

**Report of the Jacksonville Planning and Development Department**  
**Small-Scale Future Land Use Map Amendment – February 28, 2025**

<b>Ordinance/Application No.</b>	<b>2025-087 / L-5801-23C</b>
<b>Property Location:</b>	7960 Arlington Expressway
<b>Real Estate Number(s):</b>	142483 0003
<b>Property Acreage:</b>	9.56 acres
<b>Planning District:</b>	District 2, Greater Arlington Beaches
<b>City Council District:</b>	District 1
<b>Applicant:</b>	Steve Diebenow, Esquire
<b>Current Land Use:</b>	Community General Commercial (CGC) (5.72 acres) and Residential Professional Institutional (RPI) (3.84 acres)
<b>Proposed Land Use:</b>	High Density Residential (HDR)
<b>Development Boundary:</b>	Urban Priority Development Area
<b>Current Zoning:</b>	Community Commercial General-2 (CCG-2) and Commercial Residential Office (CRO)
<b>Proposed Zoning:</b>	Planned Unit Development (PUD)
<b>RECOMMENDATION:</b>	<b>APPROVE</b>

**APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT**

Applicant requests this land use amendment to permit high-density residential development.

**BACKGROUND**

The 9.56 acre subject site is currently developed with two vacant office buildings and a parking lot. It is located at address 7960 Arlington Expressway, an FDOT Expressway, between Arlington Road North, a collector road, and unclassified Century Street. The applicant is proposing amending the land use from CGC and RPI to HDR to redevelop the office space into a residential development. In addition, a companion PUD is pending

concurrently with this land use application pursuant to Ordinance 2025-088 to change the zoning designation from CCG-2, CRO, and PUD to PUD. The PUD includes a larger area than the land use amendment site. The subject site fronts along Arlington Expressway and is surrounded by apartments, vacant land and single-family homes. The abutting site to the west was changed from CGC and RPI to HDR on a 4.7 acre site with ordinance 2020-294-E.

The adjacent land use categories, zoning districts and property uses are as follows:

<u><i>North:</i></u>	Land Use:	Community General Commercial (CGC), Residential Professional Institutional (RPI), and Low Density Residential (LDR)
	Zoning:	Residential Low Density-90 (RLD-90), Commercial Residential Office (CRO), Community Commercial General-1
	Property Use:	Apartments, single family homes, convenience store, school (Seacoast Christian Academy K-12)
<u><i>South:</i></u>	Land Use:	RPI, Public Buildings and Facilities (PBF), Medium Density Residential (MDR)
	Zoning:	Residential Medium Density-A (RMD-A), Public Buildings and Facilities-1 (PBF-1), RMD-D
	Property Use:	Single family homes, apartments
<u><i>East:</i></u>	Land Use:	MDR, CGC
	Zoning:	CCG-2, PBF-2, PBF-1
	Property Use:	Motel, apartments, school
<u><i>West:</i></u>	Land Use:	HDR, MDR, RPI
	Zoning:	PUD, RMD-C, RMD-A
	Property Use:	Apartments, vacant office, nightclub

## **IMPACT ASSESSMENT**

Potential impacts of a proposed land use map amendment have been analyzed by comparing the Development Impact Standards for the subject site's existing vs. proposed land use categories unless maximum density/intensity is noted on the Annotated FLUM or is in a site-specific policy. Development Impact Standards are detailed in FLUE Policy 1.2.16, *Development Standards for Impact Assessment*. These standards produce development potentials as shown in this section.

<b>Development Analysis</b>		<b>9.56 acres</b>
Development Boundary	Urban Priority Area	
Roadway Frontage Classification / State Road	Arlington Expressway Service Road – Unclassified Arlington Expressway (SR-115) – FDOT Expressway	
Plans and/or Studies	Greater Arlington/Beaches Vision Plan Woodland Acres NAP (2007-492-E)	
Site Utilization	Current: Vacant office	Proposed: High Density multi-family dwellings
Land Use / Zoning	Current: CGC, RPI / CCG-2, CRO	Proposed: HDR / PUD
Development Standards for Impact Assessment	Current: CGC: Scenario 1: 0.35 FAR Scenario 2: 45 DU/Acre  RPI: Scenario 1: 0.5 FAR Scenario 2: 30 DU/Acre	Proposed: HDR: 60 DU/acre
Development Potential	Current: Scenario 1: CGC: 87,207.12 sqft RPI: 83,635.2 sqft Scenario 2: CGC: 257 units RPI: 115 units	Proposed: 573 dwelling units
Net Increase or Decrease in Maximum Density	Scenario 1: Not applicable Scenario 2: Increase of 201 DUs	
Net Increase or Decrease in Potential Floor Area	Scenario 1: Not applicable Scenario 2: Decrease of 170,842.32 sq. ft.	
Population Potential	Current: Scenario 1: 0 People Scenario 2: 874 People	Proposed: Scenario 1: 0 People Scenario 2: 1346 People
<b>Special Designation Areas</b>		
Aquatic Preserve	No	

Development Analysis		9.56 acres
Septic Tank Failure Area	No	
Airport Environment Zone	No	
Industrial Preservation Area	No	
Cultural Resources	No	
Archaeological Sensitivity	High, Medium and Low Sensitivity	
Historic District	No	
Coastal High Hazard	No – see notes	
Adaptation Action Area	Yes – 5.51 Acres	
Groundwater Aquifer Recharge Area	Discharge area	
Evacuation Zone	No	
Wellhead Protection Zone	No	
Boat Facility Siting Zone	No	
Brownfield	No	
Public Facilities		
Potential Roadway Impact	Scenario 1: no new net daily trips Scenario 2: 912 net new daily trips	
Potential Public-School Impact	140 students generated	
Water Provider	JEA	
Potential Water Impact	Scenario 1: +126,112.9 gal/day Scenario 2: +47,235 gal/day	
Sewer Provider	JEA	
Potential Sewer Impact	Scenario 1: +94,584.7 gal/day Scenario 2: +35,426.25 gal/day	
Potential Solid Waste Impact	Scenario 1: +1,216.5 tons/year Scenario 2: +522.6 tons/year	
Drainage Basin/Sub-basin	Drainage Basin – Arlington River Sub-drainage Basin – Strawberry Creek	
Recreation and Parks	Warrington Park	
Mass Transit Access	Route 23 – eastbound and westbound stops located on Arlington Expressway Service Road in front of subject site	
Natural Features		
Elevations	2 to 32 feet above mean sea level	
Land Cover	1400 – Commercial and Services	
Soils	(69) Urban land and (62) Rutledge mucky fine sand	
Flood Zones	AE Flood Zone – 2.82 Acres AE-Floodway – 2.66 Acres	
Wetlands	Yes – 0.24 of an acre Category II	
Wildlife (applicable to sites greater than 50 acres)	Not applicable	

## Utility Capacity

The calculations to determine the water and sewer flows contained in this report and/or this spreadsheet have been established by the City of Jacksonville Planning and Development Department and have been adopted by JEA solely for the purpose of preparing this report and/or this spreadsheet. The method of calculating water and sewer

flows in order to properly size infrastructure shall continue to be based on JEA's Water, sewer and Reuse for New Development Projects document (latest addition).

According to the application, the applicant intends to use JEA water and sewer services to the site. Additionally, the companion PUD rezoning requires the use of JEA water and sewer in the written description (Ordinance 2025-88).

### Future Land Use Element

Policy 1.2.8      Require new development and redevelopment in the Central Business District (CBD), Urban Priority Area (UPA), Urban Area (UA), and Suburban Area (SA) to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site.

Development on sites located within the UPA, UA and SA are permitted where connections to centralized potable water and/or wastewater are not available subject to compliance the following provisions:

1. Single family/non-residential (estimated flows of 600 gpd or less) where the collection system of a regional utility company is not available through gravity service via a facility within a right-of-way or easement which abuts the property.
2. Non-residential (above 600 gpd) where the collection system or a regional utility company is not within 50 feet of the property.
3. Subdivision (non-residential and residential) where:
  - a. The collection system of a regional utility company is greater than  $\frac{1}{4}$  mile from the proposed subdivision.
  - b. Each lot is a minimum of  $\frac{1}{2}$  acre unsubmerged property.
  - c. Installation of greyline sewer systems shall be installed when programmed improvements are identified in the Capital Improvements Element which will make connections.

### **Transportation**

The subject site is 9.56 acres and is located at 7960 Arlington Expressway, which is an FDOT expressway. The proposed land use amendment is located within the Urban Priority Development Area and Mobility Zone 8. The applicant proposes to change the existing land use from Community General Commercial (CGC) and Residential-Professional-Institutional (RPI) to High Density Residential (HDR).

### **Comprehensive Plan Consistency:**

The Trip Generation Analysis is consistent with the most recent version of the Transportation Element (TE) of the City of Jacksonville Comprehensive Plan (TE Objective 2.4 and Policies 1.2.1 and 2.4.2).

## Transportation Element

Policy 1.2.1 The City shall use the Institute of Transportation Engineers Trip Generation Manual, latest edition, to determine the number of trips to be produced or attracted to a particular land use when assessing a traffic impact.

Objective 2.4 The City shall plan for future multi-modal transportation needs for right-of-way, in order to support future land uses shown on the Future Land Use Map series.

Policy 2.4.2 The City shall amend the adopted Comprehensive Plan to incorporate the data and analysis generated by a periodic regional transportation model and study and facilitate the implementation of the study recommendations.

### **Trip Generation Estimation:**

Table A provides the daily trip generation comparison between the current and proposed comprehensive plan land uses and the potential transportation impacts on the roadway network. The current land use would result in 3,380 and 1,689 daily trips depending on the scenario. If the land use is amended to allow for this proposed HDR development, this will result in 2,601 daily trips.

Transportation Planning Division RECOMMENDS the following:

The difference in daily trips for the proposed land use amendment is zero or 912 net new daily trips when compared to the existing land use. The Transportation Planning Division recommends ongoing coordinating efforts with the City of Jacksonville Traffic Engineer and FDOT to determine if a traffic operational analysis is needed.

**Table A**  
**Trip Generation Estimation Scenarios**

<b>Current Land Use-Scenario 1</b>	<b>ITE Land Use Code</b>	<b>Potential Number of Units</b>	<b>Estimation Method</b>	<b>Gross Trips</b>	<b>Less Diverted &amp; Pass-By Trips</b>	<b>Daily Trips</b>
CGC	821	87,207.12 SF	$T = 67.52 (X) / 1000$	5,888	3,415	2,473
RPI	710	83,635.20 SF	$T = 10.84 (X) / 1000$	907	0	907
				<b>Total Trips for Existing Land Use- Scenario 1</b>		<b>3,380</b>
<b>Current Land Use-Scenario 2</b>	<b>ITE Land Use Code</b>	<b>Potential Number of Units</b>	<b>Estimation Method</b>	<b>Gross Trips</b>	<b>Less Diverted &amp; Pass-By Trips</b>	<b>Daily Trips</b>
CGC	222	257 MF DUs	$T = 4.54 (X)$	1,167	0	1,167
RPI	221	115 MF DUs	$T = 4.54 (X)$	522	0	522
				<b>Total Trips for Proposed Land Use- Scenario 2</b>		<b>1,689</b>
<b>Proposed Land Use-Scenario</b>	<b>ITE Land Use Code</b>	<b>Potential Number of Units</b>	<b>Estimation Method</b>	<b>Gross Trips</b>	<b>Less Diverted &amp; Pass-By Trips</b>	<b>Daily Trips</b>
HDR	222	573 MF DUs	$T = 4.54 (X)$	2,601	0	2,601

				<b>Total Trips for Proposed Land Use- Scenario</b>	<b>2,601</b>
				<b>Scenario 1 Difference in Daily Trips</b>	<b>(779)</b>
				<b>Scenario 2 Difference in Daily Trips</b>	<b>912</b>

Source: Trip Generation Manual, 11th Edition, Institute of Engineers

## School Capacity

The 9.56 acre proposed land use map amendment has a development potential of 573 dwelling units and 140 new students. The proposed development was analyzed in accordance with the adopted level of service standards (LOS) for school capacity as established in the Interlocal Agreement (ILA) and the Public Schools and Facilities Element. The ILA was entered into in coordination with the Duval County Public School System (DCPS) and the other municipalities within Duval County.

School concurrency LOS is the methodology used to analyze and to determine whether there is adequate school capacity for each school type (elementary, middle, and high school) to accommodate a proposed development. The LOS (105% of permanent capacity) is based on Concurrency Service Areas (CSAs), not the closest school in the area for elementary, middle and high schools, as well as on other standards set forth in the City of Jacksonville School Concurrency Ordinance.

In evaluating the proposed residential development for school concurrency, the following results were documented:

Application Review Request: C01 PDD: School Impact Analysis							
Proposed Name: L-5801-23C: 7950 Arlington Expressway							
Requested By: Sam Roberts							
Reviewed By: Leanne Briggs							
Due: 2/11/2025							
Analysis based on maximum dwelling units: <u>573</u>							
School Type	CSA <sup>1</sup>	2024-25 Enrollment/CSA	Current Utilization (%)	New Student/Development <sup>3</sup>	5-Year Utilization (%)	Available Seats - CSA <sup>2</sup>	Available Seats - Adjacent CSA 4 & 5
Elementary	3	7,147	69%	68	75%	2,652	1,568
Middle	3	2,097	159%	28	85%	-313	1,517
High	3	4,394	89%	44	85%	697	560
Total New Students				140			

**NOTES:**

<sup>1</sup> Proposed Development's Concurrently Service Area (CSA)

<sup>2</sup> Available CSA seats include current reservations

<sup>3</sup> Student Distribution Rate

ES-119

MS-050

HS-078

**0.248**

The Student Distribution Rate is calculated for each school type by dividing the total number of public school students enrolled in that school type in Duval County (102,110) by the number of total permitted housing units (411,541) for the same year, generating a yield of 0.248.

The available seats in the CSA and adjacent CSAs include concurrency reservations. The analysis of the proposed residential development reveals no deficiency for school capacity within the CSA and adjacent CSAs. Potential school capacity impacts will be addressed through the Concurrency and Mobility Management System Office.



### Public School Facilities Element

- Policy 2.3.2      The City will coordinate with DCPS to establish plan review procedures to manage the timing of Future Land Use Map amendments and other land use decisions so that these decisions coordinate with adequate school capacity.
- Policy 2.3.3      The City will take into consideration the DCPS comments and findings on the availability of adequate school capacity in the evaluation of comprehensive plan amendments, and other land use decisions as provided in Section 163.3177(6)(a), F.S. and development of regional impacts as provided in 1380.06, F.S
- Objective 3.2      **Adopted Level of Service (LOS) Standards**  
Through the implementation of its concurrency management systems and in coordination with the DCPS, the City shall ensure that the capacity of schools is sufficient to support new residential developments at the adopted level of service (LOS) standards within the period covered in the five-year schedule of capital improvements and the long range planning period. These standards shall be consistent with the Interlocal Agreement agreed upon by the DCPS, the City and the other municipalities. Minor deviations to the LOS standards may occur, so long as they are limited, temporary and with scheduled capacity improvements, school capacity is maximized to the greatest extent feasible.
- Policy 3.1.1      The LOS standards set forth herein shall be applied consistently for the purpose of implementing school concurrency, including determining whether sufficient school capacity exists to accommodate a particular development application, and determining the financial feasibility of DCPS Five-Year Capital Facilities Plan and the City's Capital Improvement Plan.

### Supplemental School Information:

The following additional information regarding the capacity of the assigned neighborhood schools was provided by the Duval County School Board. This is not based on criteria utilized by the City of Jacksonville School Concurrency Ordinance. Note that the percentage occupied may not appear correct due to EE space requirements.

<b>Application Review Request:</b> C01 PDD: Baseline Checklist Review <b>Proposed Name:</b> L-5801-23C 7960 Arlington Exwy <b>Requested By:</b> Sam Roberts <b>Reviewed By:</b> Leonna Griggs <b>Due:</b> 2/11/2025 Analysis based on maximum dwelling units: <b>573</b>						
SCHOOL <sup>1</sup>	CSA	STUDENT'S GENERATED (Rounded) <sup>3</sup>	SCHOOL CAPACITY <sup>2</sup> (Permanent/Portables)	CURRENT ENROLLMENT 20 Day Count (2024/25)	% OCCUPIED	4 YEAR PROJECTION
Arlington Heights ES#240	3	68	437	300	59%	54%
Arlington VS#213	3	28	985	677	59%	69%
Terry Parker HS#816	3	44	1862	1545	33%	61%
140						

NOTES:  
1 Attendance school may not be in proposed development's Concurrency Service Area (CSA)  
2 Does not include ESE & room exclusions  
3 Student Distribution Rate  
ES-119  
MS-050  
HS-078  
0.248  
The Student Distribution Rate is calculated for each school type by dividing the total number of public school students enrolled in that school type in Duval County (102,110) by the number of total permitted housing units (411,541) for the same year, generating a yield of 0.248.

### **Archaeological Sensitivity**

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of low, medium, and high sensitivity for the presence of archaeological resources. Projects that move forward through the Site Review process may be required to perform a Professional Archaeological Reconnaissance Survey on the portion of the site that is in a high sensitivity area. If archaeological resources are found during future development/redevelopment of the site, Section 654.122 of the Code of Subdivision Regulations should be followed.

### **Historic Preservation Element**

- Policy 1.2.2 The City shall continue to review new development for the potential of archeologically significant sites. The City shall utilize the most current version of the Archeological Sensitivity Predictive Model to identify areas of high probability for artifact concentrations.
- Policy 1.2.5 The Planning and Development Department shall maintain and update for planning and permitting purposes, a series of GIS data layers and maps depicting recorded archaeological sites, historic districts and local landmarks.

### **Adaption Action Area**

Approximately 5.51 acres of the subject site is located within the Adaption Action Area (AAA). The AAA boundary is a designation in the City's 2045 Comprehensive Plan which identifies areas that experience coastal flooding due to extreme high tides and storm surge, and that is vulnerable to the related impacts of rising sea levels for the purpose of prioritizing funding for infrastructure needs and adaptation planning. The AAA is defined as those areas within the projected limit of the Category 3 storm surge zone, those connected areas of the 100-year and 500-year Flood Zone, and additional areas determined through detailed flood analysis.

The applicant is encouraged to consider site design measures, such as clustering development away from the AAA, to protect development from the impacts of flooding.

### **Conservation/Coastal Management Element**

- Policy 13.1.2 The City shall recognize existing regulations, programs and policies that overlap with the AAA and that are currently in place to limit public investment and address appropriate development and redevelopment practices related to flooding. These regulations, programs and policies include but are not limited to the floodplain management ordinance, CHHA policies, the Local Mitigation Strategy and the Post Disaster Redevelopment Plan and shall only be applied in cases where such regulation would otherwise apply to a development or redevelopment project.

- Policy 13.3.1 The City shall consider the implications of the AAA when reviewing changes to the use, intensity and density of land lying within the AAA.
- Policy 13.3.6 In order to guide development away from the Adaptation Action Area (AAA) towards areas that are already high, dry, and connected, the Planning and Development Department shall explore the feasibility of offering density bonuses, transfers of development rights, clustering development entitlements, or other strategies to limit new development within the AAA or environmentally sensitive or special flood hazard areas, or as an incentive for a development's use of low impact development stormwater solutions.

### **Wetlands**

Review of City data indicates the potential existence of wetlands on the subject site and as such, a wetlands survey has been provided by the City's GIS analysis that indicates the location, size, quality and functional value of all wetlands located within the boundaries of the application site. Based on the information noted below, the proposed amendment is consistent with the Conservation/Coastal Management Element (CCME) wetlands policies. Due to the category II wetlands on site, the application will be reviewed by the Waterways Commission on March 13, 2025.

#### Wetlands Characteristics:

Approximate Size:	0.20 of an acre.
General Location(s):	The wetlands are located on the south side of the subject site and buffers Strawberry Creek.
Quality/Functional Value:	The wetland has an extremely high functional value for water filtration, attenuation and flood water capacity, is located within the 100 year flood zone, and has a direct impact on the City's waterways.
Soil Types/ Characteristics:	(62) Rutlege mucky fine sand, 0 to 2% slopes, frequently flooded – The Rutlege series consists of nearly level, very poorly drained, sandy soils. They formed in thick sandy marine sediments. They are on flood plains. The soil is rapidly permeable. The high water table generally is at or near the surface, and areas are subject to frequent flooding for brief periods.
Wetland Category:	Category II

Consistency of Permitted Uses:	Category II Wetlands: Uses permitted subject to the limitations of CCME Policy 4.1.6 shown below – conservation uses permitted.
Environmental Resource Permit (ERP):	The St. Johns River Water Management District issued a permit ERP # 226143-1 on October 21, 2024, for a portion of the application site for residential development.
Wetlands Impact:	None.
Associated Impacts:	Associated with the AE-Floodway Zone and Adaption Action Area.
Relevant Policies:	CCME Policies 4.1.3 and 4.1.5

### **CCME Policy 4.1.3**

The following performance standards shall apply to all developments, except public utilities and roadways, permitted within Category I, II, and III wetlands:

(a) Encroachment

Encroachment in Category I, II, or III wetlands is the least damaging and no practicable on-site alternative exists; and

(b) No net loss

Development is designed and located in such a manner that there is no net loss to the wetland functions including but not limited to:

- i the habitat of fish, wildlife and threatened or endangered species,
- ii the abundance and diversity of fish, wildlife and threatened or endangered species,
- iii the food sources of fish and wildlife including those which are threatened or endangered,
- iv the water quality of the wetland, and
- v the flood storage and flood conveyance capabilities of the wetland; and

(c) Floodplain protection

Buildings are built at an elevation of sufficient height to meet the designated flood zone standards as set forth by the Federal Emergency Management Agency. The design must be in conformance with Chapter 652 (Floodplain Regulations) of the Ordinance Code; and

(d) Stormwater quality

In the design and review of developments which will discharge stormwater into the

Category I, II, or III wetlands the following performance standards shall be used to protect water quality:

- i Issuance of a Management and Storage of Surface Waters permit pursuant to Chapter 40C-4 or 40C-40, F.A.C. or a stormwater permit issued pursuant to Chapter 40C-42, F.A.C., provides assurances necessary for compliance with subsections (i) - (iv) above provided the stormwater management system is constructed in accordance with the permit; and
- ii Regular monitoring and maintenance program on an annual basis for the performance of stormwater treatment systems

(e) Septic tanks

Septic tanks, drainfields and/or greywater systems are located outside the Category I, II, or III wetland area and not within 75 feet of the mean high water line of tidal bodies or within 75 feet of any wetland unless the Duval County Health Department grants a variance for a hardship case pursuant to the provisions of Section 381.0065, F.S. Where public utilities are available, development is required to connect to these facilities; and

(f) Hydrology

The design of the fill shall include measures to maintain the wetlands hydrology of the site.

**CCME Policy 4.1.5**

The permitted uses within Category I and II wetlands shall be limited to the following land uses and associated standards, provided such use is consistent with the Future Land Use Map series (FLUMs):

(1) Conservation uses, provided the following standards are met:

(a) Dredge and fill

Dredging or filling of the Category I and II wetlands shall not exceed more than 5% of the wetlands on-site; and

(b) Vegetation

For Category I wetlands:

All native vegetation outside the development area is maintained in its natural state

For Category II wetlands:

No more than 10% of the arial extent of the vegetation outside the development area may be altered or removed; and

(2) Residential uses, provided the following standards are met:

(a) Density/Dredge and fill

Where lots, except for lots of record as defined in the Future Land Use Element, are located totally within the wetlands:

- i density shall not exceed one (1) dwelling unit per five (5) acres; and
- ii buildings shall be clustered together to the maximum extent practicable; and
- iii dredging or filling shall not exceed 5% of the wetlands on-site; and

(b) Vegetation

For Category I wetlands:

All native vegetation outside the development area is maintained in its natural state

For Category II wetlands:

No more than 10% of the arial extent of the vegetation outside the development area may be altered or removed; and

(3) Water-dependent and water-related uses, provided the following standards are met:

(a) Vegetation

For Category I wetlands:

All native vegetation outside the development area is maintained in its natural state

For Category II wetlands:

No more than 10% of the arial extent of the vegetation outside the development area may be altered or removed; and

(b) Boat facilities siting and operation

Boat facilities are further subject to Objectives 10.1, 10.2, 10.3, 10.5 and 10.6 and their related policies of this element.

(4) Access to a permitted use, subject to the requirements of (a), (b), and (f) as noted in the performance standards outlined in Policy 4.1.3 above.

(5) Any use which can be shown to be clearly in the public interest, subject to the requirements of (a), (b), (d) and (f) as noted in the performance standards outlined in Policy 4.1.3 above.

(6) For Category II wetlands only, silvicultural uses are allowed, provided the

following standards are met:

**Best Management Practices: Silviculture**

Such activities are conducted in compliance with the provisions of the "Silvicultural Best Management Practices Manual", as may be amended, published by the Florida Division of Forestry, Department of Agriculture and Consumer Services.

**Flood Zones**

According to the corrected flood Zone maps approximately 0.63 of an acre of the subject site is within the AE-Floodway and 4.87 acres is within the AE Flood Zone. Both flood zones are associated with Strawberry Creek. Flood zone designations are assigned by the Federal Emergency Management Agency (FEMA). FEMA defines the various flooding characteristics of different lands based on a 100-year storm. The 100-year storm or Special Flood Hazard Area (SFHA) refers to a flood occurring from a storm event that happens an average of every 100 years. This does not mean that a storm of this type will happen every 100 years. There is a 1-percent chance that a storm of this magnitude will occur in any given year. Any development within the floodplain will be required to comply with Chapter 652, the Floodplain Management Ordinance.

The AE-Floodway are areas within the 100-year floodplain or SFHA where flood insurance is mandatory if construction is allowed within the floodway. Areas located within AE-Floodway zones should be left intact as construction and filling within these areas is severely restricted.

AE Flood Zones are areas within the 100-year floodplain or SFHA where flood insurance is mandatory.

According to the PUD site plan, the engineering plan proposes the displacement of floodwater on approximately three thousand (3,000) square feet (0.07 of an acre) of the 100-year floodplain. Eighty-eight (88) square feet of displacement are within the AE-Floodway. AE-Floodway is different from the AE Flood Zone due to floodwater velocity. The proposed encroachment is for the construction of a retaining wall and placement of fill for a small section of the apartment buildings and pool. Mitigation is mandatory for floodwater displacement.

**Conservation /Coastal Management Element (CCME)**

Policy 2.6.1      The City shall continue to define the surface hydrology of the area to determine flood plain vulnerability and sensitivity and will determine appropriate protection measures.

Policy 2.6.3      The City shall protect appropriate floodplain areas for the public benefit and restore degraded floodplain areas by:  
                         A. Land acquisition or conservation easement acquisition;  
                         B. Regulation, including setbacks, buffer zones, designated wildlife



corridors, low density zoning, performance standards and open space requirements; and

C. Incentives, including tax benefits and transfer of development rights.

Policy 13.7.10 The City has adopted and shall maintain a floodplain management ordinance that establishes engineering requirements to safeguard the public health, safety, and general welfare and minimizes public and private losses due to flooding through regulation and development of flood hazard areas. The ordinance shall include development and redevelopment regulations that:

- A. Minimize unnecessary disruption of commerce, access and public service during times of flooding;
- B. Require the use of construction practices that will prevent or minimize future flood damage;
- C. Manage filling, grading, dredging, mining, paving, excavation, drilling operations, storage of equipment or materials, and other development which may increase flood damage or erosion potential;
- D. Manage the alteration of flood hazard areas, watercourses, and shorelines to minimize the impact of development on the natural and beneficial functions of the floodplain;
- E. Minimize damage to public and private facilities and utilities;
- F. Help maintain a stable tax base by providing for the sound use and development of flood hazard areas;
- G. Minimize the need for future expenditure of public funds for flood control projects and response to and recovery from flood events; and
- H. Meet the requirements of the National Flood Insurance Program for community participation as set forth in the Title 44 Code of Federal Regulations, Section 59.22.

### **Evacuation Zone**

The subject site is within Evacuation Zone A and a small portion within Zone C. As such, the land use application was routed to the City's Emergency Preparedness Division (EPD) for review and comment. EPD was provided with the land use application and the development potential of the proposed land use amendment change. Per EPD's review memo, it was determined that the impact of the subject small scale land use amendment on countywide evacuation timing would be negligible. Their complete analysis is provided below.

### **EPD Review:**

The proposed property in land use amendment L-5801-23C will be next to the Arlington Expressway, a secondary evacuation route, leading to I-295 (3.1 road miles), a primary evacuation route via Southside Connector Boulevard.

In consideration of all the surrounding evacuation zones (Zone A and Zone C), nearest evacuation routes, the estimate of 912 new daily trips, and the changes proposed through land use amendment application L-5801-23C would have a minimal impact on countywide evacuation clearance time within Duval County. Site design techniques that minimize disruption to existing traffic flow are encouraged. Any development should incorporate appropriate mitigation techniques to reduce flood vulnerability and minimize impacts to the floodplain.

#### Conservation /Coastal Management Element (CCME)

Policy 7.1.6        The City shall not amend the Future Land Use Element or the Future Land Use Map series unless; the requested change can be determined to not exceed the established hurricane evacuation times; the requested change is for a lower density; or the requested change for increased density provides adequate remedies to reduce impacts on hurricane evacuation times which exceed the acceptable standard.

#### **Coastal High Hazard Area**

None of the subject site is located is within the 2013 boundaries Coastal High Hazard Area (CHHA), as defined by Sections 163.3178(2)(h) and 163.3164(1), Florida Statutes. The Coastal High Hazard Area (CHHA) is the area below the elevation of the Category 1 storm surge line as established by the Sea, Lake, and Overland Surges from Hurricanes (SLOSH) computerized storm surge model as established by the most current Northeast Florida Hurricane Evacuation Study. It is shown on The Coastal High Hazard Areas (CHHA) and Hurricane Evacuation Zones Map.

Pursuant to ordinance 2024-517-E, the CHHA maps were updated from the 2013 dataset to the 2021. As this application was paid and filed prior to the enactment of this ordinance, the application site is bound by the regulations and maps under the 2013 CHHA. Site design choices have been made to keep the development out of the 2013 CHHA area.

According to the PUD site plan, the engineering plan proposes the displacement of floodwater on approximately three thousand (3,000) square feet (0.07 of an acre) of the 100-year floodplain. Eighty-eight (88) square feet of displacement are within the AE-Floodway. AE-Floodway is different from the AE Flood Zone due to floodwater velocity. The proposed encroachment is for the construction of a retaining wall and placement of fill for a small section of the apartment buildings and pool. Mitigation is mandatory for floodwater displacement. These floodways directly correlate with the 2021 CHHA boundaries. The proposed floodway boundary change has already been approved by FEMA.

## **Procedural Compliance**

Upon site inspection by the Planning and Development Department on February 26, 2025, the required notices of public hearing signs were posted. Thirty-one (31) notices were mailed out to adjoining property owners informing them of the proposed land use change and pertinent public hearing and meeting dates.

The Citizen Information Meeting was held on February 18, 2025, for the adoption of the small-scale land use amendment. No members of the public attended to speak on this item.

## **Consistency Evaluation**

### **Consistency with 2045 Comprehensive Plan Goals, Objectives and Policies**

#### **Future Land Use Element (FLUE)**

##### *Development Area*

The subject site is located in the Urban Priority Area (UPA). The UPA is the first tier Development Area and generally includes the historic core of the City and major connecting corridors. The intent of the UPA is to encourage revitalization and the use of existing infrastructure through redevelopment and infill development at urban densities which are highly supportive of transit and result in the reduction of per capita greenhouse gas emissions and vehicle miles traveled. Development is expected to employ urban development characteristics as defined in this Plan. The UPA does not include the Central Business District Land Use Category boundaries.

- |               |  |
|---------------|--|
| Goal 1        | To ensure that the character and location of land uses optimize the combined potentials for economic benefit, enjoyment, wellness and protection of natural resources, while minimizing the threat to health, safety and welfare posed by hazards, nuisances, incompatible land uses and environmental degradation.  |
| Objective 1.1 | Ensure that the type, rate, and distribution of growth in the City results in compact and compatible land use patterns, an increasingly efficient urban service delivery system and discourages proliferation of urban sprawl through implementation of regulatory programs, intergovernmental coordination mechanisms, and public/private coordination.   |
| Policy 1.1.9  | Promote the use of Planned Unit Developments (PUD) zoning districts, cluster developments, and other innovative site planning and smart growth techniques in order to allow for appropriate combinations of complementary land uses, densities and intensities consistent with the underlying land use category or site specific policy, and innovation in site planning and design, subject to the standards of this element and all applicable local, regional, State and federal regulations. These |

techniques should consider the following criteria in determining uses, densities, intensities, and site design:

- Potential for the development of blighting or other negative influences on abutting properties
- Traffic Impacts
- Site Access
- Transition of densities and comparison of percentage increase in density above average density of abutting developed properties
- Configuration and orientation of the property
- Natural or man-made buffers and boundaries
- Height of development
- Bulk and scale of development
- Building orientation
- Site layout
- Parking layout
- Opportunities for physical activity, active living, social connection, and access to healthy food

Policy 1.1.21 Rezoning and amendments to the Future Land Use Map series (FLUMs) shall include consideration of their potential to further the goal of meeting or exceeding the amount of land required to accommodate anticipated growth and the projected population and to allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and business with the intent that this balance of uses shall:

- A. Foster vibrant, viable communities and economic development opportunities;
- B. Address outdated development patterns; and/or
- C. Provide sufficient land for future uses that allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and businesses and is not limited solely by the projected population.

The projected growth needs and population projections must be based on relevant and appropriate data which is collected pursuant to a professionally acceptable methodology. In considering the growth needs and the allocation of land, the City shall also evaluate land use need based on the characteristics and land development pattern of localized areas. Land use need identifiers include but may not be limited to, proximity to compatible uses, development scale, site limitations, and the likelihood of furthering growth management and mobility goals.

- Policy 1.1.22 Future development orders, development permits and plan amendments shall maintain compact and compatible land use patterns, maintain an increasingly efficient urban service delivery system and discourage urban sprawl as described in the Development Areas and the Plan Category Descriptions of the Operative Provisions.
- Policy 1.2.8 Require new development and redevelopment in the Central Business District (CBD), Urban Priority Area (UPA), Urban Area (UA), and Suburban Area (SA) to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site.
- Development on sites located within the UPA, UA and SA are permitted where connections to centralized potable water and/or wastewater are not available subject to compliance the following provisions:
1. Single family/non-residential (estimated flows of 600 gpd or less) where the collection system of a regional utility company is not available through gravity service via a facility within a right-of-way or easement which abuts the property.
  2. Non-residential (above 600 gpd) where the collection system of a regional utility company is not within 50 feet of the property.
  3. Subdivision (non-residential and residential) where:
    - a. The collection system of a regional utility company is greater than 1/4 mile from the proposed subdivision.
    - b. Each lot is a minimum of 1/2 acre unsubmerged property.
    - c. Installation of dryline sewer systems shall be installed when programmed improvements are identified in the Capital Improvements Element which will make connections the JEA Collection Systems available within a five (5) year period.
- Objective 1.6 The City shall accommodate growth in Jacksonville by encouraging and facilitating new infill development and redevelopment on vacant, bypassed and underutilized land within areas that already have infrastructure, utilities, and public facilities, while addressing the needs of City residents.
- Goal 3 To achieve a well-balanced and organized combination of residential, non-residential, recreational and public uses served by a convenient and efficient transportation network, while protecting and preserving the fabric and character of the City's neighborhoods and enhancing the viability of non-residential areas.
- Policy 3.2.1 The City shall encourage development of commercial and light/service industrial uses in the form on nodes, corridor development, centers or parks.

- Policy 3.2.6      The City shall apply the locational criteria in the land use categories and the operative provisions of this element when reviewing commercial and industrial development and redevelopment for consistency with the character of the areas served, the availability of public facilities, and market demands.

#### Property Rights Element

- Goal 1              The City will recognize and respect judicially acknowledged and constitutionally protected private property rights in accordance with the Community Planning Act established in Chapter 163, Florida Statutes.
- Objective 1.1      Local decision making shall be implemented and applied with sensitivity for private property rights and shall not be unduly restrictive.
- Policy 1.1.1        The City will ensure that private property rights are considered in local decision making.
- Policy 1.1.2        The following rights shall be considered in local decision making:
1. The right of a property owner to physically possess and control his or her interests in the property, including easements, leases, or mineral rights.
  2. The right of a property owner to use, maintain, develop, and improve his or her property for personal use or for the use of any other person, subject to state law and local ordinances.
  3. The right of the property owner to privacy and to exclude others from the property to protect the owner's possessions and property.
  4. The right of a property owner to dispose of his or her property through sale or gift.

According to Category Descriptions of the Future Land Use Element (FLUE), Community General Commercial (CGC) is a category intended to provide for a wide variety of retail goods and services which serve large areas of the City and a diverse set of neighborhoods. Uses should generally be developed in nodal and corridor development patterns. Residential Professional Institutional (RPI) is a category primarily intended to accommodate medium to high density residential, office, and institutional uses. Limited neighborhood commercial retail and service establishments which serve a diverse set of neighborhoods may also be a part of single or mixed-use developments. RPI is generally intended to provide transitional uses between commercial, office and residential uses, although it may also provide a transition between industrial and residential uses when industrial uses pose no health or safety risks to residents.

HDR in the Urban Priority Area is intended to provide compact high density residential and mixed-use development. High density residential development which includes limited commercial and office uses which serve the residential component of HDR developments

as well as adjacent neighborhoods is preferred to reduce the number of Vehicles Miles Traveled. Vertical integration of a mix of uses is encouraged.

Plan amendment requests for new HDR designations are discouraged in the Suburban Area because they would potentially encourage urban sprawl. HDR designations shall be in locations which are supplied with full urban services; which are located in close proximity to a roadway classified as an arterial or higher on the Functional Highway Classification Map; and which are located within one-half mile distance from an existing or planned Jacksonville Transit Authority (JTA) mass transit system station or service. Locations which serve as a transition between commercial or office and medium density residential land uses are preferred. Sites which are abutting Low Density Residential (LDR) or Rural Residential (RR) are discouraged.

The maximum gross density in the Urban Priority Area shall be 80 units/acre and the minimum gross density shall be 20 units/acre; except as provided herein.

- Development on a site that abuts LDR shall cluster density away from the LDR and shall not exceed 60 units/acre within 40 feet of the abutting property line. The Land Development Regulations shall include a process to waive or reduce these requirements in site specific cases where existing or proposed mitigation measures provide for a sufficient transition in densities.
- For sites within the Coastal High Hazard Area (CHHA), the maximum gross density shall be 60 units/acre unless appropriate mitigation is provided consistent with the City's CHHA policies.
- A density bonus of up to an additional 20 units/acre may be granted subject to consistency with all of the following criteria and a case-by-case determination of consistency with the goals, objectives and policies of the Comprehensive Plan:
  - The site must be located along an arterial road;
  - The site must be fully located within one half mile of a site where the developed density equals or exceeds the proposed density;
  - The site must be fully located within one quarter of a mile (1,320 feet) of the CBD and with no more than one intersecting street between the site and the CBD;
  - The abutting and adjacent land use categories must be CGC, HDR, RC or CBD; and
  - The density bonus must be accompanied by a site specific policy adopted in the Future Land Use Element.

The 9.56 acre subject site is a redevelopment of vacant office space into residential apartments. The applicant is proposing a change from CGC and RPI to HDR on the property, to allow for the development of high density residential apartments. The land use amendment is part of a larger PUD rezoning that encompasses a neighboring property and land use amendment, pursuant to 2025-0088. The subject site is located along Arlington Expressway, an FDOT Expressway which connects Arlington and Downtown. The development of a high density residential site fits the character of the area, with multiple other apartment complexes nearby. The amendment would be redevelopment of blighted and long abandoned property. Further, the site is a preferred location for HDR designations according to the HDR land use category and would be compatible with the uses along Arlington Expressway and the adjacent MDR land use category west of the subject site. Additionally, the site would expand the existing HDR boundary from the west with the abutting property that is currently in the HDR land use category pursuant to ordinance 2020-294-E. Therefore, the proposed amendment is consistent with FLUE Objective 1.1, Goal 3, Objective 3.2, and Policy 3.2.6 and 3.2.1.

The companion PUD rezoning is being sought to address the pre-existing site design and reconfigure a once business and office oriented design into a residential development. The PUD redevelops four vacant buildings, of which three have been long term blight on the neighborhood. Therefore, the land use amendment is consistent with FLUE Policy 1.1.9.

The proposed amendment to HDR promotes a compatible land development pattern and provides residential land uses and is a logical extension of the abutting residential land uses in conformance with FLUE Policy 1.1.22 and 1.1.21.

According to the application, the applicant intends to use JEA water and sewer services to the site. Additionally, the companion PUD rezoning requires the use of JEA water and sewer in the written description (Ordinance 2025-88) providing consistency with FLUE Policy 1.2.8.

The proposed amendment does not hinder the private property rights of the owner of record; has no impact on the right of the property owner to possess or control his or her interest in the property; maintains the owner's ability to use, maintain, develop and improve the property; protects the owner's right to privacy and security; and maintains the ability of the property owner to dispose of the property at their discretion. Therefore, the amendment is consistent with PRE Goal 1, Objective 1.1 and Policies 1.1.1 and 1.1.2.

## **Vision Plan**

The application site lies within the boundary of the Greater Arlington Beaches Vision Plan. The plan does not identify specific recommendations for the subject site. A focus of the plan is to create centers to increase development and redevelopment within the district while protecting existing neighborhoods. The proposed amendment would create infill and



redevelopment of an old and blighting site into new housing. Therefore, the amendment is consistent with the Vision Plan.

### **Strategic Regional Policy Plan**

The proposed amendment is consistent with the following Policy of the Strategic Regional Policy Plan:

Policy 4: The Region supports strategies identified by the Regional Community Institute as they worked on First Coast Vision, including:

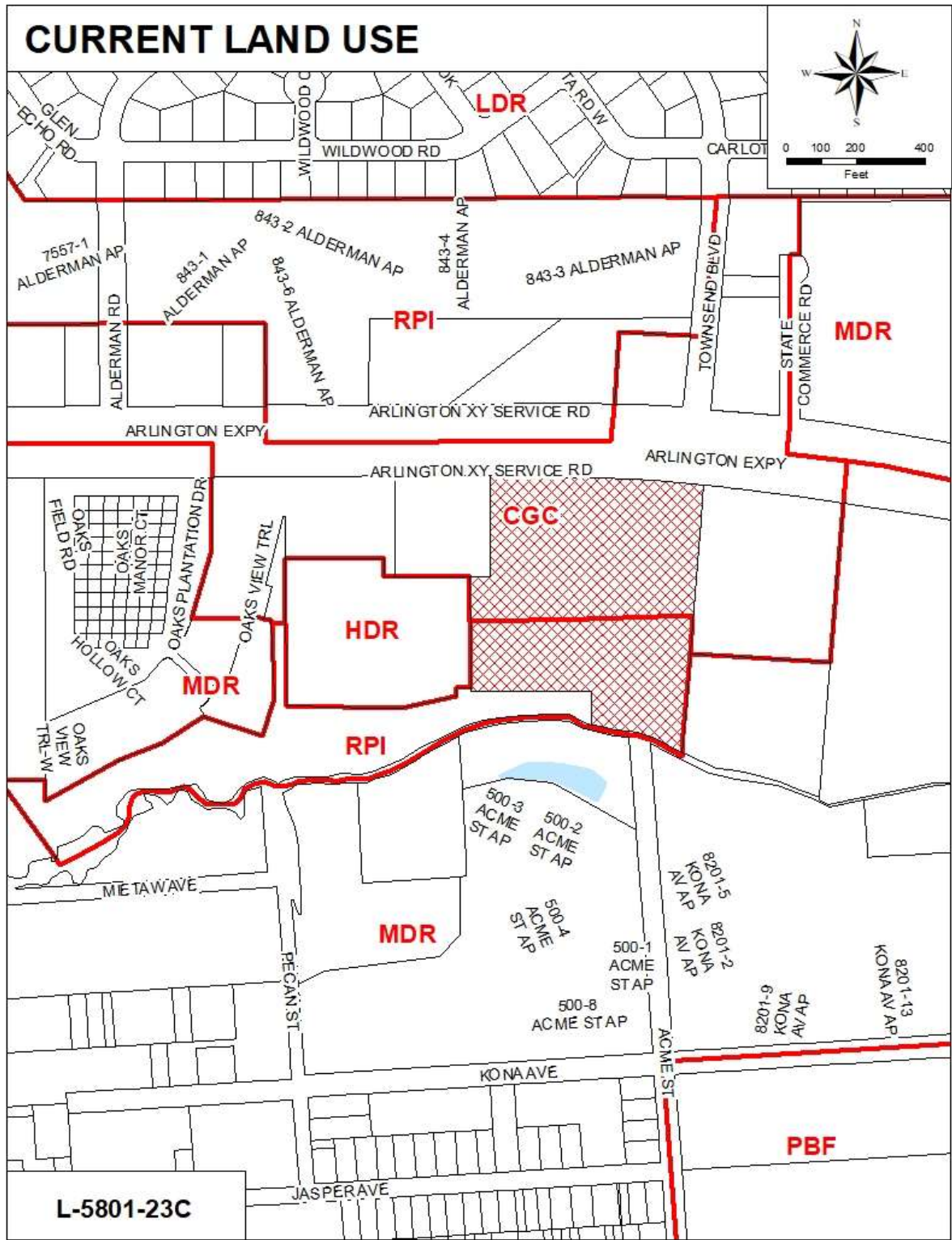
- Infill and redevelopment.

The proposed amendment would allow for the development of underutilized land that is part of a commercially developed parcel. The proposed amendment would therefore allow for an additional infill redevelopment opportunity, consistent with Policy 4 of the Strategic Regional Policy Plan.

### **Neighborhood Action Plan**

The subject site is located within the boundaries of the Woodland Acres Land Use and Zoning Study (2007). The proposed development is located outside of the area designated as the residential core, which is where the majority of recommendations made by the plan are focused. The plan as a whole recommends land use amendments not be supported in the Woodland Acres area, unless they can be determined to enhance neighborhood character and be consistent with the guidelines and findings of the Study. The subject site currently contains a vacant office building and is located near the Arlington Expressway. The site is oriented towards the Arlington Expressway, has no access to the core area of the Woodland Acres Study and is buffered from the core area by Strawberry Creek and the associated wetlands and flood zones. Further, the amendment promotes the redevelopment and the reuse of a vacant office building. The proposed redevelopment of the site as High Density Residential with a companion PUD rezoning provides the opportunity to enhance the character of the neighborhood.

**CURRENT LAND USE MAP**



## LAND UTILIZATION MAP

