



*Future Land  
Use Element*

*Town of Orange Park  
Comprehensive Plan  
2025*

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## A.1 EXECUTIVE SUMMARY

The *Future Land Use Element* establishes through Goals, Objectives and Policies the desired vision of the Town of Orange Park that will govern the logical pattern for continued growth and development in accordance with the State of Florida Comprehensive Plan. The primary purpose of the *Future Land Use Element* is to define the logical pattern of development for the town including the protection of important historical, environmental and neighborhood resources. In keeping with the State of Florida's Comprehensive Plan, the Town's *Future Land Use Element* seeks to provide the framework for a compact and contiguous pattern of development. The *Future Land Use Element* provides the foundation for all other eight (8) Elements of the Comprehensive Plan to create a cohesive and precise vision of the future of the community.

The data and analysis portion of this Element establishes a planning period of fifteen years (2025). It also provides the history and inventory of the existing development pattern in order to understand where the community is today through the filter of the influences that shaped its past.

The compact and contiguous pattern of development in the Town is appropriate given the historic nature of the Town as a great place to live, work and play. In order to ensure a logical development pattern that minimizes the cost of delivery of services and increases quality of life, higher densities and intensities of new development need to occur in close proximity to existing infrastructure. This concentration of more intense uses serves the dual purpose of maximizing the utilization of existing infrastructure while decreasing development pressure on environmentally sensitive lands. As the gateway municipality to Clay County, Orange Park is in the unique position to deliver the logical locations for various types of development to occur.

The goals, objectives and policies (GOPs) of the *Future Land Use Element* guide future growth in the fine balancing act between individual development rights and community benefit. Implementation of the Comprehensive Plan is an important component in preserving and reinforcing the Town's urban form, pattern of development, preventing urban sprawl, and preserving historic and natural resources in order to create a more sustainable urban environment. Therefore, the GOPs must be far-reaching while at the same time allowing the necessary flexibility required by the rapidly changing social, economic and technological landscape. Balancing growth with economic sustainability will become paramount in a time of increasingly limited resources.

Additionally, the *Future Land Use Element* seeks to protect important natural resources. Protection of these resources is especially important given Orange Park's location on the St. Johns River and Doctors Lake. The protection of wetlands serves not only the natural world, but also the built environment through the mitigation of risk from natural disasters.

The *Future Land Use Element* also seeks to protect existing residential areas. These areas can be subject to pressures ranging from conversion to inappropriate commercial use to increased residential densities not in keeping with the existing character. The Element seeks to recognize these pressures and balance personal property rights with the community's best interests through policies that seek to minimize the impact of these outside pressures on residential communities.

## A.2 INTRODUCTION

### A.2.1 Purpose

The *Future Land Use Element* allows the land development authority to locate the specific facilities needed to maintain the adopted level of service standards at the time development impacts occur. It defines the logical pattern of development for the town including protection of important historical, environmental and neighborhood resources and seeks to provide the framework for a compact and contiguous pattern of development. It is through the *Future Land Use Element* and the Future Land Use Map (FLUM) that the town's growth management strategy is fully implemented. It is essential that the uses prescribed by the FLUM be consistent with sound urban development policies which promote compatibility between development activities. The *Future Land Use Element* provides the foundation for all other Elements of the Comprehensive Plan to create a cohesive and precise vision of the future of the community.

There are no existing agricultural uses in the Town. There are no areas falling partially or wholly within areas designated as an area of critical state concern pursuant to Section 380.05, F.S. There are no existing dredge and spoil sites within the Town. There are no known natural or historical resources associated with the vacant land within the Town that would prevent its development. There are no minerals of value or harbors within the Town. Analysis of proposed development and redevelopment as may be reflected by locally prepared hazard mitigation reports, as required in Rule 9J-5.006(g), F.A.C. is not germane in that there are no such studies in existence. Due to the small amount of vacant land in the Town, future uses and activities are generally the same as existing.

### A.2.2 Relationship to the Town's Comprehensive Plan

There are key connections between the *Future Land Use Element* and the other eight (8) Elements of the Town's Comprehensive Plan which include the following:

- The *Transportation Element* deals with the Town's road network and addresses mass transit, bicycle paths and pedestrian walkways. The policies of the *Transportation Element* must reflect those of the *Future Land Use Element* to ensure that roads are designed in a manner which minimizes impacts to the surrounding land uses and promote a pedestrian friendly community.
- The *Housing Element* acts as the guide to local decision makers in their efforts to enact policy that will affect the housing needs of the residents of the Town of Orange Park. It is connected to the *Future Land Use Element* as the Element identifies the land to accommodate the housing needs of the Town by designation of land for residential, mixed-use, sufficient amounts of land for related uses, and providing for compact and contiguous pattern of development.
- The *Infrastructure Element* is divided into three subelements pertaining to Stormwater Management, Solid Waste and the provision of Sewer and Potable Water services. It connects to the *Future Land Use Element* through the impacts the proposed facilities have on the existing level of service at the time the proposed facilities are completed. Facility site location criteria and overall policies regarding the Town's infrastructure must be taken into consideration during the establishment of levels of service for water and sewer facilities is the adopted level of service is to be maintained at the time development impacts occur.
- The *Conservation Element* inventories and describes the existing conservation areas within and adjacent to the Town. It provides the underlying foundation and detailed policies regarding conservation, use and protection of natural resources. It is through the *Future Land Use Element* and the FLUM that the town's growth management strategy is fully implemented. Therefore, it is essential that the uses prescribed by the FLUM promote compatibility between development activities and the conservation of natural resources.
- The *Recreation and Open Space Element* identifies the potential recreational opportunities available to the residents of the Town. Such opportunities are required to satisfy level of service issues. The *Future Land Use Element* provides the overall growth management strategies for the Town by defining the direction and intensity of future growth and

development and strongly influences the analysis of future recreational demand and facility needs in different portions of the Town.

- The *Intergovernmental Coordination Element* reviews and inventories intergovernmental communication as it relates to other Elements of the Town's Comprehensive Plan. It identifies and analyzes existing mechanisms of intergovernmental coordination, identifies needs and makes recommendations to ensure consistent implementation of the Comprehensive Plan as to the effect land use decisions have on a regional level.
- The *Capital Improvements Element* ensures "concurrency," as defined and required by Chapter 9J-5.003 and 9J-5.016, F.A.C., is achieved within a five (5) year Capital Improvements Schedule (CIS). The CIS is a tool used by the Town for managing growth and maintaining or improving the level of service.
- The *Public School Facilities Element*, by virtue of the overall growth management strategies, analyzes the direction and intensity of future growth and development identified in the *Future Land Use Element* in siting any future public school facilities consistent with the FLUM.

## **A.3 LEGISLATION**

### **A.3.1 Federal Regulations**

Although the Town coordinates and participates with a variety of entities, there are no federal regulations governing the *Future Land Use Element*. Most entities realize the importance of identifying and resolving incompatible goals, objectives and policies and therefore voluntarily include processes and procedures that benefit the coordination efforts between the participants.

### **A.3.2 Florida Statutes**

Chapter 163, Part II, F.S., the Local Government Comprehensive Planning and Land Regulation Act (also known as the Growth Management Act), requires that each city and county prepare and adopt a comprehensive plan containing elements that address growth management issues including conservation.

Chapter 187, F.S. details the State Comprehensive Plan which contains many policies which impact all elements of the Town's Comprehensive Plan. Policy considerations include land use, public facilities, transportation, government efficiency and plan implementation. This Element must also be compatible with the State Comprehensive Plan.

Chapters 373 and 403, F.S. contain requirements that relate to water resources and environmental controls.

### **A.3.3 Florida Administrative Code**

Rule 9J-5, F.A.C. establishes the minimum criteria for local government comprehensive plans and is utilized by the Florida Department of Community Affairs to determine whether such plans fulfill the requirements of the Growth Management Act. This rule prescribes the minimum requirements for each element of the comprehensive plan.

### **A.3.4 Strategic Regional Policy Plan**

The Northeast Florida Regional Council assists local governments and state agencies in planning for future development by providing a comprehensive regional approach which promotes sound urban planning principles to meet the growth demands of the area. The Council adopted a Strategic Regional Policy Plan (SRPP) in 1997 which promotes sustainable growth and development patterns critical to the continued regional prosperity and quality of life. The SRPP consists of demographics, economic conditions, natural systems, and goals, indicators and policies which address five (5) regional issues: affordable housing, economic development, emergency preparedness, natural resources of regional significance, and regional transportation. The Town's Comprehensive Plan must be consistent with the SRPP.

### **A.3.5 Town Ordinance Code**

Appendix A of the Orange Park Code is known as the Land Development Regulations and deal with a variety of Articles such as zoning, subdivisions, landscaping and tree protections, environmentally sensitive lands, floodplain protection, signs, and concurrency. These regulations allow for a variety of planned developments and promote density allowances in return for flexibility in the building placement and housing mixture.

## A.4 INVENTORY AND ANALYSIS

### A.4.1 History

The Town of Orange Park is located in northern Clay County, immediately south of south of the City of Jacksonville and west of the St. Johns River. Clay County is the second most populous county in the seven-county northeast Florida region and has experienced enormous growth over the past twenty years, with a significant amount of growth occurring during the past ten years. Most of this growth has been in the form of residential communities, with limited corresponding growth of employment centers; this has resulted in the perpetuation of the Town of Orange Park as a "bedroom community" of Jacksonville.

The Town has roots back to the 1780's and 1790's during the second Spanish period in Florida history. At that time, Orange Park was known as "Laurel Grove," a name that was given by Sarah and William Pengree who had received a land grant from the Spanish Governor. Following William's death, the farm and plantation at Laurel Grove fell into disrepair until it was sold to a young energetic planter by the name of Zephaniah Kingsley. Beginning in 1803, Kingsley established his plantation at Laurel Grove and developed it into a model farming operation that flourished over the next 10 years. By 1817 Kingsley had relocated his plantation operations to Fort George Island and had sold Laurel Grove to John H. McIntosh, another local land baron and plantation owner.

The Town of Orange Park was founded in 1877 by the Florida Winter Home and Improvement Company, with owners and trustees predominantly from Boston, Massachusetts. As a direct result of hard times following the Civil War, the old "McIntosh" plantation at Laurel Grove was in shambles and changed hands several times. After purchasing several thousand acres of property in the area, the Florida Winter Home and Improvement Company created a new town and called it Orange Park. The property was subdivided into building lots and small farm tracts, and the present street system was laid out which included Kingsley Avenue, River Road and Plainfield Avenue. To enhance the sale of the property that was marketed up north, many lots were planted with orange trees, a cash crop even in those days. Two years later, following a local referendum, the Town was incorporated by a Special Act of the Florida Legislature in 1879. A large hotel was built at the foot of Kingsley Avenue, along with a 1,200 foot wooden pier which extended well into the river and could accommodate steamboats which attracted the northern tourist trade.

Orange Park remained a sleepy town until after the opening of the more than three-mile-long Buckman Bridge in 1970, which connected Clay County with the southern part of the City of Jacksonville. Since that time, Orange Park has grown dramatically and has developed as the northeastern gateway to Clay County. Commerce and business has flourished, not only in the Town, but in the greater Orange Park area as well. The Town and its government have continued to make a wide variety of improvements in an effort to meet the demands of its citizens and residents. The new Town Hall built in 1995 is a tribute to the Town of Orange Park and stands as an outstanding example of the character of residents and the far sightedness of those who call Orange Park home. Suburban-scale residential and strip commercial development characterize the Town of Orange Park. Primary commercial corridors include Park Avenue (U.S. Highway 17), Kingsley Avenue (State Road 224) and Wells Road. The Town of Orange Park is largely built-out with nearly no large vacant tracts remaining; therefore, future development in this area will be in the form of redevelopment.

### A.4.2 Population

In contrast to the rapidly growing populations of unincorporated Clay County as well as the State of Florida, the Town of Orange Park has seen a decline in its population since 1990. This population decline is attributable to a number of factors, including declining household size and built-out conditions in the Town. Data from the U.S. Bureau of the Census and University of Florida's Shimberg Center for Affordable Housing indicate that the seasonal population in the Town of Orange Park is negligible. As shown on Table A.3, Orange Park's population has grown much less rapidly than was anticipated in 1991, declining rather than increasing. This decline is expected to continue into the future as households decrease in size in this built-out community.

Year	Population
1970	5,019
1980	8,766
1990	9,488
2000	9,081
2006	9,034

Source: Bureau of Economic and Business Research, University of Florida

Population	Orange Park	Clay County	Florida
1990 Census	9,488	105,986	12,938,071
2000 Census	9,081	140,814	15,982,824
<i>% Change 1990-2000</i>	<i>-4.29%</i>	<i>32.86%</i>	<i>23.53%</i>
2008 Estimate	9,085	185,168	18,807,219
<i>% Change 2000-2008</i>	<i>+0.04%</i>	<i>+31.50%</i>	<i>+17.67%</i>

Source: U.S. Bureau of the Census, Bureau of Economic and Business Research, University of Florida

Year	1991 Projections	Estimates and Projections
2001	10,280	9,171
2006	10,640	9,106
2008	N/A	9,085
2010	N/A	9,029
2015	N/A	8,906
2020	N/A	8,766
2025	N/A	8,615
2030	N/A	8,461

Source: U.S. Bureau of the Census, Shimberg Center for Affordable Housing

### A.4.3 Existing Land Use

Land use is the human modification of the natural environment into a built environment. It is an important component of planning which should ensure logical, economic development in a compact and contiguous pattern which benefits a wider economy and population yet still protects the natural environment. The first step in defining a logical future land use pattern is to inventory the existing pattern of land use including all vacant lands. Table A.4 details the Town's land area by generalized categories and the Existing Land Use Map (Figure A.1) is on the following page. The largest proportion of land in Orange Park is designated residential. Land designated for employment generating uses, such as commercial and industrial make up a very small share of total land area.

<b>Land Use</b>	<b>Acres</b>	<b>Percent of Total</b>
Agricultural	0.00	0.00%
Residential Low Density	1,241.09	54.56%
Residential Medium Density	369.37	16.24%
Commercial Low Intensity	161.30	7.09%
Commercial Medium Intensity	102.70	4.52%
Commercial High Intensity	108.61	4.78%
Industrial Light Warehouse	18.58	0.82%
Recreation and Open Space	49.15	2.16%
Schools	58.88	2.59%
Public/Semi-Public	54.46	2.39%
PUD	110.45	4.86%
<b>TOTAL</b>	<b>2,274.61</b>	<b>100.00%</b>

Source: GCS Consulting Engineers, 2007 GIS

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After reviewing Town records, it was determined that there are no outstanding development orders of significant scope that would decrease current levels of service.

#### Existing Roadways

The Town is in the less than desirable position of hosting large amounts of traffic which is generated from outside the town limits. Most of the traffic on Park Avenue and Kingsley Avenue from outside the Town must funnel through Orange Park to reach Jacksonville Naval Air Station, downtown Jacksonville or connect with I-295. Blanding Boulevard and Wells Road offer little relief to the congestion at I-295 and Park Avenue. In any event, the traffic will impact on the quality of life in Orange Park as well as local traffic circulation. Traffic demand management mechanisms have been considered early on in the planning period and are implemented by State or regional governments. The solution to this traffic problem cannot be achieved by the Orange Park circulation system alone, but must be addressed at the county and regional level.

The Town of Orange Park straddles **Park Avenue** (US 17 / SR 15), one of the important north-south arteries in the northeast Florida region. Park Avenue intersects with I-295 just beyond the northern corporate limits of Orange Park. The interchange and right-of-way of I-295 at this point are in Duval County rather than Clay County. Park Avenue has six lanes, no on-street parking, and median strips with turning lanes.

**Plainfield Avenue** parallels Park Avenue for about two-thirds of its length and intersects with Park Avenue at Holly Point Road (southern end of town) and Wells Road (SR 28) on the north side of town. River Road, which extends from Kingsley Avenue (SR 224), along the St. Johns River to the intersection of Johnson Avenue, is the third north-south facility within the Town.

**DeBarry Avenue**, which connects Kingsley Avenue and Wells Road, is the final north-south roadway.

The primary east-west facility in the Town is **Kingsley Avenue** (SR 224). It originates at River Road and runs westward beyond the corporate limits to the Orange Park Mall. Kingsley Avenue has four lanes with some on-street parking, designated bike lanes and median strips with turn lanes.

**Doctors Lake Drive** (CR 224) runs in a northeasterly, southwesterly direction and serves as a major thoroughfare. It intersects with Kingsley Avenue which is its terminus. It is now two-laned and has the capability of being widened as growth to the south demands. Doctors Lake Drive also has a designated bike path.

Two short segments also included in the primary system are **Stiles Avenue**, which runs east-west between River Road and Plainfield Avenue, and **Miller Street**, which runs north-south between Gano and Kingsley Avenues.

The remainder of the roads are local collectors or service streets, truncated in many instances, and branching off the arterials and collectors previously noted. They include Campbell Avenue, Orange Avenue, Milwaukee Avenue, Smith Street, Astor Street, and Holly Point Road, east of Park Avenue. There is one rail line within the town limits, CSX Railroad, that parallels the western boundary of the Town along Doctors Lake Drive.

#### Sanitary Sewer

The Town of Orange Park owns and operates the wastewater treatment plant located at 700 Ash Street adjacent to the CSX Railroad. The Town has purchased additional land for buffering purposes. Unsewered areas are located primarily in the extreme northeast corner of the town limits and the Holly Point area. The wastewater treatment plant has a capacity to treat up to 2.5 million gallons per day (MGD). On average, the flow treated per day is 1.2 to 1.3 MGD, based on historical flow data. The facility is designed to provide 98 percent BOD removal which exceeds the Florida Department of Environmental Protection (DEP) and U.S. Environmental Protection Agency requirements of 90 percent. The Town's facility also has a Natural Pollutant Discharge Elimination Permit. The DEP permit currently allows the plant to discharge the chlorinated effluent through a 16-inch force main to the St. Johns River.

The Sanitary Sewer Subelement contained in the *Infrastructure Element* projects that wastewater treatment plant has more than adequate capacity remaining through the planning period. This is based on a level of service of 1.29 gallons per capita per day. Approximately 2.0 MGD capacity is available by the year 2025. The plant is in good operating

condition, according to the Public Works Department. Currently, the lines are also in good shape, due to ongoing maintenance, replacement and repairs of old and damaged sewer lines. The sewer lines are various ages and will be replaced or repaired throughout the planning period as needed.

#### Solid Waste

Clay County and Nassau County own the landfills used by Orange Park and are responsible for their operation and maintenance. Clay County is also responsible for siting and permitting any new landfills needed for the future population in Clay County. The Sanitary Division of the Town's Public Works Department has the responsibility for the solid waste collection. Their garbage and trash collection operation services the entire area within the town limits.

The Town's recycling program began in 1990. The program has reduced operating costs, including reduction of landfill costs, trips to the landfill, man-hours and fuel expenses. The effects of a highly publicized public information program have contributed significantly to the increase in citizen participation and commitment to the recycling program. The Town is experiencing great success with their recycling program which has blossomed into a full-scale program collecting approximately 600 tons annually. It now accepts limited hazardous waste and has expanded its collectibles to include plastics 1 and 2; clear, green, and brown glass; tin cans; cardboard and mixed paper.

#### Stormwater Management

The drainage areas comprise four major drainage areas and is coterminous with the Town's corporate limits. Responsibility for drainage is shared by the Town with Clay County and the Florida Department of Transportation. Surface water from all of the four drainage areas eventually flows into the St. Johns River. Because of the fact that much of the system consists of natural drainage, there have not been any capacity measurements made of the total system.

The eastern-most portion of the Town, east of Park Avenue, drains directly into the St. Johns River with a major overflow at Johnson Slough. In the central portion of the Town, generally between Park Avenue and the CSX Railroad including that portion outside the Town (north and west of the town limits) runoff is channeled into the Dudley Branch where it flows in a southerly direction and eventually drains into Johnson Slough and Doctors Lake. The natural marsh area of Johnson Sough and the area where Dudley Branch flows into Johnson Slough serves as a ponding area and filter bed for the water as it finds its way to the St. Johns River and Doctors Lake. The bulk of the western portion of the Town, west of the CSX Railroad, drains south though a FDOT right-of-way. The remainder of the western portion of the Town, the Bellair area, drains westward into McGirt's Creek.

#### Potable Water

The Town of Orange Park owns and operates one potable water treatment facility with 3.0 million gallons per day (MGD) treatment capacity. The current demand on this facility is 1.46 MGD while peak demand averages 1.98 MGD. The average annual demand on this facility is 149 gallons per capita per day. A back-up reservoir is located on Smith Street which runs parallel to Park Avenue, west of the St. Johns River. It was built for storage purposes only. The level of service standard for the Town of Orange Park is 149 gallons per day. Future demands on the Town's water service are not expected to exceed the system's capacity. The Town has extended lines into the majority of Orange Park and therefore, new residential and commercial growth shall have access to the system. Overall, the treatment plant is in good condition and has 100 percent capacity. The Town should not need any more treatment plants or well capacity through the planning period. General maintenance of the existing facility should be sufficient to serve the present and future population with safe drinking water.

The Town provides water service to the majority of residents within the town limits. One exception is along Bellair Boulevard and approximately five small side streets which stem off of Bellair. This area is served by the Clay County Utilities Authority who provides water and sewer to a large portion of unincorporated Clay County near the Town. Future expansion of the Town's system will include those areas in the Town which currently are not being served. No expansion outside the town limits is expected to occur.

Natural Groundwater Aquifer Recharge

The principle source of potable water in Orange Park, as in most of northeast Florida, is the Floridan Aquifer. Water, generally under artesian pressure, occurs in layers of limestone and sand in the Hawthorne Formation and in limestone layers and shellbeds in the Choctawhatchee Formation. Recharge to the Floridan Aquifer occurs in southwest Clay County in the Keystone Heights lake region, well outside the town limits. In this area, the potentiometric surface is below the water table, and water moves downward from the water table through the semi-permeable confining beds and into the Floridan Aquifer. Water quality tests conducted by the U.S. Geological Survey has found water in Clay County is of good chemical quality and has not changed noticeably.

An analysis of the types of soils in Orange Park reveals the following soil map units might facilitate recharge to the surficial aquifer: Blanton Fine Sand, Penney Fine Sand, Ortega Fine Sand, and Ortega Urban Land Complex. These soils are moderately well-drained and excessively drained soils that are sandy throughout. In terms of hydrology, these soils have a high rate of water transmission. All of the other soils in the Town are classified as having only a moderate or slow rate of water transmission. For the most part, the areas are located throughout the developed areas of the Town. Given that only a few small vacant lots and tracts of land are undeveloped in Orange Park, there is little likelihood that recharge to the surficial aquifer is significant, if at all.

**A.4.4 Vacant and Developable Land**

At the time of the first Evaluation and Appraisal Report (EAR) in 1998, 242.78 acres (approximately 10 %) of land in the Town were vacant and considered developable. At the time of the second EAR in 2008, 109.25 acres (less than 5%) of the Town's land area is vacant and developable. Seventy-one percent (71%) of the vacant land is currently designated for residential uses, and twenty-nine percent (29%) is designated for commercial uses. A summary of vacant and developable land by Future Land Use Map category is provided on Table A.5. At presently allowable densities and intensities, an additional 431 dwelling units and 892,740 square feet of commercial space could potentially be accommodated on the Town's vacant and developable land.

<b>Table A.5 Vacant Lands with Development Potential</b>			
<b>Future Land Use Designation</b>	<b>Acres</b>	<b>Residential Development Potential</b>	<b>Nonresidential Development Potential</b>
Low Density Residential	47.76	191 DU	N/A
Medium Density Residential	29.96	240 DU	N/A
Commercial, Low Intensity	11.78	N/A	333,538 SF
Commercial, Medium Intensity	6.96	N/A	197,066 SF
Commercial, High Intensity	12.79	N/A	362,136 SF
<b>TOTAL</b>	<b>109.25</b>	<b>431 DU</b>	<b>892,740 SF</b>

Source: 2008 Prosser Hallock, Inc.

**A.4.5 Future Land Use**

It is the intent of the *Future Land Use Element* and the implementing policies to promote compact and contiguous growth patterns to assist the Town in growing and developing into a viable economic center. Staff reviewed the current future land use categories in Policy 1.1.5 to propose changes that provide clear measures governing future non-residential development. Rule 9J-5.006(2)(c)(L), F.A.C. requires these categories include residential density standards and nonresidential intensity standards that provide meaningful and predictable standards for both public and private lands in these land use categories. While both residential categories contain maximum residential densities, no nonresidential intensity standards are contained within Policy 1.1.5.

In an effort to establish standards for intensity of nonresidential land uses, the Town reviewed the existing development patterns to determine the intensities that exist under the current zoning classifications. There are generally two accepted methods of measuring nonresidential intensity: lot coverage and floor to area ratio (FAR). Lot coverage is commonly utilized in suburban areas as the majority of development that occurs tends to be single story. Due to the fact that Orange Park has a number of Multi-story buildings, the Town chooses to utilize the FAR method. FAR is the ratio of the gross floor area of all the buildings or structures on a lot divided by the total lot area.

In addition to the nonresidential land use categories, the Town's remaining land uses were reviewed to establish meaningful and predictable intensity standards for the use and development of land which will guide the content of the land development regulations. For conservation lands, which are generally undeveloped and held for a variety of uses such as open space, flood hazard mitigation, educational, recreational uses, the Town determined a maximum FAR of 0.05.

<b>Table A.6 Nonresidential Future Land Use Category Intensities</b>	
<b>Future Land Use Category</b>	<b>Floor Area Ratio</b>
Commercial, Low Intensity	0.20
Commercial, Medium Intensity	0.40
Commercial, High Intensity	1.00
Industrial Light Warehouse	1.50
Recreation and Open Space	0.05
Public/Semi-Public	1.50

The Town's adopted future land use designations are identified in Table A.7 and the Future Land Use Map (Figure A.2) is on the following page.

<b>Future Land Use Designation</b>	<b>Description</b>	<b>Density/ Intensity</b>	<b>Acres</b>	<b>Percent of Total</b>
Low Density Residential	Consists primarily of single-family residential units on individual lots and accessory uses.	0 to 4 units/acre	1,241	55%
Medium Density Residential	Consists primarily of duplex dwelling units and multi-family dwelling units.	4.1 to 8 units/acre	480	21%
Commercial, Low Intensity	Consists primarily of business, professional medical and dental offices, churches, neighborhood retail and services.	FAR = 0.20	161	7%
Commercial, Medium Intensity	Consists primarily of retail and service establishment, medical and dental offices and clinics, shopping centers, auto service stations, churches, and community sales and services.	FAR = 0.40	103	5%
Commercial, High Intensity	Consists of a wide array of commercial uses, such as hotels, motels, churches, automobile sales, service and repair, and others.	FAR = 1.00	108	5%
Industrial	Consists primarily of storage, warehousing and light industrial activities.	FAR = 1.50	19	<1%
Public and Semi-Public	Consists of civic, cultural, government, religious, recreation, utilities, and other public necessity uses.	FAR = 1.50	163	7%
Conservation	Permits those uses in the base district that are consistent with Policy 1.1.6.	FAR = 0.05	0	0%
<b>TOTAL</b>			<b>2,275</b>	<b>100.0%</b>

#### **A.4.6 Land Needed for Projected Population**

Given the projected population of the Town is not expected to increase during the planning period (see Table A.3), there is no additional land needed to accommodate the projected population during the planning period.

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#### **A.4.7 Need for Redevelopment**

The number of substandard housing units in Orange Park does not constitute a need for redevelopment. The Town is making efforts to eliminate blighted areas (clean it up, green it up, or burn it). The Town makes the determination as to whether those housing units in substandard condition should be demolished or rehabilitated.

There are no known inconsistent land uses in Orange Park. Traditionally, the review of requests for development approval has considered a variety of land use factors, but has generally focused upon the compatibility of the proposed use and intensity with nearby developed properties. Once these two compatibility factors have been achieved, the minimum development standards of the appropriate zoning district are then uniformly applied to the development proposal in order to safeguard the public health, safety and welfare.

The focus of new construction during the reporting period shall be on redevelopment. There remains little vacant property within the town limits. The town is landlocked on its eastern and southern boundaries. There are no large tracts of vacant, developable land either north or west of town. In 2009, the Town Council adopted redevelopment guidelines for the Town's two commercial corridors, Park Avenue and Kingsley Avenue. These guidelines are intended to be flexible, practical, performance based, and an effective means of creating compatibility in the environment in building form, architectural treatment and overall function. They encourage mixed-use redevelopment by focusing on building form rather than land use. Land use becomes secondary to the building's relationship to the street and adjacent buildings.

#### **A.4.8 Redevelopment of Flood Prone Areas**

The 100-year floodplain is located along Dudley Branch, Johnson Slough, the FDOT right-of-way drainage basin and along the fringes of the St. Johns River and Doctors Lake. The 500-year floodplain is located at the northern end of Dudley Branch and the FDOT right-of-way drainage basin. Floodplain areas provide flood protection, filter runoff of pollutants, and serve as habitats for wildlife. Any development that occurs in these areas is reviewed by the General Services Department in order to protect the natural functions of the floodplains.

Development and redevelopment in flood prone areas is not prohibited. However, the floodplains are subject to regulations that dictate more stringent construction standards and controls alteration of floodplains and stream channels. Article VI of the Town's Land Development Regulations includes requirements to minimize public and private losses due to flood conditions in flood hazard areas. The Town has elected to participate in the National Flood Insurance Program which is administered by the Federal Emergency Management Agency. The purpose of the program is to protect lives and property through the implementation of floodplain management measures which requires development to be constructed above the base flood elevation.

#### **A.4.9 Redevelopment Based on Hazard Mitigation Reports**

There are no hazard mitigation reports in existence for the Town. Future Land Use Element Objective 1.8 requires the Town to adopt hazard mitigation and post-disaster redevelopment plans during the planning period. These plans shall establish long-term policies regarding redevelopment, infrastructure, densities, nonconforming uses and future land use patterns.

## A.5 GOALS, OBJECTIVES AND POLICIES

GOAL 1	TO DEVELOP AND MAINTAIN LAND USE PROGRAMS AND ACTIVITIES WHICH WILL BUILD UPON THE EXISTING FOUNDATION OF A GOOD WORKING AND LIVING ENVIRONMENT BY DIRECTING NEW GROWTH INTO AREAS WHICH CAN ACCOMMODATE SUCH GROWTH, IMPROVE THE QUALITY OF LIFE AND CREATE A SOUND ECONOMIC BASE WITH MINIMUM ADVERSE IMPACT ON THE NATURAL ENVIRONMENT.
Objective 1.1	In the preparation of the Future Land Use Map and in all future amendments thereto, the Town shall ensure that all future land uses are consistent with existing environmental constraints including, but not limited to, topography, soils, vegetation, wetlands, drainage and aquifer recharge areas.
Policies	<p>1.1.1 All future land use decisions shall be consistent with the Conservation Element.</p> <p>1.1.2 Decisions on land use changes shall be based on the analysis of the following items without regard to priority:</p> <ul style="list-style-type: none"> <li>(a) Surrounding uses</li> <li>(b) Surrounding zoning</li> <li>(c) Acreage</li> <li>(d) Soils and topography</li> <li>(e) Description of site</li> <li>(f) Flood zone</li> <li>(g) Impact on adopted levels of service</li> <li>(h) Availability of adequate water supplies</li> </ul> <p>1.1.3 The land development regulations shall address, at a minimum, the following provisions:</p> <ul style="list-style-type: none"> <li>(a) <b>Stormwater Management and Drainage:</b> The land development regulations shall ensure that prior to issuing building permits for new development or major redevelopment projects all stormwater systems have been permitted in accordance with rules established by the DEP and/or SJRWMD. All stormwater systems shall be constructed in conformance with the level of service standards established in the Stormwater Management subelement of this Plan.</li> <li>(b) <b>Safe and Convenient On-Site Traffic Flow and Vehicle Parking:</b> Land uses shall be discouraged if traffic is generated on roads in amount that would adversely affect traffic flow, traffic control, and traffic safety.</li> <li>(c) <b>Signs and Subdivision of Land:</b> The regulation of subdivisions and signage shall continue to be evaluated and implemented through the City's Code of Ordinances.</li> <li>(d) <b>Buffering/Screening:</b> land development regulations shall ensure that land uses which are potentially incompatible either due to type of use or intensity of use, shall be buffered from one another through the provision of open space, landscaping, berms, site design or other suitable means.</li> <li>(e) <b>Regulation of the Development of Flood Prone Area:</b> The City's land development regulations shall incorporate its floodplain ordinance to protect and maintain the natural functions of the floodplains and creeks.</li> <li>(f) <b>Landscape:</b> land development regulations shall incorporate and be consistent with the City's Tree and Landscape Ordinance.</li> </ul> <p>1.1.4 New and replacement gasoline tanks, hazardous material storage tanks, industrial land uses, commercial agriculture activities shall be prohibited within 100 feet of public potable water, well fields and environmentally sensitive lands.</p>

Policies

1.1.5 The Town will maintain a Future Land Use Map and land use classification system that provides for the distribution, extent and location of a variety of uses:

- (a) **Low Density Residential** (0 to 4 dwelling units per acre). This category consists primarily of single-family residential units on individual lots and accessory uses. Churches may also be allowed in this district. Accessory dwelling units such as granny flats or garage apartments are permitted and shall not count toward density calculations.
- (b) **Medium Density Residential** (4.1 to 8 dwelling units per acre). This category consists primarily of duplex dwelling units and multi-family dwelling units. Single-family dwellings, group homes, housing for the elderly, churches, retirement homes and similar uses may also be included. Accessory dwelling units such as granny flats or garage apartments are permitted and shall not count toward density calculations. Existing residential developments which exceed 8 dwelling units per acre shall be allowed to remain at its existing density. In the event of natural, man-made or market conditions these developments may be reconstructed to existing density levels.
- (c) **High Density Residential** (8.1 to 15 dwelling units per acre). This category consists primarily of attached single-family dwelling units and multi-family dwelling units. Detached single-family homes, group homes, housing for the elderly, churches, retirement homes and similar uses may also be included. Development within this category shall be subject to specific performance standards contained in the land development regulations.
- (d) **Commercial, Low Intensity**. This category consists primarily of business, professional medical and dental offices, churches, neighborhood retail and services. The development intensity shall not exceed a floor area ratio of 0.20.
- (e) **Commercial, Medium Intensity**. This category consists primarily of retail and service establishment, medical and dental offices and clinics, shopping centers, auto service stations, churches, and community sales and services. The development intensity shall not exceed a floor area ratio of 0.40.
- (f) **Commercial, High Intensity**. This category consists of a wide array of commercial uses, such as hotels, motels, churches, automobile sales, service and repair, and others. The development intensity shall not exceed a floor area ratio of 1.00.
- (g) **Industrial**. This category consists primarily of manufacturing, assembly, distribution, and storage of material goods. The development intensity shall not exceed a floor area ratio of 1.50.
- (h) **Public and Semi-Public**. This category consists of civic, cultural, government, religious, recreation, utilities, and other public necessity uses. The development intensity shall not exceed a floor area ratio of 1.50.
- (i) **Conservation**. Potential development within this category shall be limited to open space, natural resource preservation, and passive recreational uses. These uses must be consistent with Policy 1.1.6. Consistency of any particular proposed use will be determined in part by responsiveness to any applicable State or Federal permitting requirements.
- (j) **Mixed-Use**. Provide for a mixture of uses developed on a unified site by including two or more of the following uses: multi-family residential, office, retail, restaurant, recreation, and entertainment, light industrial in association with retail sales, medical or governmental. Acceptable mixed use may be emblematic of a single building containing more than one type of land use or a single development of more than one building and use, where the different types of land uses are in close proximity, planned as a unified complementary whole, and functionally integrated to the use of shared vehicular and pedestrian access and parking areas. Maximum nonresidential floor area ratio of 0.8. A density bonus for mixed-use projects is specified in Policy 1.1.9. The following criteria are applicable to all mixed-use developments:

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Policies

1. Property must be located along an arterial or major collector roadway.
2. Mixed-use development shall be compact with multiple connections to and from surrounding areas. Upper-floor residential units over non-residential ground floor space shall be encouraged.
3. Nonresidential uses are required to be provided at a minimum of 250 square feet per residential unit and a maximum rate of 750 square feet per residential unit.
4. Half of the development's nonresidential square footage must be completed prior to issuance of building permits for more than 70 percent of the total planned residential units.
5. Within mixed-use district, the Town should prohibit automobile-oriented land uses that discourage pedestrian activity, including but not limited to car washes, motels (hotels are acceptable), storage facilities, auto dealerships, drive-through uses, warehouses, and street-level parking lots. "Automobile-oriented" shall mean any land use that includes a vehicular drive-through or provides vehicular fueling, sales, storage, parts, maintenance, repair, cleaning or detailing. Land uses encourage pedestrian activity when they are located where they are able to capture some trips that otherwise end up on external roads; are located within a quarter-mile of residential properties; offer greater street security when people are coming and going at all hours; are readily accessible by sidewalk; and offer bicycle parking.
6. Mixed use projects are encouraged to put "eyes on the street" with front façade windows and doors.
7. Maximum building height shall be four (4) levels or 55 feet, except within the Commercial High Intensity land use designation.
8. Architectural design is to be used to create a human-scale environment. Nonresidential square footage with residential units above must be oriented to the street to create a pedestrian-friendly environment.
9. All uses shall be served by sidewalks. Residential uses shall have access to a minimum six foot-wide sidewalk; nonresidential uses at ground level shall front on a minimum ten foot-wide sidewalk.
10. The development shall be connected to adjacent parcels (nonresidential and undeveloped residential) through the use of streets, sidewalks and bike lanes/paths. Sidewalks or other pedestrian ways internal to the development site shall provide connection between uses.

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Deleted: Town review and acceptance of site and architectural plans through the Planned Unit Development ("PUD") process shall be required for development within the Mixed Use designation. Mixed Use developments are exempted from the 3-acre minimum size requirement for PUD found in the land development regulations.¶

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- 1.1.6 Conservation areas delineated on the Future Land Use Map shall also be delineated on the maps of the land development regulations. This category is intended to protect environmental features, while allowing the potential for appropriate development consistent with Article VI of the Town's Land Development Regulations. Development in these areas shall be consistent with the regulations of SJRWMD, ACOE, and DEP.
- 1.1.7 Development orders shall not be issued in areas where soil conditions are not adequate for building construction, percolation for septic tanks or drainage.
- 1.1.8 The Land Development Regulations shall provide strategies which maximize the use of existing facilities and services through redevelopment, urban infill development and other strategies for urban revitalization.

Policies 1.1.9 A residential density bonus of up to fifteen (15) dwelling units per acre is permitted for mixed-use development projects that can account for at least ten (10) points from the performance standards listed below. A residential density bonus of up to twenty (20) dwelling units per acre is permitted for mixed-use development projects that can account for at least fifteen (15) points from the performance standards listed below:

Points Performance Standards

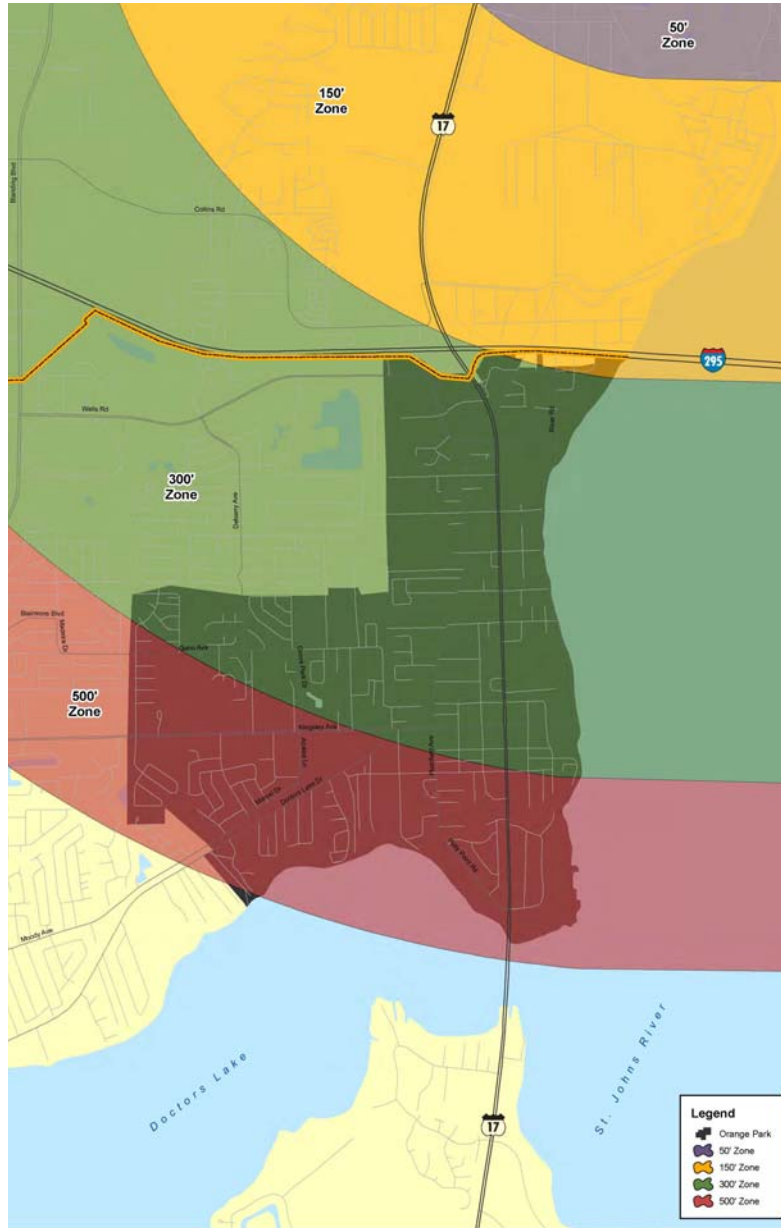
- 1 Distinguishing architectural features such as decorative cornices, columns, reliefs, and other façade ornamentation
- 2 Locate all parking to the rear of the building
- 2 Consistent and contiguous building edge along public sidewalk
- 3 At least three (3) different land uses contained within building or on the same site
- 5 Parking in structured deck with architectural façade
- 3 Enhancing the street environment with hardscape elements
- 4 Mixed use with residential component that is 85% renter-occupied
- 4 Public plaza integrally connected with public transit stop
- 5 Stormwater management system capable of being shared by other developments (one large pond versus several small ponds) or an underground stormwater management system
- 5 Designed for greater energy efficiency through use of Energy Star devices, solar energy systems, and/or LED lighting, etc.
- 5 Develop and maintain in conformance to the Florida Water Star program, enforced through covenant or deed restriction
- 5 Consolidate existing driveways/parking entries (curb cuts) reducing the potential conflicts with pedestrians and travel lanes and/or share a driveway with one or more adjacent properties, if the shared driveway results in a reduction of existing curb cuts
- 2 Execute shared parking agreement with adjacent property
- 3 Provide outdoor restaurant seating
- 5 Demolish existing buildings

Deleted: Building oriented toward street with parking at the rear of building

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Policies 1.1.10 The Town shall support the role of the United States Military by requiring that all adjacent development be compatible with aviation-related activities. The Height and Hazard Zones for Naval Air State Jacksonville are depicted below. All telecommunication towers and any structure or obstruction that would extend into an Airport Height and Hazard Zone requires, in writing, comment from the United State Navy prior to any development order approval from the Town.



Objective 1.2	The Town shall require that all future land uses have essential facilities and services which meet locally established levels of service (LOS) standards and adopted as part of the Capital Improvements Element.
Policies	<p>1.2.1 Upon the adoption of the Comprehensive Plan, the Town shall ensure that development orders are conditioned upon the provision of public facilities which meet the established level of service standards concurrent with the impacts of the development.</p> <p>1.2.2 The Town shall continue its policy for mandatory sewer and water hookups for new development.</p>
Objective 1.3	Consistent with state law and when conditions dictate, the Town shall designate "Redevelopment Districts" as overlay districts based on an analysis of demographics, land use, crime, housing, infrastructure, and other appropriate factors.
Policies	<p>1.3.1 The Town shall provide recreation and public services in blighted areas to encourage a better living standard.</p> <p>1.3.2 The Town shall assist the private sector where possible in the redevelopment and renewal of blighted areas.</p> <p>1.3.3 The Town shall seek public funds from the state and federal government to renew and redevelop blighted areas.</p>
Policies	<p>1.3.4 The Town shall provide technical assistance and information to the private sector for the redevelopment of blighted areas.</p> <p>1.3.5 The Land Development Regulations shall provide incentives to the private sector to redevelop blighted areas which may include density/intensity bonuses, mixed use/planned unit development, etc.</p>
Objective 1.4	In the preparation of the Future Land Use Map and in all amendments thereto, the Town shall make every effort to eliminate or reduce those uses which are inconsistent with the Town's character.
Policies	<p>1.4.1 The Future Land Use Plan shall prohibit future "spot and strip commercial" development and encourage planned commercial centers.</p> <p>1.4.2 The Town shall reduce and diminish through time the existing incompatible commercial, industrial and other land uses in restricted areas through the strict application of nonconforming conditions in its land development regulations.</p> <p>1.4.3 The Town shall require minimum buffer requirements between incompatible uses, such as commercial and industrial uses, and residential uses in its land development regulations.</p> <p>1.4.4 The Town shall implement restrictions to land uses adjacent to major roadways which create hazardous traffic conditions or impede traffic flow in its land development regulations.</p> <p>1.4.5 The Town shall encourage the connection of parking lots of existing and future businesses to reduce ingress and egress to major roadways.</p> <p>1.4.6 The Town shall continue to pursue strategies which reduce greenhouse gas emission and vehicle miles traveled through increasing permitted densities and intensities in appropriate areas of the Town to enhance transit opportunities and revitalizing commercial corridors to provide for increased mixed-use development.</p>

Objective 1.5	The Town shall develop and enforce innovative land development regulations to encourage imaginative design for new developments and take advantage of and protect the Town's natural and historical resources.
Policies	<p>1.5.1 Planned Unit Developments shall be included in the land development regulations and creative design, with mixed uses, shall be encouraged with this process. Uses within PUDs shall be consistent with the regulations for the land use district(s) in which the PUD occurs.</p> <p>1.5.2 All land development regulations (LDRs) shall be examined and revised, where necessary, to streamline the permit process, promote imaginative design and implement the Future Land Use Plan.</p> <p>1.5.3 Site plan review shall be provided for in the land development regulations in all areas where land is noted in the Conservation Element for conservation of natural resources.</p> <p>1.5.4 By January 1, 2014, historic resources defined in the Housing Element shall be protected by a local historic preservation ordinance contained within the Land Development Regulations.</p> <p>1.5.5 Historic resources shall be protected if they are designated as historic sites on the National Register of Historical Places (NRHP); if the Department of State, Division of Historical Resources determines if the site or property meets the criteria for listing on the NRHP; or as so designated by the Town.</p> <p>1.5.6 The Town shall seek technical assistance from the Florida Department of State, Department of Historical Resources in the identification and designation of historically significant properties.</p>
Policies	<p>1.5.7 The land development regulations shall include provisions to encourage the reuse of Historic Resources instead of activities which would destroy or harm the historic value of such resources.</p> <p>1.5.8 The Town's land development regulations shall establish a review process whereby potential adverse impacts to known historical resources are identified and properly addressed so as to preserve said resources.</p>
Objective 1.6	The Town shall ensure the availability of suitable land for utility facilities necessary to support proposed development.
Policy	1.6.1 No expansion of water and sewage treatment plans is anticipated through the planning period. The Town shall continue its policy of purchasing additional property for buffer area and expansion if the monitoring and evaluation procedures indicate the needs.
Objective 1.7	By January 1, 2016, the Town shall articulate a vision of the future physical appearance and qualities of its community as part of its Evaluation and Appraisal Report.
Policies	<p>1.7.1 The Town shall apply for grant funding from the Growth Management Trust Fund to assist in paying the cost of the visioning program.</p> <p>1.7.2 The vision shall be developed through a collaborative planning process with meaningful public participation and shall be adopted by the Town Council.</p> <p>1.7.3 Once the vision is created, the Town shall review its comprehensive plan, Land Development Regulations, and Capital Improvement Plan to ensure these instruments will aid in the realization of the vision in a manner consistent with Florida Statutes and the State Comprehensive Plan.</p>

Objective 1.8	By January 1, 2016, the Town shall adopt hazard mitigation and post-disaster redevelopment plans. These plans shall establish long-term policies regarding redevelopment, infrastructure, densities, nonconforming uses and future land use patterns.
Policies	<p>1.8.1 The plans must be in compliance with Ch. 252 and 163, Part II, Florida Statutes.</p> <p>1.8.2 Future land uses will be coordinated with the elimination or reduction of uses that are inconsistent with the hazard mitigation report recommendations.</p>
Objective 1.9	<b>The Town shall discourage the proliferation of urban sprawl, as defined in Ch. 9J-5.003(134), F.A.C., in all future land use determinations and land development orders that are issued.</b>
Policies	<p>1.9.1 The Town shall discourage the following land development patterns: leapfrog or scattered development; ribbon or strip commercial or other development; and large expanses of predominantly low-intensity, low-density, or single-use development.</p> <p>1.9.2 The Town will encourage infill development within its corporate limits by maintaining a high level of urban services, by cooperating with the private sector in promoting the Town to traditional retiree populations, by promoting other forms of economic growth, and by maintaining land development regulations that facilitate the sensitive integration of new development in older urban areas.</p>
Objective 1.10	<b>Support the role of the United States Military by requiring that all development within the Town of Orange Park be compatible with aviation-related activities.</b>
Policy	<p>1.10.1 By January 1, 2012, the Land Development Regulations shall be amended to address the Airport Height and Hazard Zones that exist around Naval Air Station Jacksonville which extend into the corporate limits of the Town. The horizontal limits of the zones and limitations on heights of obstructions within these zones are defined in NAVFAC P-80.3 01/82. In order to ensure that these guidelines are not exceeded within the Town and that no structure or obstruction is permitted that would raise a minimal obstruction clearance altitude, a minimum vectoring descent altitude or a decision height, all cell towers and any structure or obstruction that would extend into a Airport Height and Hazard Zone requires, in writing, comment from the U.S. Navy.</p>