

Traffic facilities are only one of a great many factors influencing each of them, some of which are predictable and measurable, some of which may be subject to good or shrewd guesswork, and some of which are completely unpredictable. As one example, we all know that land uses and values are constantly shifting and will continue to change, whether or not a marked change is made in the quality of highway services. Nevertheless, the character, extent, direction and velocity of change can be substantially influenced or modified by traffic facilities.

Or again, the retail trade area which any city can successfully cultivate and serve is determined by the nature and shopping characteristics created by each group of goods or services, by the size of the city, the distance to competing centers, the quality and variety of stores and shops, price and selection of goods, services offered and friendliness and capability of salespeople, credit policy, parking facilities, community cultural or recreational or civic attractions and a number of other influences. Yet the extent to which all of these can develop and thrive is materially affected by the ease and speed of highway travel to and from the shopping and other facilities.

Thus there is an intricate pattern of interweaving "cause and effect" and "effect and cause" relationships that more than rival the traditional riddle, "Which comes first—the chicken or the egg?" The researcher is never able to conclude with complete assurance how much of a change associated with a new highway development can be directly attributed to that development. Finally, some of the economic effects are immediate or even precede expressway construction—for example, property values in Arlington relative to the construction of the Mathews span and expressway a few years ago. Others are long range and often even reluctant in coming about.

Specific Objectives of the Economic Study

Nevertheless, freeways and expressways have undergone sufficient development in a sufficient number of major cities over enough years, that certain reliable conclusions have been drawn about their economic impact. All of their economic effects exhibit certain general principles and relationships in any city in any part of the

country. However, each city has its own peculiar environment and complex of other influencing factors and trends, no two of which are alike—so no formula approach is possible. Each city must thoroughly study its own situation in detail with all the ability and skill and knowledge it can bring to bear on the problems.

The following discussion and conclusions, therefore, will draw on experiences and research in other cities to show what broad lines of economic impact Jacksonville might reasonably expect to result from construction of the Commodore Point expressway link. It will, however, relate each facet of economic impact to the specific conditions and trends in the Jacksonville metropolitan area, in the core and frame areas of the entire central business district, and in particular detail in the area adjacent to and including the downtown approaches from Forsyth north to Duval between Main and Washington streets.

Method of Analysis

In the ensuing discussion of several economic factors relating to the Jacksonville Central Business District, hereinafter referred to as CBD, it must be remembered that a complex of many factors have resulted in pronounced changes in downtown Jacksonville. Property assessments and consequent tax revenues, selling prices of property, nature of land utilization, type of construction, and total traffic flow have all been affected by the very significant changes which have been accomplished in Jacksonville, particularly over the past ten years. It was during this decade that the present Expressway System was constructed and became operational, and that the entire make-up of the waterfront from Bay Street was completely renovated by the extensive filling operations and the construction of the ACL Building, Sears, the City Auditorium, the City Hall, the County Courthouse, and the two large parking areas. In addition, many new buildings have arisen in other parts of the downtown area, such as the new Penney's and Woolworth stores, Ivey's, the Robert Meyer Hotel, the Florida National Bank, the Independent Life Building and a number of others.

Certainly one of the major influences on this important upgrading of the CBD was the development of the Jacksonville Expressway System and the better access it provided, particularly to the down-