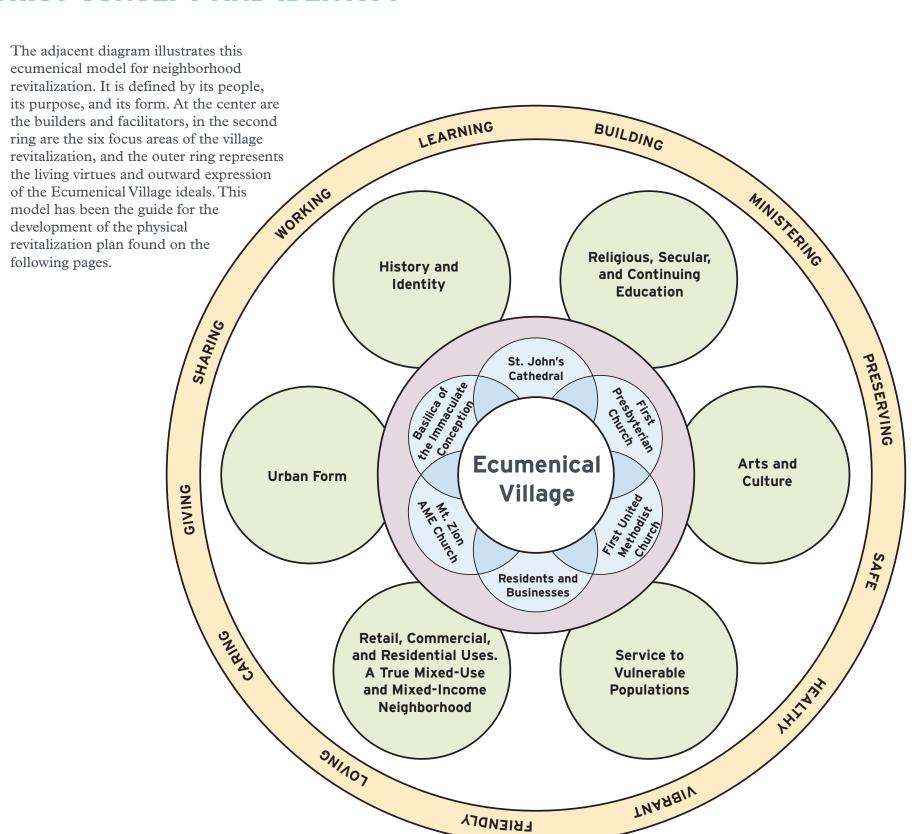
Historically, churches have played a central role in neighborhood community life.
However, as large segments of the population moved from the city to the suburbs, parking lots replaced homes in our downtowns. As in many cities, the result at the Cathedral District is a fragmented neighborhood where cars are the predominant occupants, there are few residents, parishioners with historic ties travel from other neighborhoods to architecturally significant churches, and the most disadvantaged make up the majority of the local population. Many neighborhoods struggle with the question "what can be done to make this a healthy community again?"

Neighborhood revitalization takes strong leadership and a ground-up approach. The first question that must be answered is "Who?" Who will take up the task of neighborhood revitalization in order to create a better life for all? It cannot be done alone; we must reach out and lift each other while working toward a common goal. Some of the primary residents of the Cathedral District are St. John's Cathedral (incl. Cathedral Foundation and non-profit partners, such as Cathedral Cares and Aging True), First Presbyterian Church, First United Methodist Church, Basilica of the Immaculate Conception (incl. Catholic Charities), and Mt. Zion AME Church; who better to help lift the community and to promote loving one's neighbor? St. John's Cathedral hosted an ecumenical meeting to bring together these churches and to answer the question of "who."

The next question that must be answered is "What?" What is the goal of neighborhood revitalization? How is this community different from others? We propose that the goal is to create a community that is loving, caring, giving, sharing, working, learning, building, ministering, preserving, safe, healthy, vibrant, and friendly.

And the third question that must be answered is "How?" How does one create this healthy neighborhood? Where does one focus efforts? What is unique about the Cathedral District? We identify six focus areas to promote revitalization that build on existing physical and cultural assets, maintain service ministries, introduce new uses, and facilitate repair of urban walkable form. These six are found below:

- History and Identity. The churches, architecture, and neighborhood are a part of the city's culture and identity. They should be preserved and celebrated and can inform branding.
- Education. Religious, secular, vocational, and continuing education improves the lives of residents and can attract new residents to the neighborhood.
- Arts and Culture. Enriching the public life of the neighborhood and city through arts and cultural programming engages residents and visitors and displays love for the city.
- Service to Vulnerable Populations. Service to vulnerable populations is a key mission. The Ecumenical Village model provides opportunities for churches, members, and residents to serve and minister to each other.
- Mixed-Use, Mixed-Income, Mixed-Everything. A healthy and sustainable neighborhood needs a wide variety of people, housing, businesses, and activities. There should be a mix of uses, income levels, ages, and racial diversity.
- **Urban Form.** The form of a neighborhood provides the platform for daily life. Walkable streets, human-scaled architecture, and a beautiful public realm promotes safety while encouraging neighborliness and shared pride in the community.



### THE CATHEDRAL DISTRICT

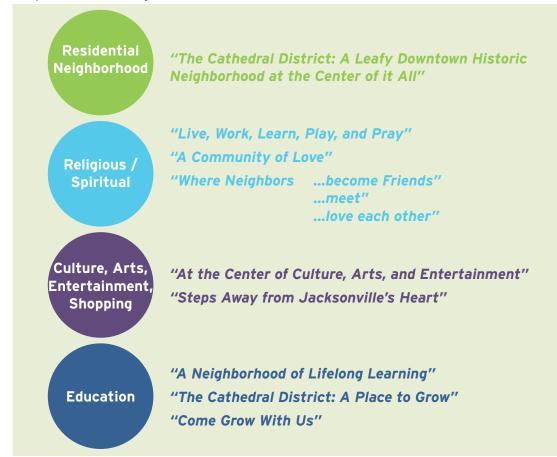
### **EXPLORING THEMES**

After meeting with, and listening to, church leaders, political leaders, residents, local business owners, and city officials, we reflected on what we had seen, heard, and learned.

Through this process, we created a series of neighborhood themes with descriptive statements that explore various aspects of the neighborhood. Following more analysis and synthesis, we developed a final theme and vision statement for the project. This statement, and accompanying logo, reflects the identity and aspirations of the Cathedral District and offers guidance for development of the Master Plan.

# Waterfront Seminary "Toxic Charity" Historic Architecture Historic Churches Seniors ecumenical ministry arts walk neighborhood retail k-8 charter school religion the stadium the elbow district Job training Student housing district green law churches families offices downtown living love at the Core Leafy

### **Exploration of Neighborhood Themes**



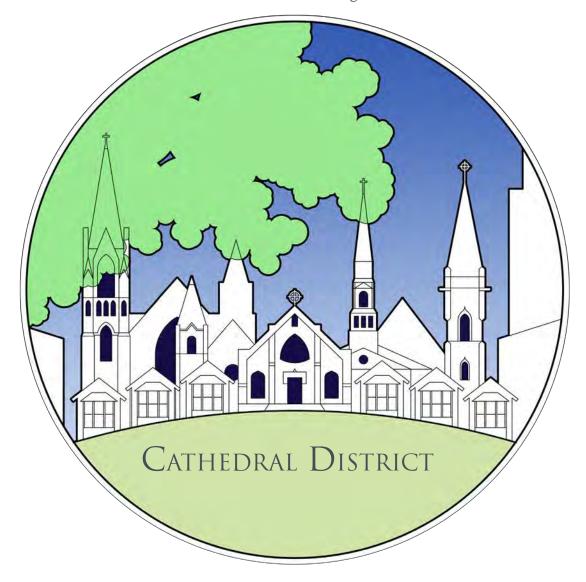
### Final Vision Statement

"The Cathedral District is a leafy downtown historic neighborhood where you can live, work, learn, play, serve, and pray together with your neighbors."

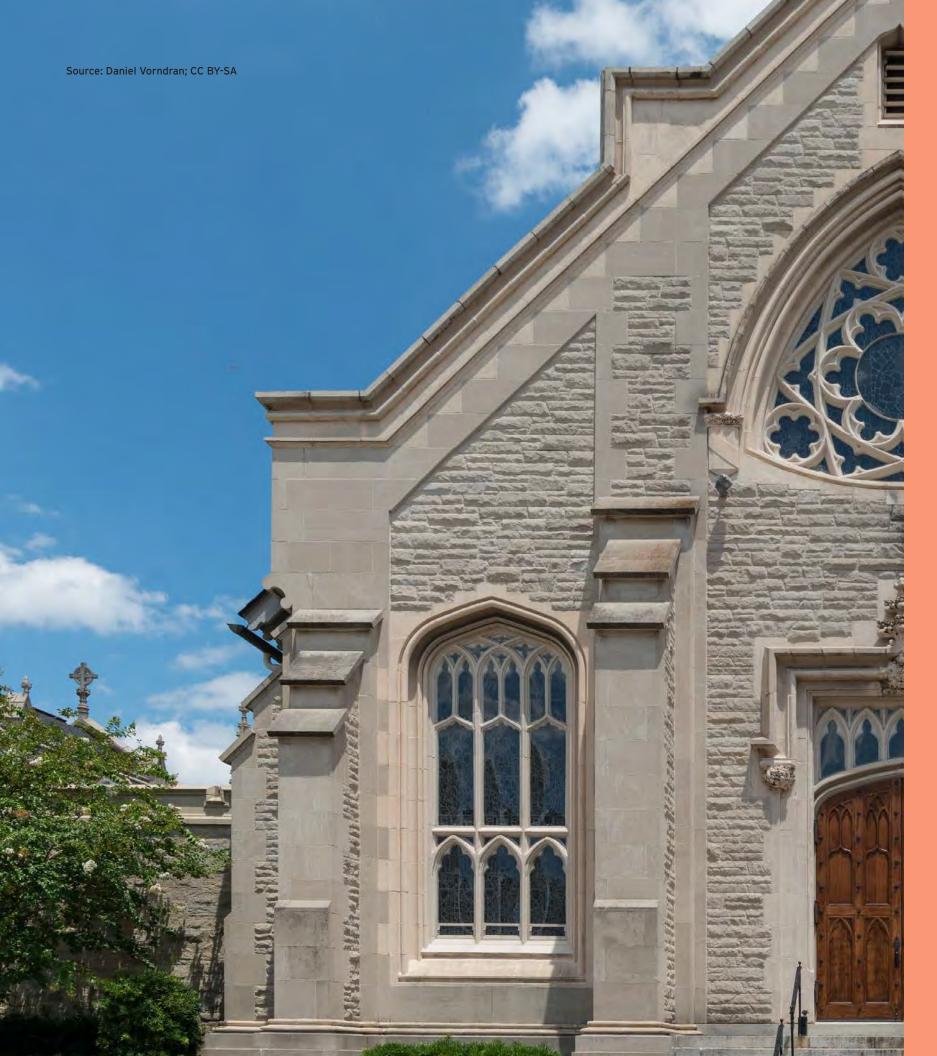
### LOGO

The concepts of the Cathedral District are effectively captured in the accompanying graphic:

- Saint John's Cathedral sits at the center of the neighborhood on Downtown's highest point and is represented by its central position on a hill.
- Each of the five churches is architecturally significant and their most prominent architectural features (particularly the steeples) are represented in the logo.
- The goal of bringing back homes and residences is represented by the houses with two-story porches, which are reminiscent of the homes that used to be here.
- The leaves of the tree represent the perception that this neighborhood has more "green" and more parks to support this district as a residential neighborhood.
- The font gives a nod to the historic architecture of the churches in the neighborhood.







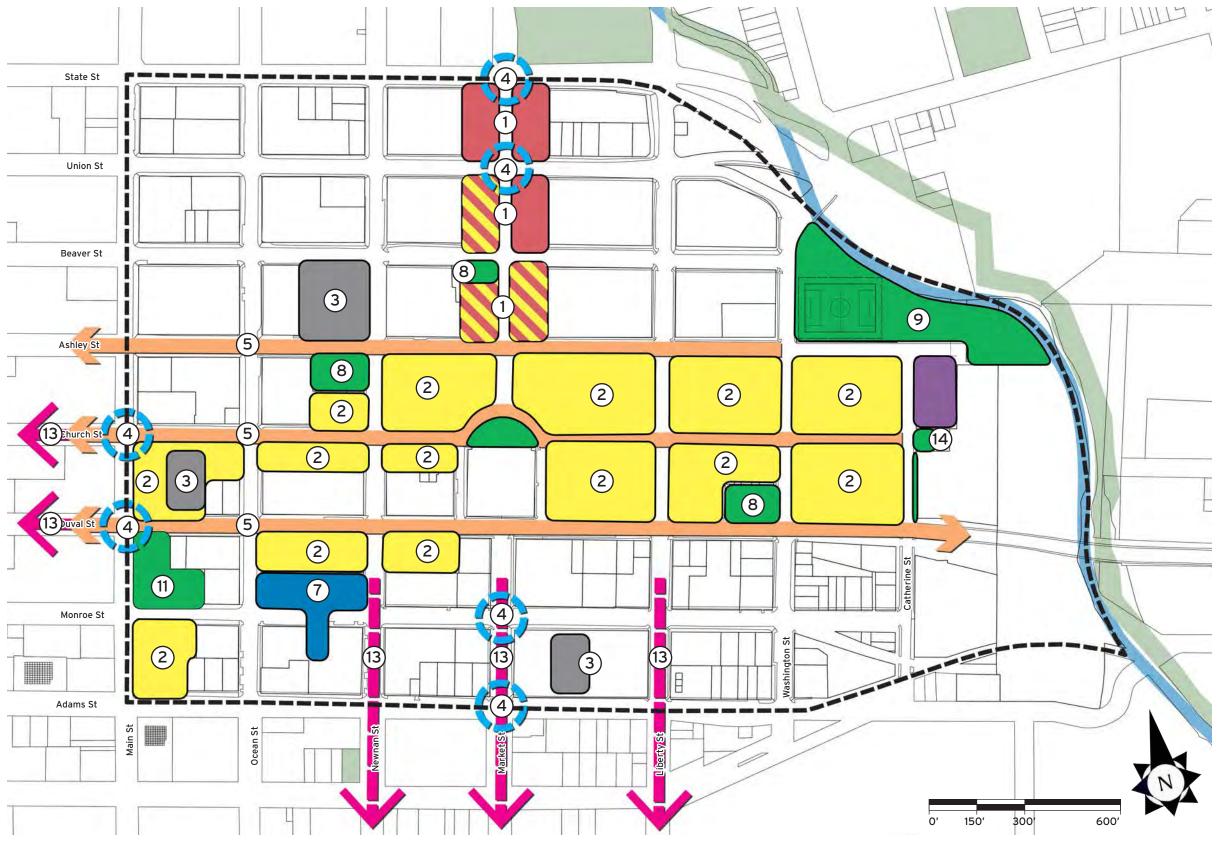
### **MASTER PLAN FRAMEWORK**

The framework of the Master Plan is built on three main ideas:

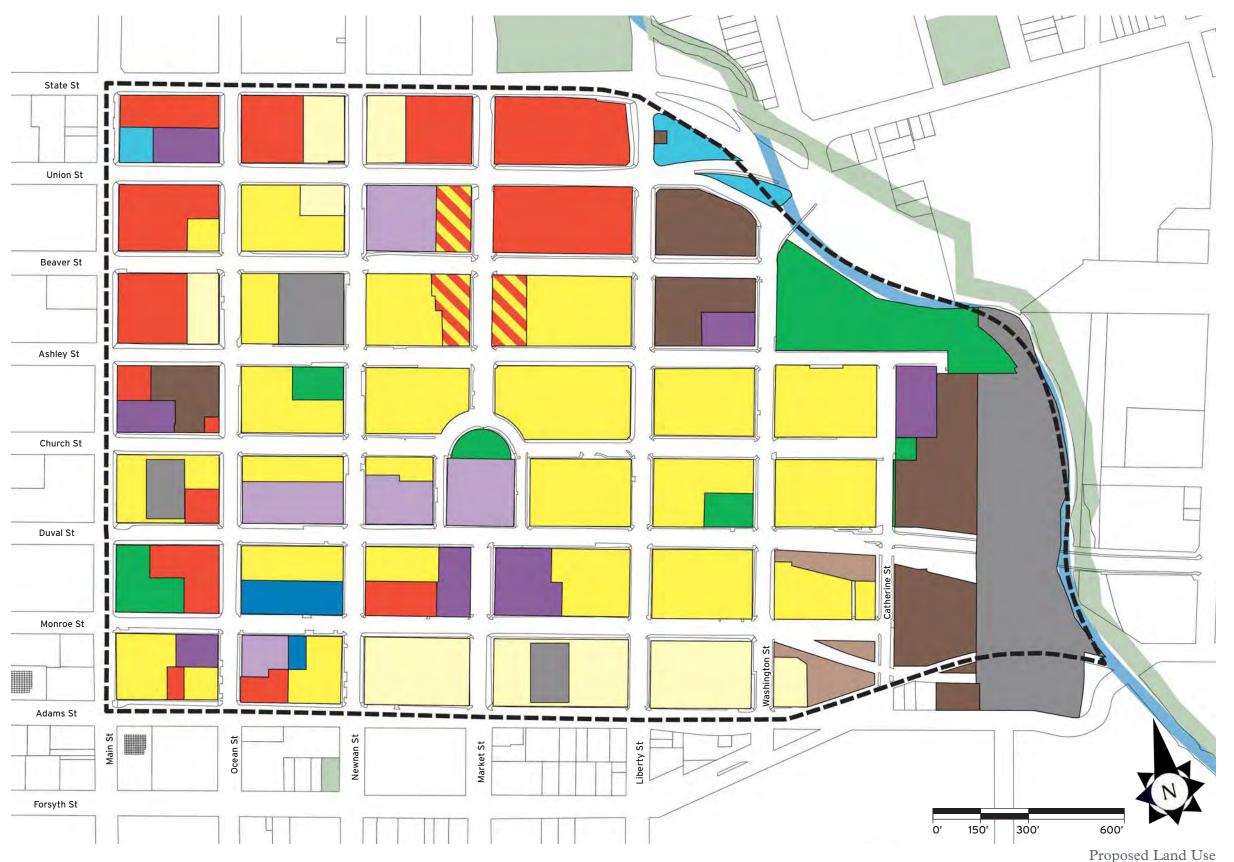
- Returning residential to the District and creating a residential core;
- Making and improving connections to surrounding neighborhoods and assets;
- Creating a mixed-use neighborhoodserving retail street.

Retail is proposed to the north on Market Street, by the existing grocery store and high traffic volume of State and Union streets. Other important aspects of the plan include two-way street conversion, increasing pedestrian safety and walkability, and creating new parks. A parking strategy that enables infill is key for neighborhood revitalization. Possible locations are identified on the diagram.

1	Create Neighborhood-serving Retail Street
2	Build Residential Core
3	Create Centralized Parking Areas to Allow for Infill and Redevelopment
4	Create Gateways for Neighborhood (See Transportation Plan for All Recommendations)
5	Convert One-Way Streets to Two-Way Streets (See Transportation Plan)
6	Add Bike Lanes (See Transportation Plan)
7	Create Charter School
8	Build a Variety of Parks and Open Spaces Throughout Neighborhood
9	Create Large Neighborhood Park at Hogans Creek
10	Create Neighborhood Arts Program (See Public Art Plan)
11	Redesign and Program Main Street Pocket Park (and Potentially Enlarge)
12	Develop Infill Housing in Neighborhood (See Proposed Land Use Plan)
13	Emphasize and Build On Connections to Riverfront and Downtown Jacksonville
14	Terminate Vista of Church Street with Open Space and Redesign Edge of Community Transition Center (See Transportation Plan)



Master Plan Diagram



### PROPOSED LAND USE

Land use recommendations for the Cathedral District are made in support of the following goals:

- Maximize residential use in a contiguous pattern.
- Create a walkable neighborhood-serving retail core.
- Identify three potential garage locations to free up land for residential and other development.
- Identify charter school location.
- Create new pocket parks.
- Create Hogan Park.
- Improve axial terminus of Church Street.
- Redevelop underutilized land to create potential revenue sources to support churches.

The Comprehensive Plan Future Land Use designates the entirety of the Cathedral District as CBD, which should facilitate the proposed development pattern.

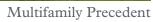
Residential*	
Potential Residential Infill	
Commercial/ Mixed-Use	
Churches	
Institutional	
Park/Recreational	
Governmental	
Parking	
School	
Utility/ROW	
*Residential development should be th these areas. However, small Commerci. professional offices-are also appropria	al uses-such as

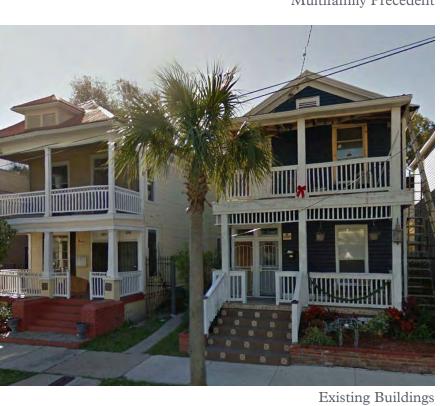


### THE CATHEDRAL DISTRICT

### RESIDENTIAL PRECEDENTS NEIGHBORHOOD RETAIL PRECEDENTS







Residential Precedents



Retail / Multifamily Precedent



Retail / Loft Precedent



Retail Street Precedent

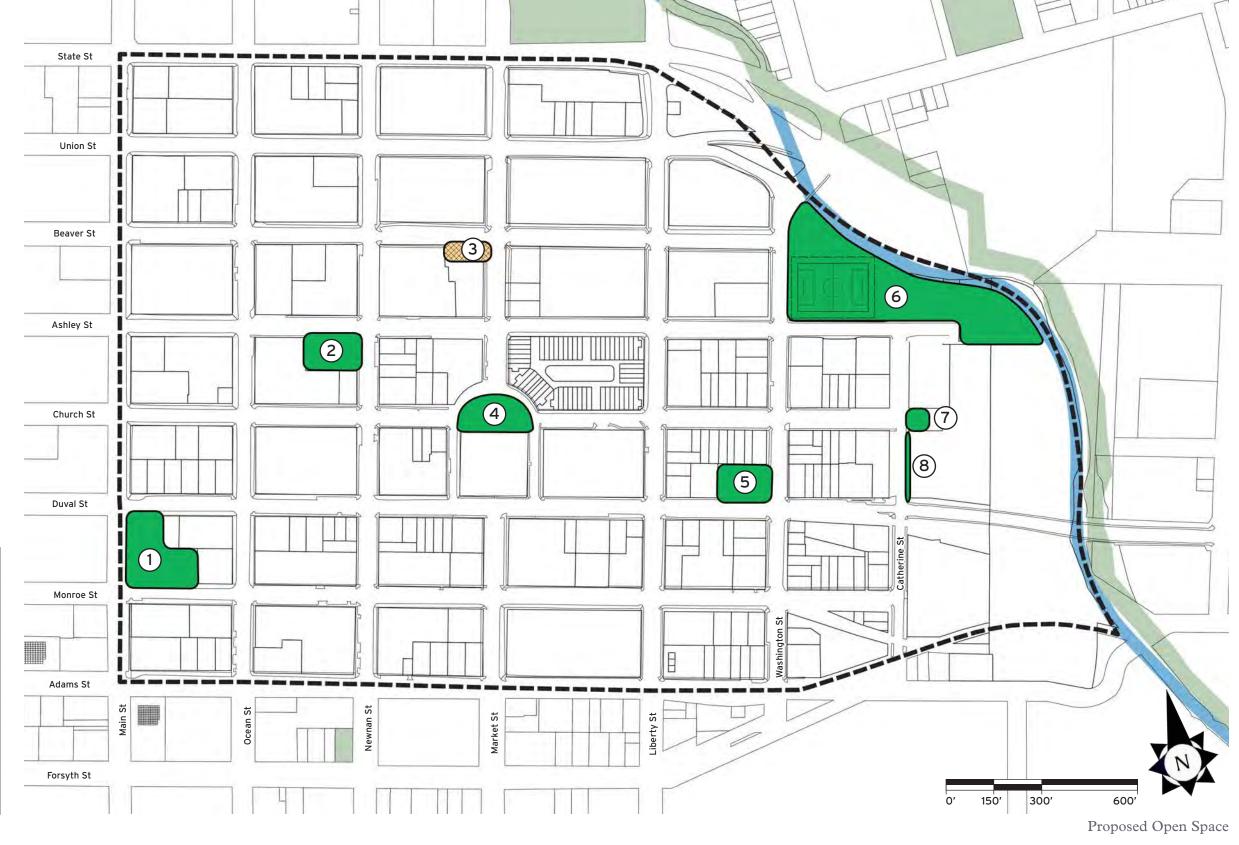
### **OPEN SPACE**

Adequate and varied open spaces in the Cathedral District are necessary to create a sense of place, provide for the health and recreation of residents, and attract new residents to the District.

The following recommendations are proposed:

- Create multiple new spaces within Cathedral District.
- New open spaces should have differing programming and character e.g. kidfriendly, active, passive, etc. to meet the needs of various users and residents.
- Spaces should be distributed around neighborhood.
- Main Street Pocket Park should to be redesigned, reprogrammed, and possibly enlarged.
- Green space and a landscape buffer should be used to screen Community Transition Center from residential uses on the west side of Catherine Street.

1	Main Street Pocket Park
2	Ashley Street Neighborhood Park
3	Retail Plaza
4	Cathedral Green
5	Duval Street Neighborhood Park
6	Hogan Recreational Park
7	Create Small Park Terminating Axis of Church Street. Relocate Entrance to Transition Center.
8	Move Sidewalk to West Side of Catherine St and Create Planted Buffer by Transition Center















Neighborhood Park: Creative Tot Lot



Source: KlydeWarrenPark.org

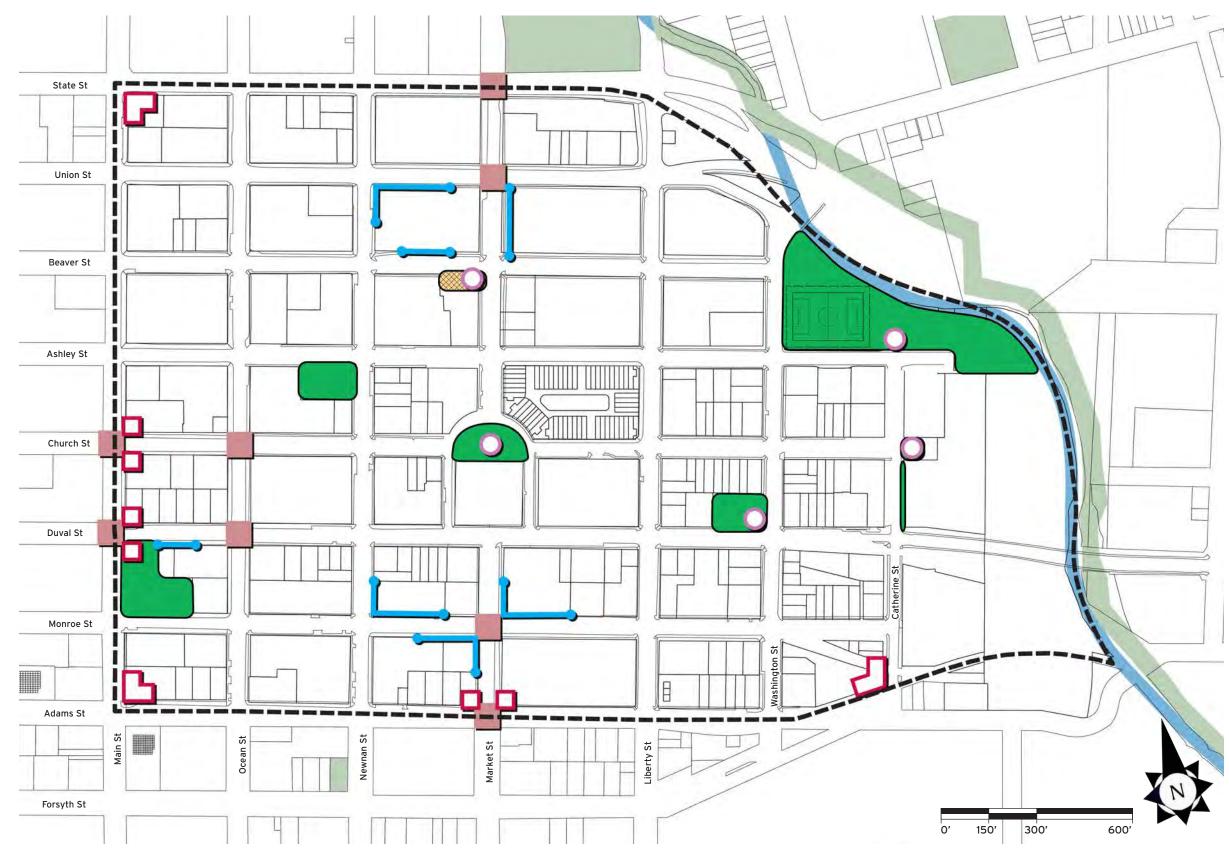
Main Street Pocket Park: Expanded and Redesigned with Programmed Elements

### **PUBLIC ART PLAN**

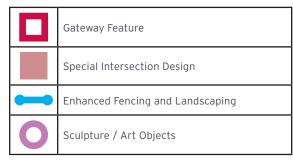
Building off the success of the Jacksonville Art Walk and the existing Art in Public Places program, the Cathedral District should pursue a public art plan that reinforces its history and character. The arts program may have a religious theme that reflects the cultural heritage of the neighborhood churches and/or be fun and educational.

Installing art pieces at neighborhood gateways and important locations raises the visibility of the Cathedral District and assists with wayfinding.

Suggested locations and opportunities are shown on the diagram.



### LEGEND



Public Art Diagram





### **PUBLIC ART PRECEDENTS**

These precedents show examples of public art that incorporates religious themes in fun and creative ways.





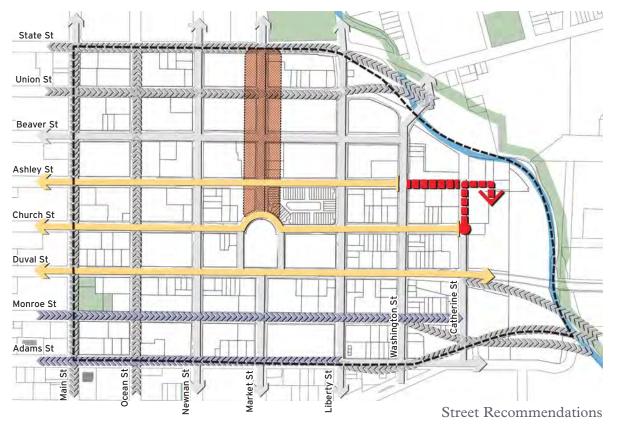
### **TRANSPORTATION**

### Streets

- Reinforce residential core with two-way, walkable streets.
- Urban streetscape at retail core with residential streetscape elsewhere. Street trees should be canopy trees.
- Introduce new street to create access and frontage for proposed Hogan Park.
- Create visual terminus for Church street and relocate Community Transition Center entrance.

### LEGEND

	Two-Way Conversions (See proposed Street Sections)
<i>}</i>	Two-Way Conversions Recommended in CRA Plan
	New Street / Relocated Street
	Urban Streetscape



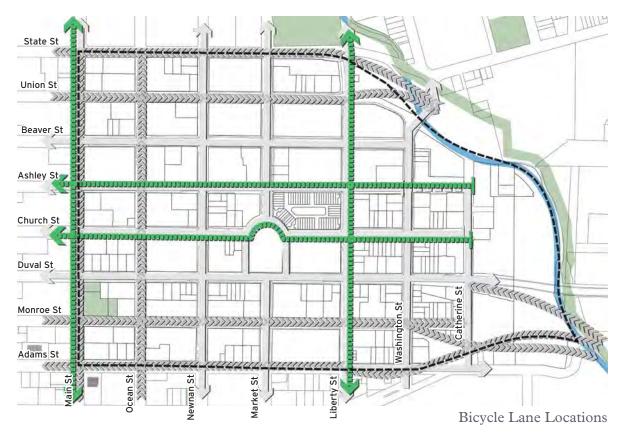




Urban Streetscape

### **Bicycle Network**

- Proposed two-way conversions at Ashley and Church Streets should impact bicycle master plan (currently under development by other consultants).
- See proposed conceptual street sections on following pages.





Bike lane added between travel lane and on-street parking

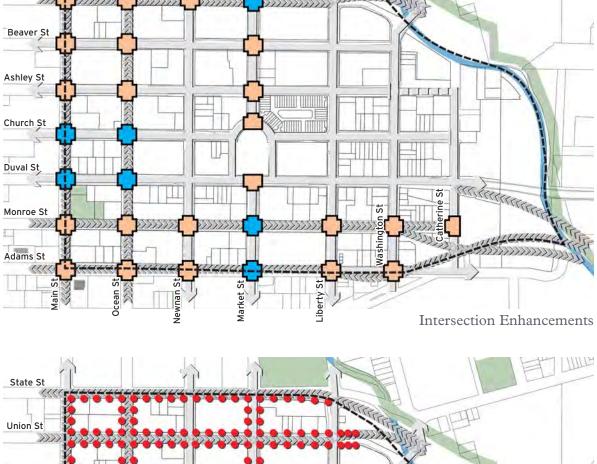
### LEGEND

-----

Proposed Bike Lanes (See Street Sections)

# Source: City of Rochester, NY

Special paving and decoration at intersections.





Painted crosswalks and bulb-outs calm traffic and increase pedestrian safety.

Source: Rafeal Perez Martine

### Intersections

- Improve crosswalk striping to promote pedestrian safety.
- Incorporate bump-outs to shorten pedestrian crossing distances and calm traffic.
- Use special intersection treatment to create gateways at edge of neighborhood.

### LEGEND

Special Paving / Design at Intersection
Enhanced Striping at One-way Street Crossings

### **Banners**

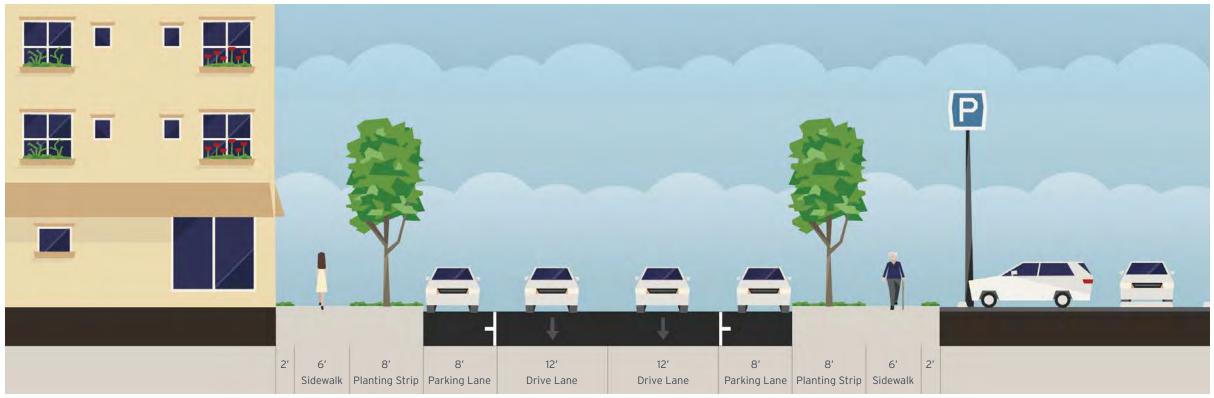
• Reinforce neighborhood branding and identity through the use of banners on principle streets and neighborhood edges.

### LEGEND

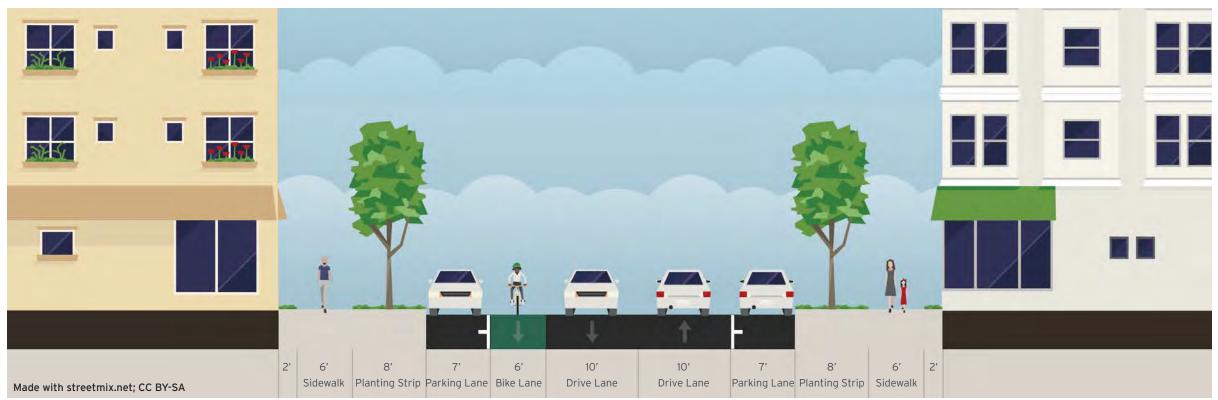
Banners



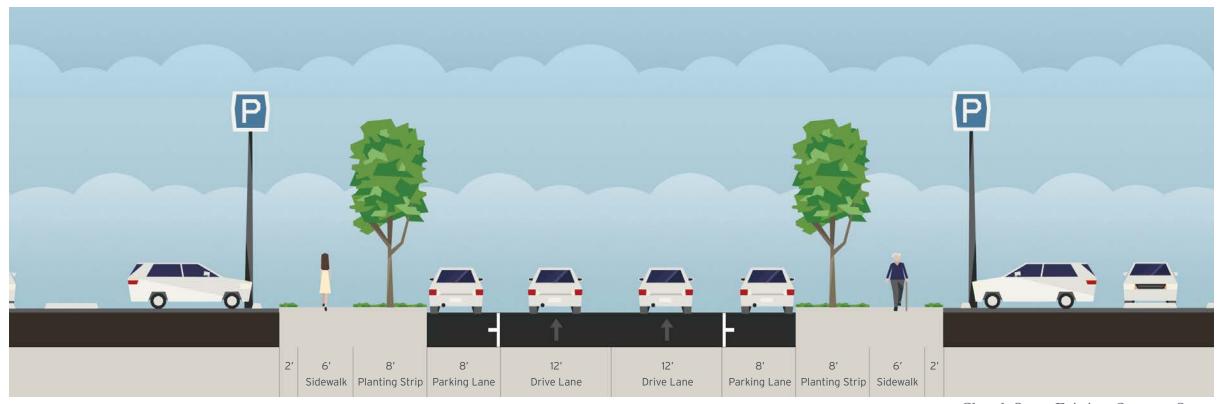
STREET SECTIONS



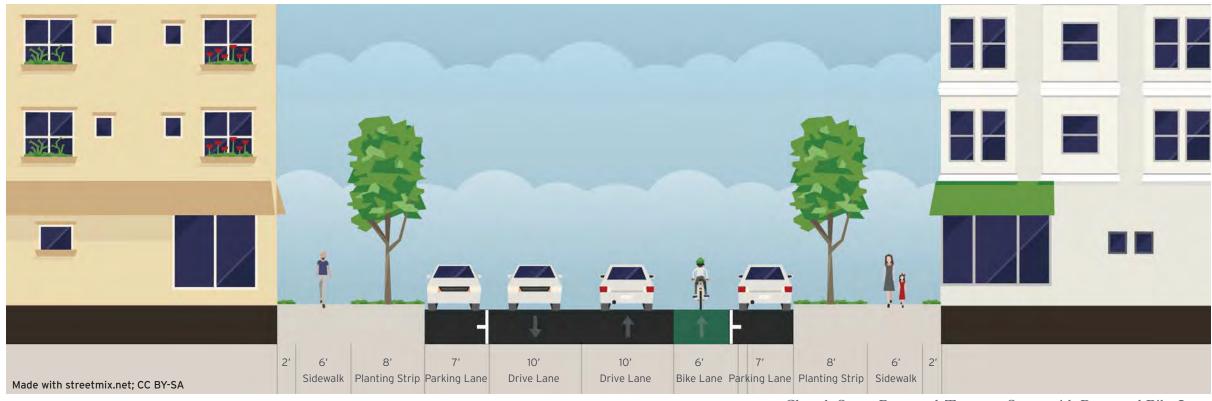
Ashley Street Existing: One-way Street



Ashley Street Proposed: Two-way Street with Protected Bike Lane

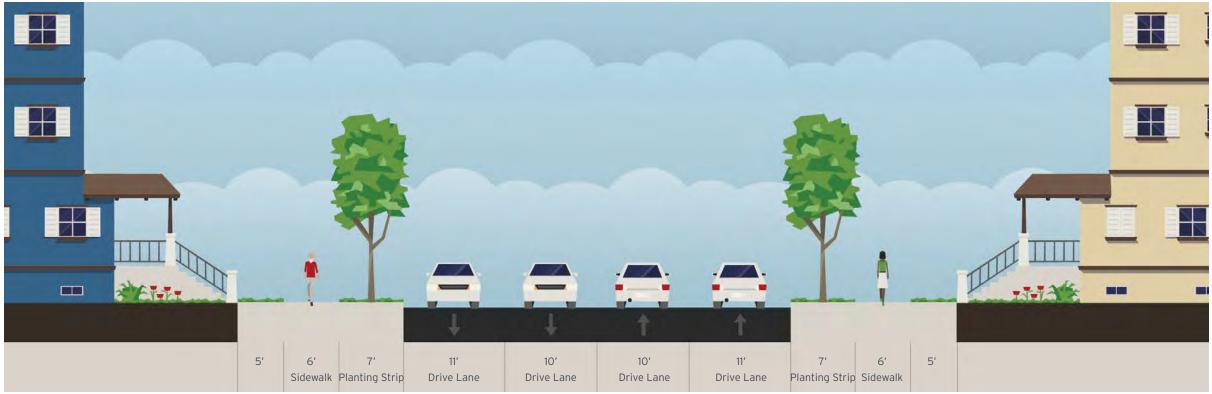


Church Street Existing: One-way Street

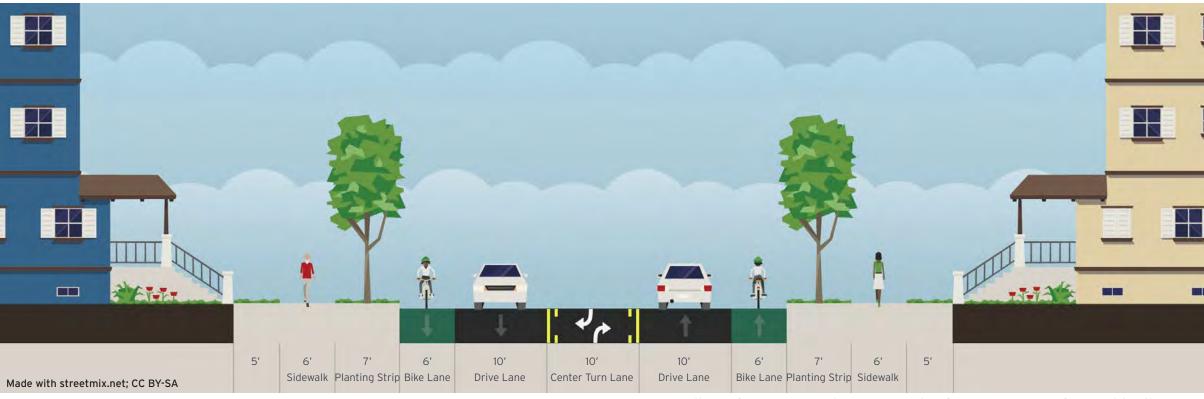


Church Street Proposed: Two-way Street with Protected Bike Lane

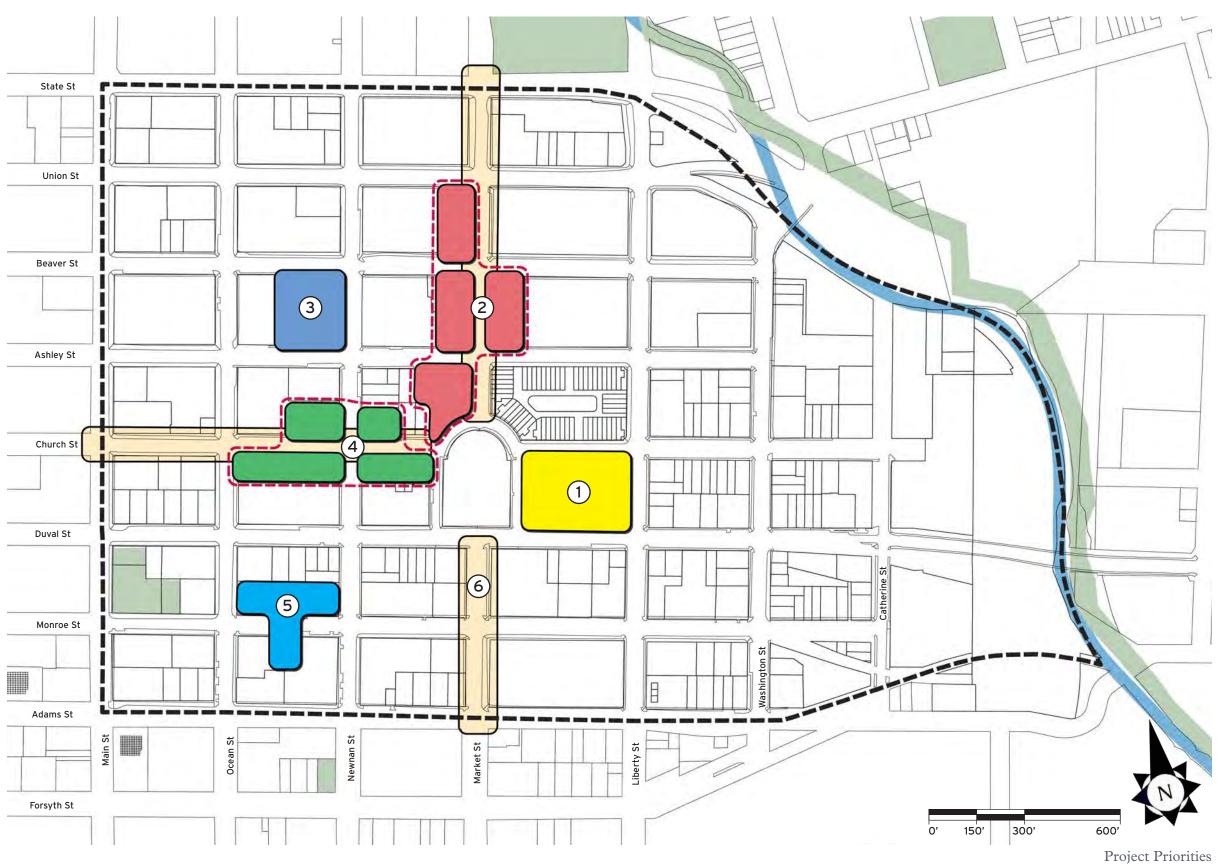
# **REVITALIZATION STRATEGY: DISTRICT FRAMEWORK AND CONCEPTS**



Liberty Street Existing: Four Lane Street



Liberty Street Proposed: Two Lane plus Center Turn Lane Street with Bike Lanes



# PROJECT PRIORITIES AND PHASING

Initial projects should be contiguous in order to reinforce each other and create an identifiable "place." A contiguous collection of completed projects can have a greater impact on changing perceptions and attracting additional investment.

Connecting early projects to perimeter streets allows efforts to be highly visible. People passing by the Cathedral District should be able to see that something new is happening and be drawn in.

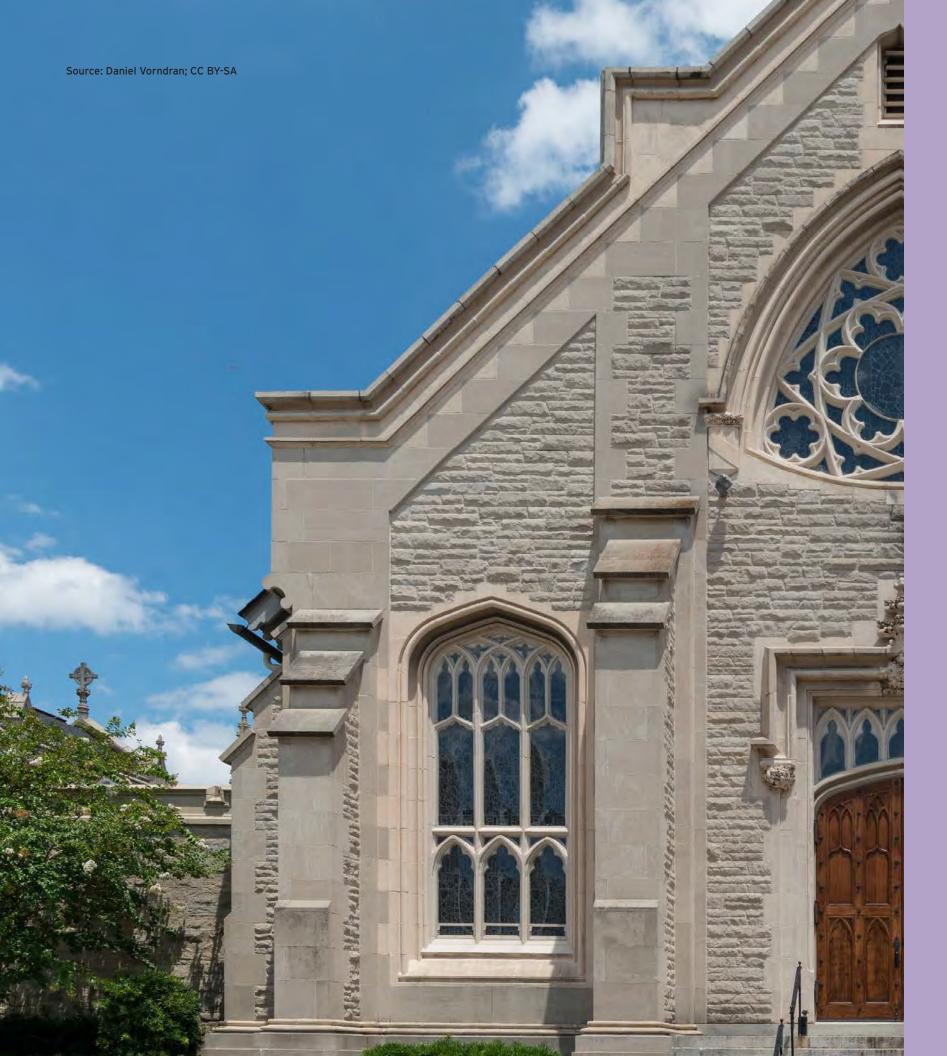
Building a critical mass of residents is necessary to support new neighborhood-service retail and services. Streetscape and intersection improvements can have an immediate impact on the perception of the neighborhood by passersby. A parking replacement strategy must be developed to allow more redevelopment in the District.

Specific projects and scenarios are explored in the following sections.

### LEGEND

1	YWCA / Community Connections Site
2	Create Mixed-Use street leading to Cathedral
3	Develop parking strategies for Cathedral District
4	Create connections toward downtown. Convert Church Street from one-way to two-way.
5	Explore opportunities for a school
6	Improve streetscape (add bulb-outs and pedestrian crosswalk striping to intersections; decorative street lamps with banners; canopy trees) and make connections to surrounding neighborhoods.





REVITALIZATION STRATEGY: REDEVELOPMENT SCENARIOS

This section illustrates three potential redevelopment scenarios (a summary of these scenarios is included on this page). They are based on three different strategies for accommodating parking and test the program yield of the site.

Comparing the program and density between the three scenarios allows us to gain a high-level understanding of the potential value created by different parking strategies.

Although three separate plans are presented, it should not be interpreted that all of the projects shown in a particular scenario must necessarily go together. Different projects from the three scenarios can be mixed together as much as development feasibility and available land allow. It should be further noted that the three scenarios presented are not exhaustive; additional studies for specific projects and sites will need to be performed as the development process progresses.

Parking is a big issue in the Cathedral District. These three plans represent hypothetical development scenarios based on the type and amount of parking that can be provided. Strategies and partnerships for building shared garages should be explored in more depth. Additionally, arrangements to lease and/or guarantee parking spaces for congregations from surrounding properties that don't use their parking lots on weekends should be explored.

Garage facades, when visible to the street, should be designed with a human scale and appropriate architectural character.

### **SCENARIO 1A AND 1B:**

Some Redevelopment Opportunities No Structured or Shared Parking

No structured parking. Proposed development occurs without parking replacement or by replacing parking "onsite" as in Scenario 1B.

### **DEVELOPMENT POTENTIAL**

43 Townhouses

3 Single-family Houses

175 – 236 Multifamily Housing Units

30 Permanent Supportive Housing Units

up to 14,800 SF Retail

Charter School

Possible Cultural Institution (e.g., Arts School, Performance Hall, etc.)



### **SCENARIO 2:**

Moderate Number of Redevelopment Opportunities

One-Level Parking Decks

One-level parking decks are built over an asphalt surface parking lot (existing or new). This is approximately half the cost of a multi-story precast parking garage per space.

### **DEVELOPMENT POTENTIAL**

78 Townhouses

3 Single-family Houses

189 – 257 Multifamily Housing Units

30 Permanent Supportive Housing Units

up to 22,400 SF Retail

Charter School

Possible Cultural Institution (e.g., Arts School, Performance Hall, etc.)



### **SCENARIO 3:**

Significant Number of Redevelopment Opportunities

Above-Grade Parking Garages

Multi-story above-grade precast parking garages.

### **DEVELOPMENT POTENTIAL**

88 Townhouses

3 Single-family Houses

782 – 837 Multifamily Housing Units

30 Permanent Supportive Housing Units

3,000 to 25,400 SF Retail

Charter School

Possible Cultural Institution (e.g., Arts School, Performance Hall, etc.)







Scenario 2



Scenario 1

# FIGURE/GROUND COMPARISON

Evaluating the three development scenarios based on program only tells part of the story. As a stated goal of the Cathedral District Master Plan is to create a beautiful and walkable Ecumenical Village, we also need to compare potential development scenarios on their ability to create walkable streets and fill in the missing heart of the neighborhood.

The figure/ground drawings on this page compare the existing conditions with the three development scenarios in their ability to create a neighborhood.

As these drawings show, providing new and replacement parking in multiple shared structures maximizes the number of block faces and streets that can be lined with buildings, creating a more complete urban form and walkable neighborhood.

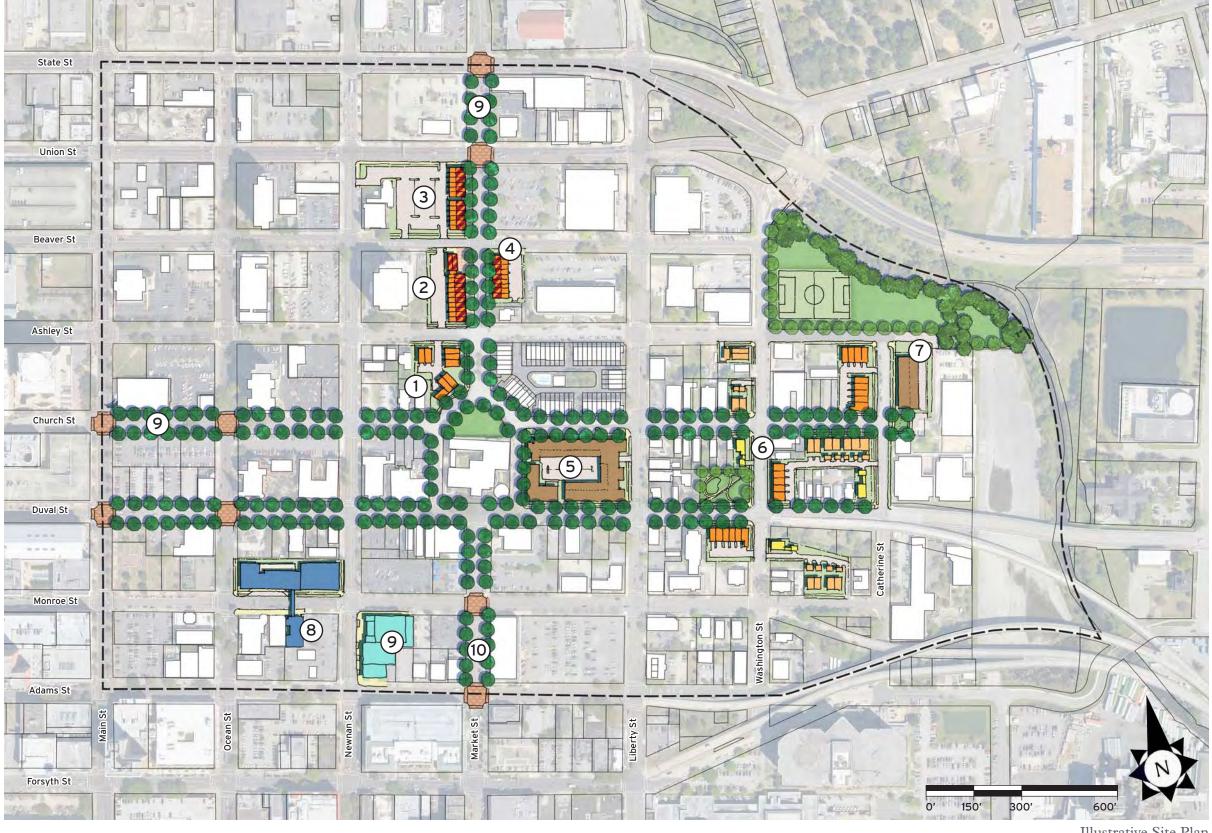


Scenario 3

# **SCENARIO 1A**

# PROGRAM

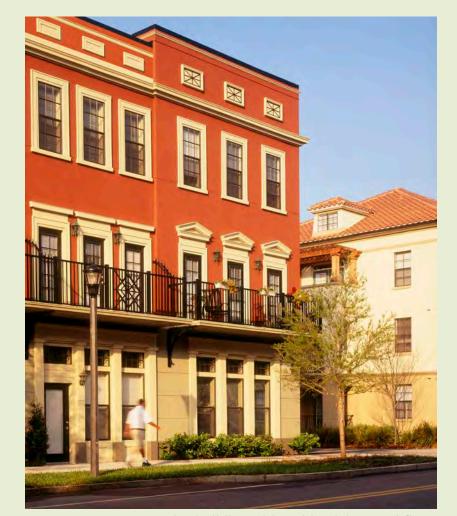
PROGRAM					
1	Build 8 townhouses and remove ~52 parking spaces (park in Diocese lot).				
2	Demolish existing building and build 12 loft units and 5,400 SF retail (or additional units).				
3	Build 12 loft units and 5,400 SF retail. Existing parking is reconfigured and replaced on-site.				
4	Infill vacant site with 9 loft units and 4,000 SF retail (or additional units).				
5	Develop YWCA/Community Connections site. 112 units of adaptive reuse and new construction.				
6	Infill development of scattered sites and vacant lots in neighborhood. 35 townhouses and 3 single-family houses.				
7	30 units of permanent supportive housing.				
8	Build new Charter School				
9	Adaptive reuse of Morocco Temple. Possible Cultural Institution (Arts School, Performance Hall, etc.) OR conversion to approx. 45 residential units (further study required).				
10	Streetscape and Intersection Improvements				



Illustrative Site Plan







Flex building with residential ground floor.



Flex building with ground floor converted to retail.

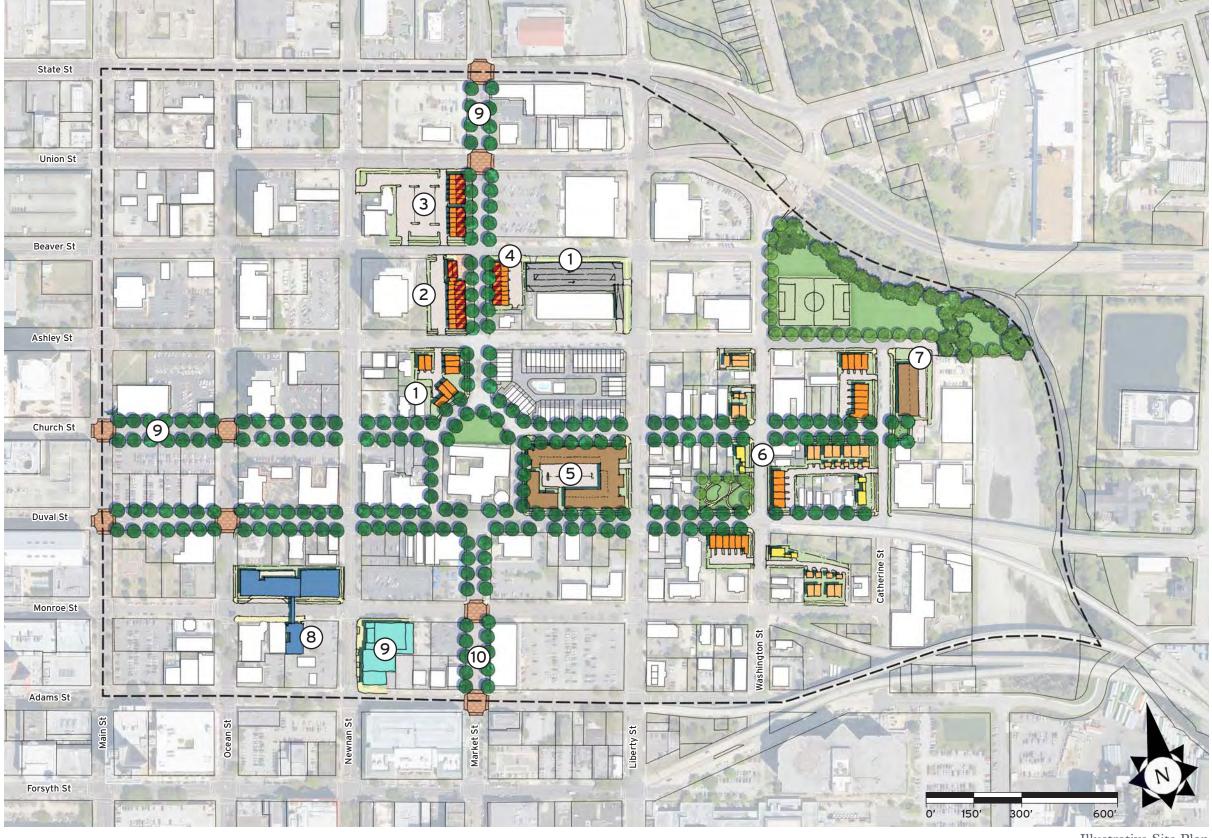


Precedent images of possible development and architectural character

# **SCENARIO 1B**

# PROGRAM

IKOOKAM					
1	Build 8 townhouses and remove ~52 parking spaces. Build deck over Cathedral Cares parking lot to replace parking lot.				
2	Demolish existing building and build 12 loft units and 5,400 SF retail (or additional units).				
3	Build 12 loft units and 5,400 SF retail. Existing parking is reconfigured and replaced on-site.				
4	Infill vacant site with 9 loft units and 4,000 SF retail (or additional units).				
5	Develop YWCA/Community Connections site. 112 units of adaptive reuse and new construction.				
6	Infill development of scattered sites and vacant lots in neighborhood. 35 townhouse and 3 single-family houses.				
7	30 units of permanent supportive housing.				
8	Build new Charter School				
9	Adaptive reuse of Morocco Temple. Possible Cultural Institution (Arts School, Performance Hall, etc.) OR conversion to approx. 45 residential units (further study required).				
10	Streetscape and Intersection Improvements				



Illustrative Site Plan



Single-level parking structure built over existing surface parking lot.

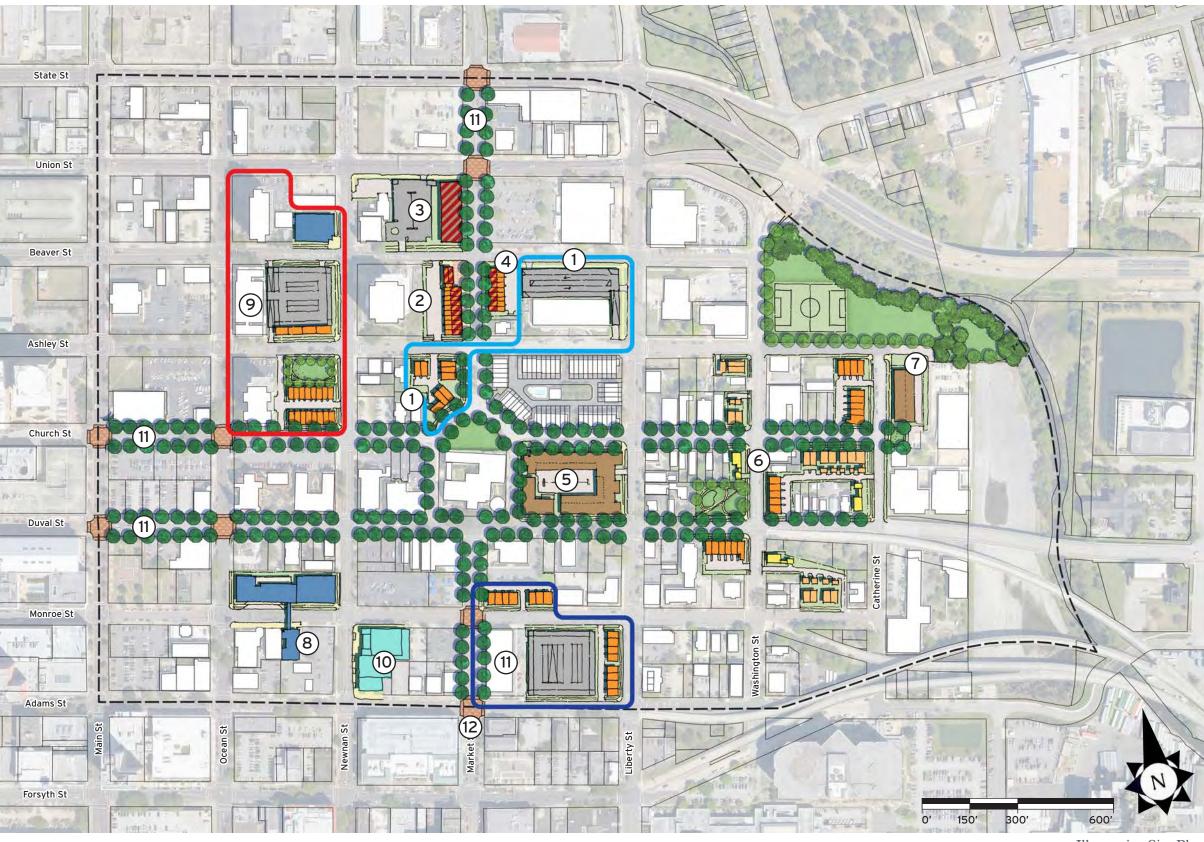


Single-level parking structure built over surface parking lot.

# SCENARIO 2

### PROGRAM

PROGRAM					
1	Build 8 townhouses and remove ~52 parking spaces. Build deck over Cathedral Cares parking lot to replace parking lot.				
2	Demolish existing building and build 12 loft units and 5,400 SF retail (or additional units).				
3	Build 26 new multifamily units and 13,000 SF retail. Existing parking is reconfigured and replaced on-site. Site topography can be used to build a parking deck.				
4	Infill vacant site with 9 loft units and 4,000 SF retail (or additional units).				
5	Develop YWCA/Community Connections site. 112 units of adaptive reuse and new construction.				
6	Infill development of scattered sites and vacant lots in neighborhood. 35 townhouses and 3 single-family houses.				
7	30 units of permanent supportive housing.				
8	Build new Charter School				
9	Build one-level deck over existing parking lot. Create new park, build 20 townhouses, and Senior Center. Existing medical office may be relocated if needed.				
10	Adaptive reuse of Morocco Temple. Possible Cultural Institution (Arts School, Performance Hall, etc.) OR conversion to approx. 45 residential units (further study required).				
11	Build one-level deck over existing parking lot, eight townhouses on-site and seven townhouses on Diocese parking lot.				
12	Streetscape and intersection improvements				



Illustrative Site Plan











Precedent images of possible development and architectural character

# CHILDREN'S PARK









Children's park has focus on interactive creative play.

# TEEN AND ADULT PARK







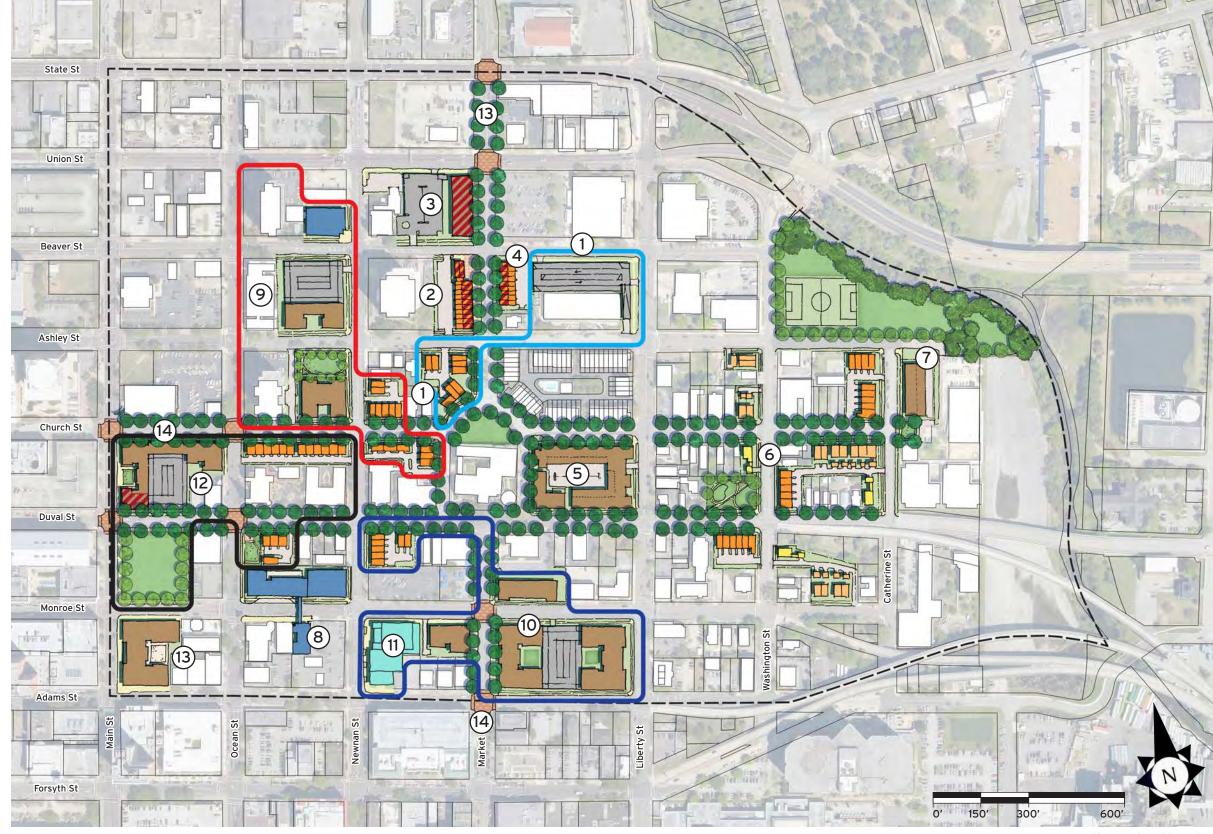




Teen and adult park features appropriate activities plus passive spaces for quiet interaction.

### **SCENARIO 3**

PRO	GRAM
1	Build 8 townhouses and remove ~52 parking spaces. Build deck over Cathedral Cares parking lot to replace parking lot.
2	Demolish existing building and build 12 loft units and 5,400 SF retail (or additional units).
3	Build 26 new multifamily units and 13,000 SF retail. Existing parking is reconfigured and replaced on-site. Site topography can be used to build a parking deck.
4	Infill vacant site with 9 loft units and 4,000 SF retail (or additional units).
5	Develop YWCA/Community Connections site. 112 units of adaptive reuse and new construction.
6	Infill development of scattered sites and vacant lots in neighborhood. 35 townhouses and 3 single-family houses.
7	30 units of permanent supportive housing.
8	Build new Charter School
9	Replace existing parking lot with six-level garage. Create new park and build 116 multifamily units, 13 townhouses, and senior center. Existing medical office may be relocated if needed.
10	Build 5.5-level garage on existing site. Build 311 multifamily units and 7 townhouses.
11	Adaptive reuse of Morocco Temple. Possible Cultural Institution (Arts School, Performance Hall, etc.) OR conversion to approx. 45 residential units (further study required).
12	Build six-level garage. Enlarge existing Main Street Pocket Park and build 122 multifamily units, 3,000 SF retail, and 20 townhouses.
13	Build deck over existing surface lot with 100 multifamily units. No on-site parking provided for new units.
14	Streetscape and intersection improvements



Illustrative Site Plan







Parking Garage with Active Ground Floor and Achitectural Facde







Precedent images of possible development and architectural character

ENLARGED MAIN STREET POCKET PARK







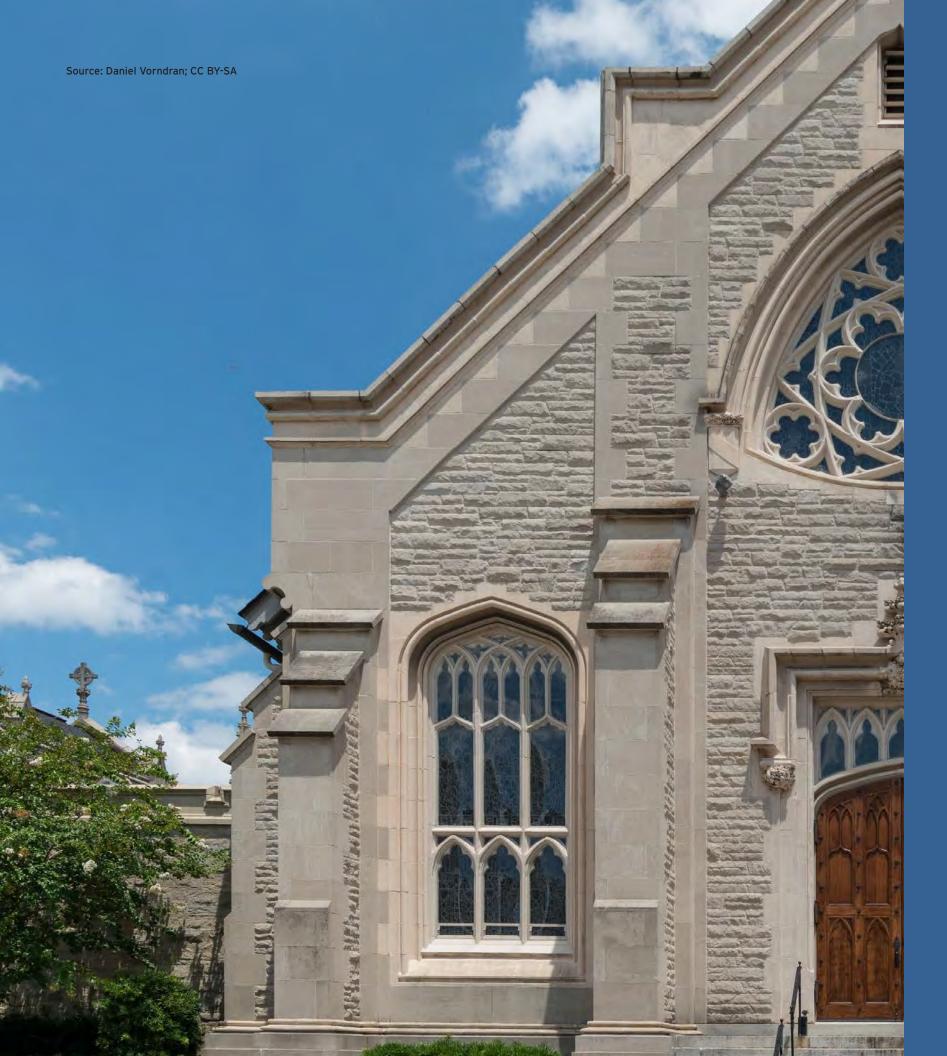




Redesigned and enlarged Main Street Pocket Park becomes a city destination and asset for the Cathedral District.

This page intentionally left blank.





### **NEXT STEPS**

While many of the projects illustrated in the development scenarios can be built with private capital by existing landowners, the complete vision requires the support of the City of Jacksonville. An important first step for the Cathedral District is presenting to – and gaining the support of – city staff, elected officials, and other relevant public agencies. Projects requiring public investment or leadership may need to be included in updated City master plans and capital improvement plans.

Additionally, building community support and marketing the Cathedral District as a destination for new residents, businesses, and development is equally important. Creating a neighborhood association to act as a Cathedral District booster and advocate should be investigated.

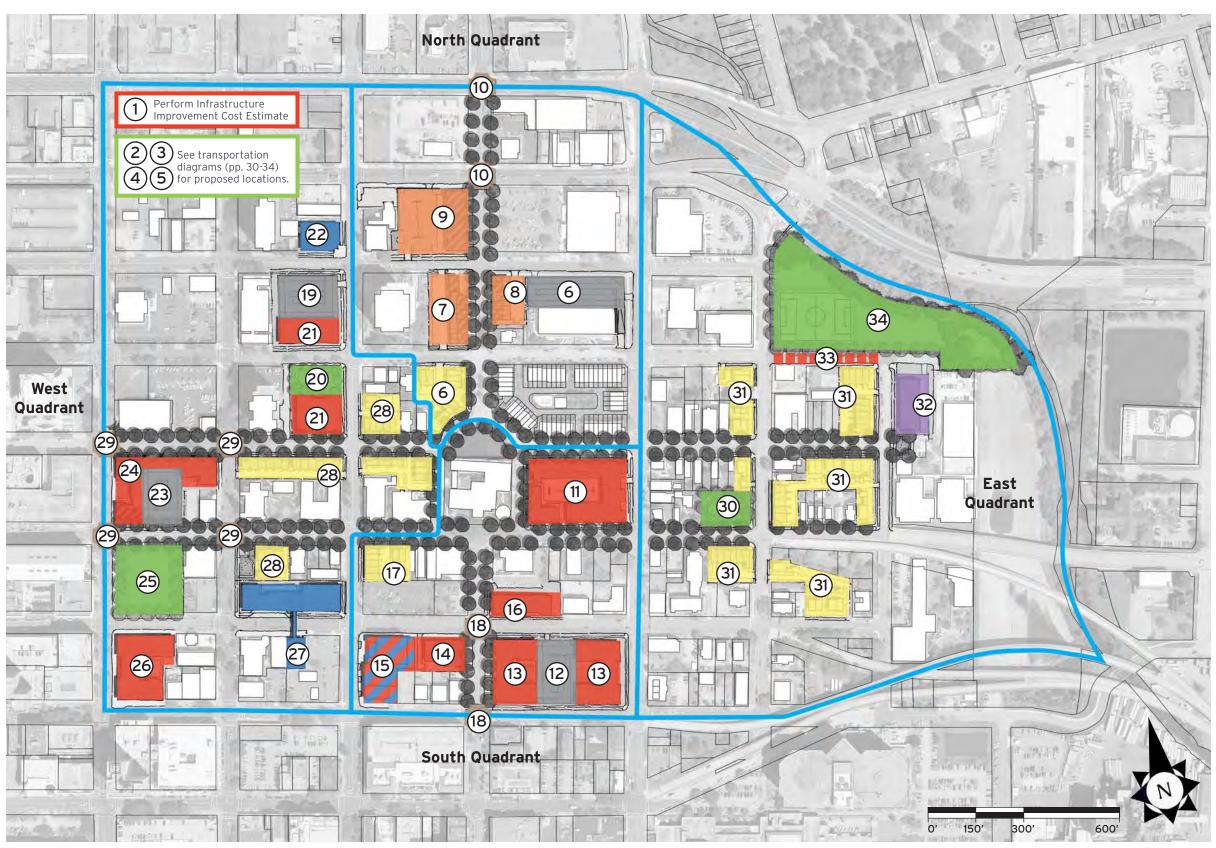
# **Project Approval**

It is expected that all projects will need to go through the Downtown Investment Authority (DIA) and Downtown Development Review Board (DDRB), and some may require additional review by the Jacksonville Historic Preservation Commission.

### Stormwater

As most of the parcels are currently developed, they will require minimum stormwater improvements after redevelopment. However, on-site Quantity Control may be required if there is an increase in impervious surface area.

Water Quality Control will be required. Quality Control treatment may be handled on-site or developers may seek to acquire Water Quality credits from the City to reduce on-site water quality initiatives. However, installation of some form of Best Management Practice (BMP) to assist with the water quality will be required.



Map of Individual Projects

	LEMENTATION			D(-)	Lond Bolo	Potential Partners or	Detential Funding Comme
	Project	Priority	Implementation Action	Property Owner(s)	Lead Role	Consultants	Potential Funding Sources
	,			District-Wide P	rojects		
1	Infrastructure	1	• Review infrastructure improvement plans and perform cost estimate.		• City of Jacksonville, DPW	<ul><li>Planning Department</li><li>Transportation Consultants</li></ul>	• City of Jacksonville
2	Two-way street conversions (City Streets)	2	Meet and coordinate with elected officials, planning department, and DPW	• Public ROW	• DPW	• Planning Department • JTA / North Florida TPO	• City of Jacksonville • LAP Funding / FDOT
3	Bicycle Lanes	1	Meet and coordinate with elected officials and planning department     Provide input to City's consultant, Toole Design Group	• Public ROW-City	• DPW	• Planning Department • JTA / North Florida TPO	• City of Jacksonville • LAP Funding / FDOT
4	Improve all intersections that cross one-way thoroughfares. (Specific intersections are included in some projects below.)	1	Meet and coordinate with elected officials, planning department, DPW, and FDOT	• Public ROW-City • Public ROW-State	• DPW	Artists/Volunteers for special intersection artwork	<ul><li>City of Jacksonville</li><li>Churches</li><li>State</li><li>LAP Funding / FDOT</li></ul>
5	Banners	1	Meet and coordinate with elected officials, planning department, and DPW	• Public ROW-City • Public ROW-State	·DIA		• City of Jacksonville / DIA
				North Proje	cts		
6	Development on Cathedral Grass Lot (Cathedral Cares Lot Optional)	1	Determine sale of property or retain ownership for rental     Detailed loading study     Feasibility analysis and proforma     Parking replacement plan     Assess feasibility of parking deck over Cathedral Cares lot.	• Rector Wardens and Vestry of St. John's Parrish at Jacksonville	• Cathedral District-Jax	Consultants (Planner, Architect, and Economic) or Developer	<ul> <li>Cathedral District-Jax</li> <li>Developer</li> <li>Episcopal Church Building Fund</li> <li>City of Jacksonville / DIA</li> </ul>
7	Development on Cathedral Courts Site	1	Detailed loading study     Feasibility analysis and proforma	Cathedral Court Inc. Cathedral Foundation of Jacksonville Inc.	• Cathedral District-Jax	Consultants (Planner, Architect, and Economic) or for-fee Developer	Cathedral District-Jax Jessie Ball duPont Foundation Episcopal Church Building Fund Cathedral Foundation City of Jacksonville / DIA
8	Development of vacant lots on East side of the 600 Block of N. Market Street	1	Property acquisition Detailed loading study Feasibility analysis and proforma	• Anna S. Chiu Trust	• Cathedral District-Jax	<ul> <li>Private Developer or For-fee Developer</li> <li>Consultants (Planner, Architect, and Economic) or Developer</li> </ul>	<ul> <li>Cathedral District-Jax</li> <li>Jessie Ball duPont Foundation</li> <li>Episcopal Church Building Fund</li> <li>Cathedral Foundation</li> <li>City of Jacksonville / DIA</li> </ul>
9	Redesign and development of Mt. Zion A.M.E. parking lot	1	<ul><li>Present concept to Mt. Zion A.M.E.</li><li>Detailed loading study</li><li>Feasibility analysis and proforma</li></ul>	• Mt. Zion A.M.E. Church	• Mt. Zion A.M.E. Church	• Cathedral District-Jax	• Private Funding • City of Jacksonville / DIA
10	Streetscape and intersection improvements	1	Meet and coordinate with elected officials, planning department, and DPW     Meet with FDOT	• Public ROW-City • Public ROW-State	•FDOT •DPW	Artist group for special intersections	• City of Jacksonville /DIA / JTA • FDOT • Churches
				South Proje	cts		
11	YWCA / Community Connections Site	1	• Underway	• YWCA of Jacksonville Florida	Cathedral District-Jax     Private Developer		<ul><li>Episcopal Church Building Fund</li><li>Private Funding</li><li>Jacksonville Housing Finance Authority</li></ul>
12	Parking deck/garage on Agency Workforce Innovation site	3	<ul> <li>Speak with City to get buy-in</li> <li>City acquires partial or entire property</li> <li>City to issue developer RFP</li> </ul>	• Agency Workforce Innovations	• City of Jacksonville • DIA		<ul><li>City of Jacksonville</li><li>Private Funding</li><li>Jacksonville Housing Finance Authority</li></ul>

### **IMPLEMENTATION MATRIX**

Projects illustrated in the development scenarios have been split into five different categories - district-wide plus four geographic regions - and ranked for priority.

Each project lists implementation actions, property owners, project leads, and possible funding sources.

The matrix is keyed to the project diagram on the facing page, and continues on the following four pages.

# **Agency Abbreviations**

DIA – Downtown Investment Authority

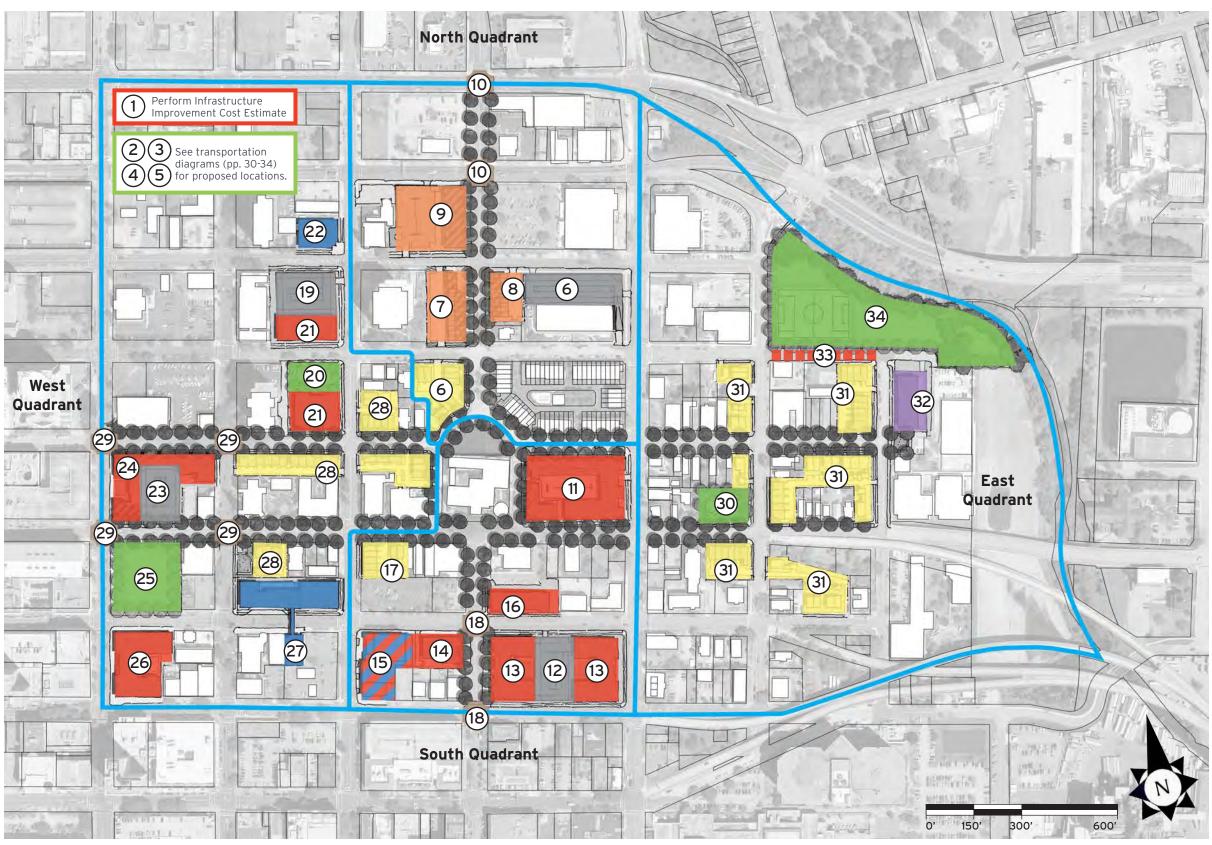
DPW – Department of Public Works

JTA – Jacksonville Transportation Authority

FDOT – Florida Department of Transportation

TPO – Transportation Planning Organization

LAP – Local Agency Program



Map of Individual Projects

	Project	Priority	Implementation Action	Property Owner(s)	Lead Role	Potential Partners or Consultants	Potential Funding Sources
13	Residential Infill on Agency Workforce Innovation Site	3	Speak with City to get buy-in City acquires partial or entire property City to issue developer RFP	• Agency Workforce Innovations	• City of Jacksonville • DIA		<ul><li>City of Jacksonville</li><li>Private Funding</li><li>Jacksonville Housing Finance Authority</li></ul>
14	Possible infill housing on parking lot behind Morocco Temple	3	Dependent on parking implementation on Agency Workforce Innovation site	• Newnan Properties Partnership	• Private Landowner		<ul><li>Private Funding</li><li>Jacksonville Housing Finance Authority</li></ul>
15	Adaptive reuse of Morocco Temple. Possible Cultural Institution (Arts School, Performance Hall, etc.) OR conversion to approx. 45 residential units (further study required).	2	Building reuse feasibility study Financial feasibility study Determine building use and program	• Newnan Properties Partnership	Cathedral District-Jax     Possible Private Developer     Possible Institution		• Institutional Funding • Private Funding
16	Infill housing on lower parking lot of Episcopal Diocese	3	Buy-in from Episcopal Diocese of Florida     Dependent on parking implementation on Agency Workforce Innovation site	• Protestant Episcopal Church	• Cathedral District-Jax		<ul><li>Episcopal Diocese of Florida</li><li>Episcopal Church Building Fund</li><li>City of Jacksonville / DIA</li></ul>
17	Possible infill housing on parking lot across from First United Methodist Church	3	Buy-in from First United Methodist Church     Dependent on parking implementation on Agency Workforce Innovation site	• First United Methodist Church	• First United Methodist Church		• First United Methodist Church • Private Funding
18	Streetscape and intersection improvements	3	Meet and coordinate with elected officials, planning department, and DPW     Meet with FDOT	• Public ROW - City • Public ROW - State	• FDOT • DPW	Artist group for special intersections	• City of Jacksonville • FDOT • Churches
				West Proje	ects		
19	Build new parking garage on lot at Newnan St between Beaver and Ashley streets	3	<ul><li>Site feasibility study</li><li>Financial feasibility study</li><li>Determine if City or Private</li></ul>	Cathedral Foundation of Jacksonville Inc.	<ul><li>Cathedral District-Jax</li><li>Cathedral Foundation of Jacksonville, Inc.</li></ul>	• Aging True • Blue Sky Communties	<ul><li>Cathedral Foundation of Jacksonville Inc.</li><li>City of Jacksonville</li></ul>
20	Create new pocket park in neighborhood	3	Acquire land and relocate existing use (medical office), if necessary.     Design and create new park	• Larmoyeux Clinic Property LLC	Cathedral District-Jax     City of Jacksonville		Cathedral District-Jax City of Jacksonville Cathedral Foundation of Jacksonville, Inc.
21	Multifamily Housing	3	Site feasibility study Determine target market (e.g. Senior, Market, or Affordable) Financial feasibility study Coordinate with Cathedral Foundation Garage dependent	Cathedral Foundation of Jacksonville Inc.	• Cathedral District-Jax	• Aging True • Blue Sky Communties	<ul><li>Episcopal Development Fund</li><li>Private Funding</li></ul>
22	Senior Center	3	<ul> <li>Assess current parking use of existing buildings</li> <li>Potentially reconfigure parking lot to increase yield if no garage</li> </ul>	• Cathedral Terrace 2 Ltd.	• YMCA? • Aging True?		
23	Build new parking garage on lot at Church and Main streets	4	Meet with property owners     Determine additional parking needs in Downtown	<ul><li>Salvation Army</li><li>Samuel M. Easton Trustee</li><li>Main Street Addition LLC</li></ul>	• Property owners	• City of Jacksonville	Private Funding     City of Jacksonville
24	Multifamily Housing around Garage	4	• Meet with property owners	Salvation Army Samuel M. Easton Trustee Main Street Addition LLC	• Property owners		• Private Funding

# **Agency Abbreviations**

DIA – Downtown Investment Authority

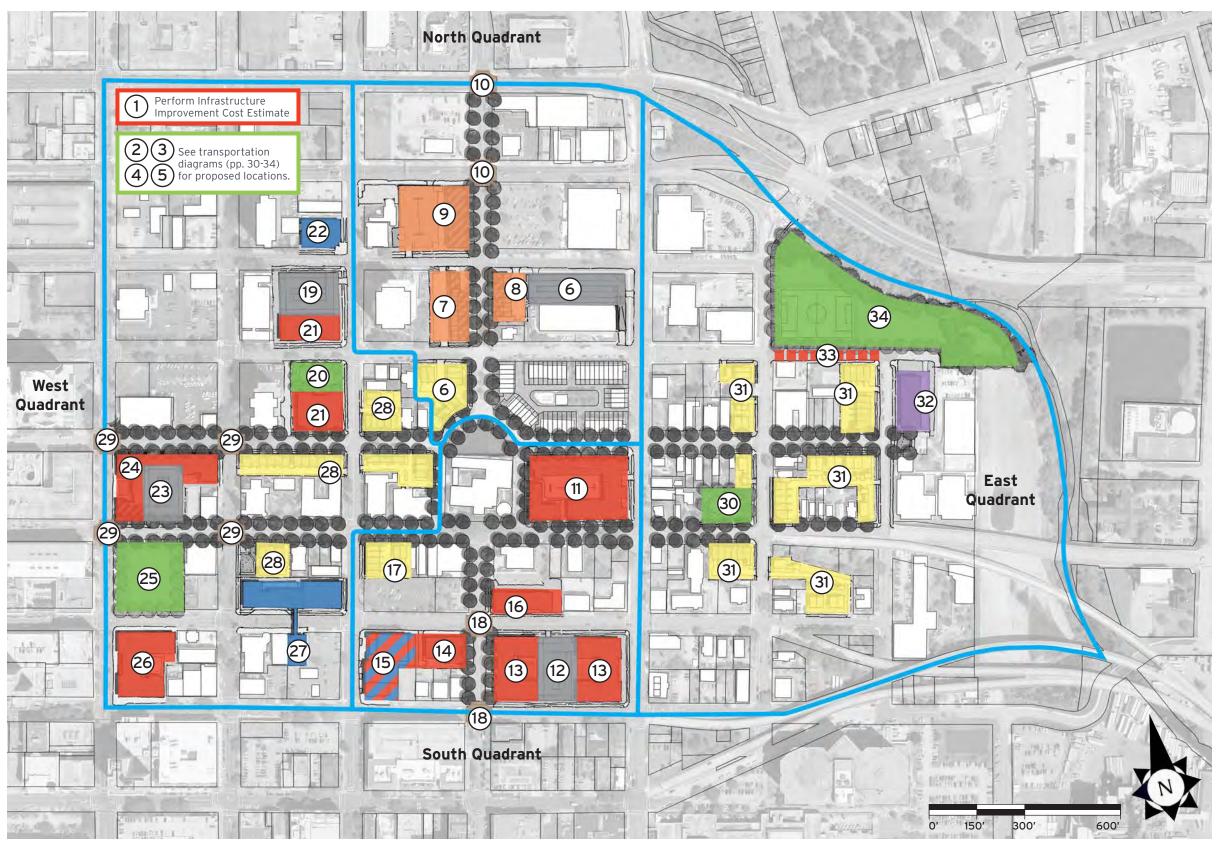
DPW – Department of Public Works

JTA – Jacksonville Transportation Authority

FDOT – Florida Department of Transportation

TPO – Transportation Planning Organization

LAP – Local Agency Program



Map of Individual Projects

	Project	Priority	IX, CONTINUED  Implementation Action	Property Owner(s)	Lead Role	Potential Partners or Consultants	Potential Funding Sources
25	Expand and Redesign Main Street Pocket Park	4	Speak with Salvation Army     Provide input on park redesign     Acquire additional parcel	• Salvation Army • City of Jacksonville	City of Jacksonville     Department of Parks and Recreation     Community Services	• Churches • Residents • Businesses	City of Jacksonville  DIA  Parks Department  Private Funding
26	Multifamily Housing on lot at Main and Adams streets	4	Asses available parking surrounding site     Meet with property owner	• Samuel M. Easton Trustee • Grand Lodge of Florida	• Private land owner	• Cathedral District-Jax	• Private Funding
27	Locate new charter school	2	Continue discussions with operator and First Presbyterian Church     Determine if Elections Office parcel is necessary     Determine acquisition strategy, if necessary	First Presbyterian Church of Jacksonville Florida     City of Jacksonville	• School Operator	First Presbyterian Church     Cathedral District-Jax     City of Jacksonville	• School Operator
28	Develop small-scale infill housing on parking lots and small vacant lots	4	Garage Dependent Perform feasibility study Get buy-in of landowners	Church of the Immaculate Conception First United Methodist Church 205 East Church Street LLC City of Jacksonville	• Churches		• Churches • Private Funding • Local Investors
29	Streetscape and Intersection Improvements	4	Meet and coordinate with elected officials, planning department, and DPW     Meet with FDOT	• Public ROW	• FDOT • DPW	Artist group for special intersections	• City of Jacksonville • FDOT • Churches
				East Projec	ts		
30	Create new pocket park in neighborhood	5	<ul> <li>Acquire property</li> <li>Coordinate with City and Parks Department</li> <li>Determine if Pubic or Private</li> </ul>	• Zero Duval Street LLC • Zero Duval Street II LLC	• City • Parks Dept • Cathedral District-Jax (if private)	• Cathedral District-Jax	• City
31	Small-scale infill housing	5	<ul> <li>Investigate feasibility of moving and consolidating historic houses</li> <li>Market project to local developers and builders, or</li> <li>Acquire and assemble vacant lots</li> </ul>	Hoose Homes and Investments LLC     Dale G Westling Et AI     Fraternal Order of Police     Jerry A. Funk Trust     East Town Inc.     527 Duval Street LLC     Roy Lewis     Mary Ann Lewis     Drummond Press Inc.	• Cathedral District-Jax	Builders     Developers     Property Owners	• Private Funding • HabiJax
32	Permanent Supportive Housing	5	<ul><li>Detailed loading study</li><li>Perform proforma</li><li>Acquire property</li></ul>	• Miller Machinery & Supply Co	<ul><li>First United Methodist Church?</li><li>Cathedral District-Jax?</li><li>Catholic Charities?</li></ul>		
33	New Street	5	Talk to City of Jacksonville and DPW Property acquisition	• City of Jacksonville	• City of Jacksonville		• City of Jacksonville
34	Create new active recreation park.	6	Meet and coordinate with: City Council representatives; City of Jacksonville; Planning Department; Parks Departments; DIA     Acquire property.     Design park	SLG Investment Partnership LLP Miller Machinery & Supply Co Southern Region Ind Realty Inc Hogans Creek Station LLC Duval County Land Trust No 073305-0100 City of Jacksonville	• City of Jacksonville		• City of Jacksonville

# **Agency Abbreviations**

DIA – Downtown Investment Authority

DPW – Department of Public Works

JTA – Jacksonville Transportation Authority

FDOT – Florida Department of Transportation

TPO – Transportation Planning Organization

LAP – Local Agency Program



