community

mobility

environment

Enhancing
Community
Character

Old Arlington Neighborhood
Action Plan

HDR

The Old Arlington Neighborhood Action Plan

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Neighborhoods

ASSET PROPERTY
DISPOSITION, INC.

J. M. Dickson, Inc.

July 2007*

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A. EXECUTIVE SUMMARY

The Old Arlington community is a relatively stable, mature neighborhood with residential housing, commercial, and retail businesses. The Old Arlington Study Area (**Map 1**) is bounded by Fort Caroline Road to the north, the St. Johns River, Arlington River, and Arlington Expressway to the south, the St. Johns River to the west and Rogero Road to the east.

The purpose of this study is to develop a plan with revitalization strategies to improve the quality of life for residents. The approach used to develop this plan was to first conduct a preliminary market study with the goal of identifying community assets and evaluating current conditions. This information was then used to identify potential opportunities to capitalize on those community assets. The community provided input through attending public meetings held during the study, holding membership on the steering committee, and participation in a neighborhood survey.

The community has many intrinsic assets including its location on the St. Johns River and its proximity to downtown, the sports complex, and the Jacksonville International Airport. The rich history of the Old Arlington community is an additional asset. For example, The National Trust for Historic Preservation identified the Norman Studios property on Arlington Road as having national significance.

Demographic analysis indicates a relatively healthy neighborhood. A windshield survey of building conditions found that 91% of the total residential housing is in standard condition. The amount of single-family housing that is utilized as rental property has decreased and while there has been an Increase in owner occupied households. Housing values have increased 7.5% per year on average. Commercial property conditions were evaluated as 81% standard in the visual survey.

Planned street improvements through the Town Center Programs for Rogero Road, University Boulevard and Arlington Road will aesthetically enhance the neighborhood and further increase the desirability of Old Arlington for homebuyers.

Two post-secondary institutions, Jacksonville University and Jones College, are located in the study area and offer diverse two and four year degree programs. Jacksonville University also provides graduate programs in business, education and nursing. Building partnerships between the community and these institutions, particularly the business schools, could provide opportunities to tap local expertise and provide practical experience for students. Additionally, these institutions provide a potential market for local retail and services.

Revitalization strategies include a focus on the historic resources of the area. Commercial and retail businesses that coexist with tourism have the potential to develop around these sites. Community groups should work with realtors and business development groups to market the area accordingly. Utilization of these techniques will serve to overcome unfavorable and often misguided perceptions of the area.

The area's proximity to the Regency Square Mall is an amenity; however, smaller local businesses in the area have historically experienced difficulty competing with this large regional shopping mall. New market analysis, however, suggests that strong neighborhood oriented specialty retail and service markets can successfully coexist and could be developed in the study area t

While there are pockets of disinvestment, Old Arlington is generally a very stable and growing community. The recommendations of this plan are designed to focus attention on areas that need intervention, to renew pride in the neighborhood, and to address community concerns of aesthetics, zoning, and economic revitalization.

B. INTRODUCTION

The Old Arlington Study Area (Map 1) is bounded by Fort Caroline Road to the north, the St. Johns River, Arlington River, and Arlington Expressway to the south, the St.

Old Arlington
Study Area

Study Area

Feet
0   305   610   1,220   1,830   2,440

Prepared by:

HDR
and
APD

Source: Property Appraiser Data 2003

Map 1

Victory Park

Creative Child Care

Kinder Care

Church of Resurrection

Justina Road Elementary

Lake Lucina Elementary

Jacksonville University

Merrill Road Day School

S T .   J O H N S   R I V E R

Tuttany Park

Boys Home

Arlington Hills Day School

Arlington Elementary

Lindsay Owens Park

Arlington Woman's Club

Arlington Lions Club

Bruce Park

Arlington Elementary

Jones College

Jax Marine Institute

Old Arlington Neighborhood Action Plan
City of Jacksonville Planning & Development Department
January, 2004

Johns River to the west, and Rogero Road to the East. The Mathews Bridge serves as a major point of access as it connects the neighborhood to the west bank of the river and Downtown Jacksonville.

The purpose of the study is to:

▪ Explore and evaluate the neighborhood to determine where it is in its life cycle,

▪ Identify neighborhood assets, strengths and opportunities,

▪ Evaluate trends, potential issues and constraints,

▪ Enhance the social, economic and physical conditions of the community by developing strategies that build on community assets.

The planning process that led to the Old Arlington Neighborhood Action Plan (NAP) employed a Citizens Steering Committee comprised of community residents. The committee worked with the city and its consultants throughout the process. The Neighborhood Action Planning process included three phases:

▪ Analysis of Existing Conditions involved researching current conditions, historic and development trends, community demographics and economic conditions.

▪ Design Analysis consisted of developing design alternatives, in context with ongoing projects, community issues and opportunities and extensive community input.

▪ NAP Recommendations were developed in collaboration with the community.

The Neighborhood Action Plan Report contains five major sections: Introduction, Historic Background, Neighborhood Profile, Community Involvement, and the Action Plan. The Historic Background describes how the neighborhood has evolved and how it contributed to the growth and development of Jacksonville as a whole. The Neighborhood Profile reviews socio-economic trends, provides a market analysis, describes business patterns, and outlines land use and zoning. It also analyzes the condition of

residential and commercial properties, describes the area's infrastructure and services, summarizes overall crime, and reviews the neighborhood indicators. The Community Involvement section outlines how the residents provided input and summarizes neighborhood issues and concerns. The report's Action Plan contains the issues and recommendations for the entire study area. The report includes design options or suggestions for enhancing the character of the neighborhood. The appendix provides resources and more detailed information.

C. HISTORICAL BACKGROUND

Source: Arlington: A New History by William R. Adams, April 1997.

During Florida's prehistory, Native Americans had permanent villages and maintained an advanced culture, making their own pottery, trading with neighboring tribes and conducting elaborate burial ceremonies. Little changed until the 17th century when Spanish explorers and British colonists in turn, made their way through what is now Jacksonville. The location of the present city of Jacksonville is situated at the narrowest point of the St. Johns River making it an important river crossing point. The Native American Timucuans called it Wacca Pilatka, translated as "place where cows cross", later named Cow Ford during the Second Period of Spanish Occupation (1785 – 1821). During this time Spain issued several land grants on the east side of the St. Johns River now known as Arlington. Lands were given to Francis Richard, Samuel Russell, Reuben Hogans, Peter Bagley and F. J. Fatio. Little development occurred in the area before the United States acquired Florida from Spain in 1821 under the Adams-Onis Treaty.

Isaiah Hart surveyed and laid out Jacksonville in 1822. The city became a major shipping port for agriculture from the interior of the state. The production and shipping of lumber also became an important industry. The railroads brought additional growth during the 1860s.

While Jacksonville was growing, occupation of the east side of the river proceeded slowly. Francis Richard II, one of the heirs of the original 16,000 acres land grant in Arlington,

built a sawmill on his land on the north side of Strawberry Creek. Richard hired John Sammis to manage the mill. Sammis, prominent in Arlington history through business ventures and as a District Tax Commissioner, purchased 5,500 acres after Richard's death.

During the Civil War, Jacksonville was among the first ports to surrender to Federal troops. In October 1862, Union troops advanced upon Confederate forces and took the land at St. Johns Bluff. This vantage point enabled Union forces to control the river for the duration of the war.

During the Reconstruction era, new businesses began. John Sammis and Northern merchant Thomas S. Ellis brought a ship load of goods to set up a store. Sammis also began an unsuccessful railroad venture. In 1873 Sammis' Clifton property was sold to a New Jersey church colony. Church members used it as a resort named the Ocean Grove Association. The association subdivided the property into residential lots using the Sammis house as a hotel for tourists and perspective buyers of neighboring land.

The Post Reconstruction era brought an influx of new settlers and tourists as rail and steamship connections made Jacksonville a destination. New residents constructed homes on the east bank of the river along the high bluffs, including the area now known as Empire Point.

At the end of the 19th century, William Matthews, who had purchased the former John Sammis property, formed the Arlington Bluff Association. The property was subdivided into winter resort homes. Promotion of the resort cited the building of dwellings and planting and managing citrus crops. The Association provided a steamboat, the "Clifton" to transport residents to and from Jacksonville. The present day Clifton subdivision derives its name from the landing where the "Clifton" docked.

Jacksonville's growth during this period was due in large part to its becoming one of Florida's main rail hubs. In May of 1888, the Jacksonville, Mayport and Pablo Railroad and Navigation Company (JM&P) began rail service between Arlington, Mayport and Pablo Beach, now Jacksonville Beach.

O. H. P. Champlin laid out Eggleston, a subdivision east of Lake Lucina. Further development occurred in the form of a post office, churches, a school and several stores and a hotel. Floral Bluff emerged as the primary steamboat landing on the east bank of the river. This boat landing and the nearby rail depot served as catalysts for development in Arlington.

Toward the close of the 19th century, Jacksonville's role as a premier winter resort was challenged as rail transportation reached the southeast tip of Florida. Miami and West Palm Beach became winter destinations for wealthy Northerners and the tourist industry became concentrated in South Florida.

In addition to tourism, commercial citrus production and shipping was an important industry along the St. Johns River. The freeze of 1894-1895, however, destroyed Northeast Florida's citrus crops and citrus production moved to warmer climates in central and south Florida. Today street names, Orange Avenue and Grove Street, are the only reminders of Arlington's citrus industry.

The abandonment of the railroad and the great freeze hit the east bank communities of Jacksonville hard. Recovery was slow and development halted for more than a decade before resuming. Jacksonville's Great Fire of 1901 and the subsequent rebuilding did not affect Arlington.

In 1911, Frederick Bruce and H. L. Sprinkle organized the Alderman Realty Company. Intensive settlement began in the area later known as the heart of Arlington, the blocks to the east and west of the intersection of Chaseville Road, now University Boulevard, and Arlington Road. The company purchased 1,100 acres of land that was part of the original Richard mill grant north of Strawberry Creek. This property was subdivided into blocks and lots for further development. The firm established a ferry service to better market the area to prospective buyers. The ferry landing was located at the end of St. Johns Street, now Arlington Road.

Jones College, founded in 1918 by Annie Harper Jones, has its Arlington campus located off the Arlington Expressway on the St. Johns River. The school, originally providing specialized business courses, has evolved to offer Associate and Bachelor degree programs. Recent enrollment is about 350 full time and 880 part-time students.

For a short time before World War I, Jacksonville attracted the fledgling movie industry. In 1908 the first movie production company, the Kalem Players from New York, arrived in Jacksonville. From their rented quarters on Talleyrand Avenue, they would boat across the St. Johns River to film in the Arlington area. In 1915 one film company set up a studio in Arlington in a former cigar factory. In 1916 the Eagle Film Manufacturing Company constructed four new buildings near the former cigar factory. This company declared bankruptcy in 1917. In 1924 Richard E. Norman, Sr., purchased the Eagle Studios and formed the Norman Studios. He believed films were a useful mechanism to overcome racial prejudice and made full-length adventure movies featuring all-black casts. After Norman retired in 1952, his wife used the building as a dance studio until the mid-1970s. The Norman Studios complex has been largely vacant since the mid-1970s. The buildings remain as a reminder of Jacksonville's time as a movie capitol and are now the focus of an acquisition and restoration effort.

World War I disrupted trade and the economy nationwide, and Jacksonville was no exception. Following the end of World War I and a period of adjustment, the state and local economies, including Jacksonville, experienced the Florida land boom of the early 1920's. The city changed in 1921 with the completion of the first automobile bridge, the old Acosta Bridge, spanning across the St. Johns River and linking south Jacksonville and downtown. Development in Arlington during this time included construction of the Arlington Elementary School, a state-of-the-art educational facility for the time. Community groups lobbied for neighborhood improvements such as installation of electric lights, organization of a volunteer fire department and development of a playground. The largest subdivision created during this

period was Oakwood Villas, which was southeast of Strawberry Creek.

By the end of the boom era, Arlington was a community complete with the infrastructure that defines a community. However, the larger area we now refer to as Arlington, then consisted of scattered communities that did not regard themselves as a part of a larger neighborhood. Clifton, Floral Bluff, Eggleston and Chaseville remained distinct settlements connected by roads and separated by wooded and undeveloped tracts and rural areas. The area most closely identified as Arlington was contained within the blocks from University Boulevard to the river on both sides of Arlington Road.

Little had changed in Arlington during World War II. The construction of the Mathews Bridge in 1953 provided a direct link between Jacksonville's downtown and the Arlington communities. Within a few years the divisions between Arlington's separate communities became blurred by development and Arlington emerged as one of Jacksonville's premier suburbs. The main roads were soon lined with gas stations, restaurants, markets and stores and single-family home subdivisions were constructed. In 1950 growth was also spurred by the relocation of Jacksonville University to a large wooded riverfront parcel off University Boulevard. Today the university has an enrollment of 2,600 students, approximately 1,200 of whom live on campus.

Other major developments, such as, the construction of Atlantic Boulevard, Beach Boulevard and Arlington Expressway provided easy access to places east of the river. In 1967, Regency Square Mall was built at the intersection of Atlantic Boulevard and the Arlington Expressway. Regency Square Mall was Jacksonville's largest enclosed shopping mall at the time. The opening of Regency Square Mall was a first step in Old Arlington's decline as a retail destination.

Arlington officially became part of Jacksonville with the consolidation of Duval County in 1969. At the time of the development of Arlington there was no city-wide comprehensive planning. When comprehensive planning was mandated in Jacksonville it appears that zoning categories

that would allow the current use of a property to permanently continue were assigned, rather than reducing the zoning and grandfathering the use. This allowed for situations such as a junkyard to be adjacent to the historical crossroads of Old Arlington. The current Comprehensive Plan requires a gradual transition in use from residential to employment-based activities (RLD, RMD, RHD, CO, CRO, CN, and CCG), but the Future Land Use Map does not always reflect this.

The existence of the intense CCG-2 zoning along Arlington Road and University Boulevard creates an environment that is not conducive to developing a "go-to" location or "a sense of place." In other areas of Jacksonville that have been successfully redeveloped, such as Avondale, Five Points and San Marco, the highest intensity zoning is CCG-1. They do not have automobile storage yards, day care centers, pawnshops, auto repair shops, cell phone towers, dance halls (nightclubs, adult entertainment), car, truck and heavy equipment sales, or alcoholic beverages by right. Adult entertainment facilities are not allowed even by exception.

The Old Arlington Study Area is currently facing problems that are common to suburbs built during the first part of the twentieth century, also known as 'first tier' suburbs. Issues include aging populations, flight of the middle class to newer developments and deteriorating commercial corridors.

D. NEIGHBORHOOD PROFILE

1. Socio-Economic Trends

The primary focus of the Neighborhood Profile section of the Neighborhood Action Plan is to identify trends occurring within key demographic indicators, to compare these trends to a larger comparative geographic area, typically the city/county as a whole, and to make a determination as to whether the study area has issues that require additional focus or intervention. This analysis is the basis for recommendations to reverse trends that may impede improving the quality of life for Old Arlington residents.

The Old Arlington Study Area, as represented in **Figure 1**, is composed of six (6) census tracts: 148, 152, 153, and 154 in their entirety, and portions of tracts 149.01 and 156. US Census data was collected from all six tracts and used to identify socioeconomic trends in the study area between 1980 and 2000.
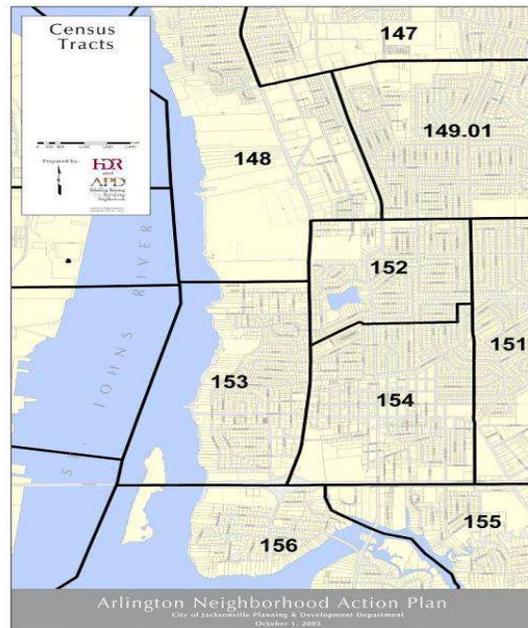
Figure 1*: U.S. Census tracts of the Old Arlington Study Area Study Area.*

Finally, the area was broken down into its component zip codes, 32277 and 32211, to study economic activity. Business pattern data by zip code was taken from the U.S. Census Bureau's 'CenStats' database and are from 2001, the most recent year that data was published. Note: the zip codes encompass broad areas, some of which are outside the study area; e.g. the zip codes 32277 and 32211 boundaries extend to the Southside Connector to the west of the study area. See **Figure 2.**
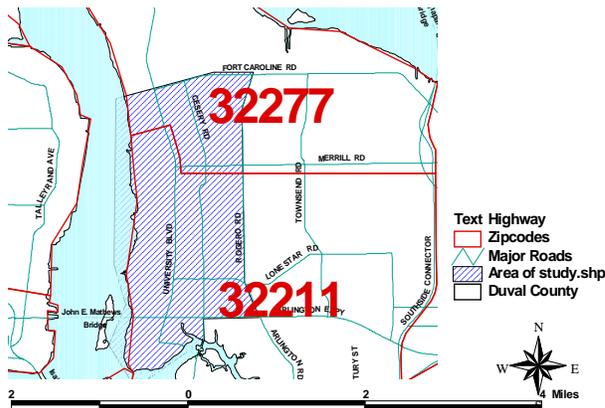
Figure 2: The Old Arlington Study Area boundaries, zip codes and census tracts, as of 2000

Since the neighborhood encompasses such a large area, socioeconomic trends are far from uniform. While the aggregated data indicates a healthy neighborhood, there are areas that need attention.

a. Demographics

Population: According to the U.S. Census, the Old Arlington Study Area has seen a modest increase in population (4.6%) over the past twenty years, compared to an increase of thirty-six percent (36.4%) for Duval County (**Chart 1**). The only section of the study area that has experienced comparable growth is tract 148, where the population has increased thirty-five percent (35.3%) since 1980, with most of this growth occurring between 1980 and 1990. As outlined in the Historical Background section, the Old Arlington Study area has been significantly developed since the early 1900s, so one would not expect recent growth rates to be similar to parts of the city that still had extensive undeveloped tracts of land in the 1980s. Much of the land area that comprises the Old Arlington study area is built out, suggesting that the population gain within the study area should remain modest.

Chart 1: Population Change 1980-2000

Source: US Cenus Data 2000
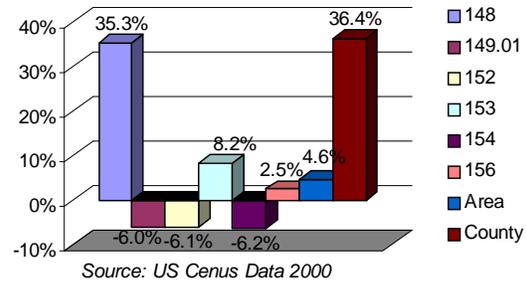
Persons in Households: The number of households has increased slightly throughout the neighborhood over the past two decades, including areas where the population has fallen; e.g. tracts, 149.01, 152, and 154. Average household size decreased slightly from 2.40 to 2.36 people per household. While this decrease is modest when viewed as average of the entire study area, census tract 149.01 experienced the greatest reduction (10.4%) in household size, compared to 6.7 percent for the county.

The householder age trends from 1990 to 2000 show slight increases for the 35 – 44 age groups from 20 to 21%. The over 65-age group has increased from 21% to 23%. These age groups represent the largest percentage of householders in the area. (Source is the U.S. Bureau of the Census of Population and Housing).

Median Age: Median age has increased significantly in the study area since 1980 — by over twenty percent in some sections. Tract 156 has the highest median age at thirty-eight years (38.2). Age distribution statistics show an increase in the percentage of residents who are over the age of 65, and at a rate greater than the increase in the number of much younger persons. There has been an increase in both the percentage of the population that is under 18 and the percentage that is over 65, the age groups in which people are generally regarded as dependents. In terms of socioeconomic well being, an increased number of dependent persons over the age of 65 can put financial strain on a neighborhood.

Table 1: *Median Age by Cencus Tract and Year Compared to Duval County*

	148	149.01	152	153	154	156	County
1980	22.4	29.8	26.5	33.9	28.6	36.4	29
1990	26.2	34	30.5	35.8	31.5	40.1	31.2
2000	27.1	35.8	31.4	35.8	36.2	38.2	34.1

Source: US Census Data 2002

Race Distribution: According to the 1980-2000 U.S. Bureau of Census for Population and Housing, the Old Arlington community has experienced a continuous shift in racial composition. In 1980, all areas of the neighborhood were predominantly white, with the fewest African-Americans residing in tract 156 (representing 5.4% of the population), and the most located in tract 148 (12.7%). At that time, African-Americans comprised only slightly over seven percent (7.6%) of the study area, compared with Duval County, which had an African-American population of twenty-four percent (24.6%). As of 2000, the composition of the Old Arlington Study Area was twenty-eight percent (28.5%) African-American and sixty-five percent (65.1%) white, which is proportional to Duval County's ethnic composition.

Education Attainment: Level of educational attainment is an important indicator of socioeconomic well being in a neighborhood, since it has a direct correlation to income. According to the 1980 Census, the Old Arlington Study Area had both a higher high school completion rate and a higher percentage of college graduates than the county as a whole. However, both figures have decreased somewhat since 2000, and compared with improved County statistics, it appears that the Study Area has fallen below the Duval County education attainment level, as seen in **Table 2**.

Table 2: *Percent Change of Educational Attainment in the Study Area Compared to Duval County, 1980-2000.*

	Study Area	Duval County
High School	-1.5%	8.1%
B.A. and Higher	4.1%	7.9%

Source: US Census Data 2000

Unemployment: The percentage of persons in the labor force aged 16 and over has decreased by almost two percent (2%) since

1980, and is now sixty-seven percent (67.4%), the same as Duval County. The slight decrease could be a result of the increasing median age in the neighborhood, since more people are of retirement age and thus leaving the work force.

In both 1980 and 1990, the study area had a slightly lower unemployment rate than the County. As of 2000, seven percent (7%) of the Old Arlington Study Area labor force was out of work, which is a rate that is two percent greater than the County and represents an increase of over two percent (2.5%) since 1980. Most of this increase is concentrated in the area encompassed by tract 148, whose unemployment rate has doubled since 1980 to fourteen percent (14%). Tracts 152 and 153 have seen a small decrease in unemployment since 1980, and the remaining tracts have seen only slight increases.

Female Headed Households: The percentage of female-headed households is another indicator of socioeconomic stability. These are households with one income rather than two and women generally earn lower incomes than men. A 2003 U.S. Department of Labor report shows median annual earnings for women to be 76% of men's annual earnings.

Table 3: *Percent of Female-Head Households in Study Area Compared to Duval County including increase from 1980-2000*

	Study Area	County
1980	14.1%	19.8%
1990	16.1%	20.1%
2000	22.8%	22.7%
Increase	8.7%	2.9%

Source: US Census Data 2000

The presence of such households in the Old Arlington Study Area has been on the rise over the past twenty years, increasing from fourteen percent (14.1%) in 1980 to almost twenty-three percent (22.8%) in 2000. While this percentage was once less than the county average, it is now almost equal. The greatest increase has been in tract 148, which climbed by seventeen percent (17.2%). The only decrease in female-headed households was in tract 149.01 which dropped by six percent (6%) since 1980.

Median Household Income and Persons Living Below Poverty: Real median income has decreased in all study area census tracts since 1980 (by as much as 23% in tract 154), although it is still higher than the county in tracts 149.01 and 156. As of 2000, eight percent (8.2%) of the study area residents live below poverty level, compared to twelve percent (11.9%) countywide. Poverty is concentrated primarily in tract 154 at a rate of fifteen percent (15.3%).

Table 4: _Percentage Living Below Poverty Level, Unemployment and Vacant Housing in Distressed Block Groups_

	148/2	149.01/4	153/2	154/2	Arlington Total	Duval County
% Below Poverty Level	10.6%	3.9%	17.2%	24.5%	8.2%	11.9%
% Unemployed	1.2%	5.6%	5.2%	8.6%	7.0%	5.0%
% Vacant	9.3%	4.4%	9.7%	10.0%	7.2%	7.9%

Source: US Census Data 2000

b. Housing Types and Zoning

The dominant residential zoning district in the Old Arlington Study Area is Residential-Low Density (RLD), with some Residential-Medium Density (RMD) zoning districts near Jacksonville University (JU) and adjacent to University Boulevard.

c. Housing, Ownership and Vacancy Rates

According to the 2002 Property Appraiser database, there are 9,158 housing units in the study area **(Table 5)**. There are 3,930 single-family homes, 176 condominium and 5,052 apartments. There are 3,404 owner occupied single-family and condominium units which equate to 83% owner occupancy of for-sale housing units. A comparison of owner occupied housing from 1990 to 2000 show the county owner occupancy rates of 62% in 1990 and 63% in 2000 while the study area remained stable at 55% for the same time periods.   As depicted on **Map 2**, owner occupied single family units are located throughout the Old Arlington area, as shown by the homesteaded properties in the study area. However, the study area has a high number of rental properties, almost 1.7 rental units for every homeowner.

Table 5: _Housing Rental vs. Ownership 1999-2002_

Year 1999	Owner Occupied	Rental	Total	Percentage Owner Occupied
Single-Family	3202	716	3918	82%
Condos	105	71	176	60%
Apartments		5052	5052	0%
	3307	**5839**	**9146**	**36%**

Year 2000	Owner Occupied	Rental	Total	Percentage Owner Occupied
Single-Family	3176	759	3935	81%
Condos	108	68	176	61%
Apartments		5052	5052	0%
	3284	**5879**	**9163**	36%

Year 2001	Owner Occupied	Rental	Total	Percentage Owner Occupied
Single-Family	3163	796	3959	80%
Condos	106	70	176	60%
Apartments		5052	5052	0%
	3269	**5918**	**9187**	**36%**

Year 2002	Owner Occupied	Rental	Total	Percentage Owner Occupied
Single-Family	3297	633	3930	84%
Condos	107	69	176	61%
Apartments		5052	5052	0%
	3404	**5754**	**9158**	**37%**

Source: Jacksonville Property Appraiser's Data Base

The U.S. Bureau of the Census of Population and Housing data from 1990 and 2000 show vacancy rates declining in the study area from 13% in 1990 to 7% in 2000. Duval County data indicates a change from 10% to 8% in the vacancy rates. This is a 46% decrease in vacancy rates compared to the 20% decrease for Jacksonville during the same time period.

Fifty-seven (57%) percent of the dwelling units are multi-family. Two locations have a high concentration of multi-family housing, which tend to be rental properties along the areas of Justina Road and Caliente Road. Tract 148, which contains JU, has the highest concentration of multi-family housing. See **Tables 6 and 7** and **Figures 3** and **4.**

The majority of older apartment buildings are in good condition and only requires routine maintenance and upkeep. The rents range from $375 - $525 for one bedroom to $480 - $725 for two-bedroom apartments. . According to the Jacksonville Housing Authority, tenants in approximately 250 rental units within the

Study Area use Section 8 vouchers annually to offset their housing costs, as compared to approximately 7,000 in the County

Table 6 Justina Road Apartments

	Name	Total Units
1	Carousel Apts.	160
2	DBA Seville Apts	20
3	French Quarter Apts.	124
4	Georgetown Apts.	128
5	Laurel Oaks	220
6	The French Courtyard	20
7	University Terrace	42
8	University Terrace(2)	30
9	University Terrace(3)	24
10	University Terrace(4)	60
11	University Terrace(5)	24
12	Villa Capri	208
13	Villa Capri II	32
14	Village Apts.	40
15	Villager Apts.	40
16	No Name	16
17	No Name	30
18	No Name	8
	Total	**1226**

Table 7 Caliente Drive Apartments

	Name	Total Units
1	2,3,4	10
5	No Name	16
6	Monterey Apts	22
7	No Name	2
8	Adobe House Apts	32
9	No Name	2
10	Cedar Tree Apts	12
11	No Name	4
12	No Name	4
13	No Name	2
14	No Name	10
15	Stanley Apts	52
16	Alimar Apts	32
17	Monterey Apts	30
18	Monterey Apts	26
19	Monterey Apts	30
20	Arco Place Apts	48
21	Arco Place Apts	12
22	Little Adobe Apts	12
23	24,25,26,27,28,29,30,3	40
33	No Name	20
TOTAL		**418**

Figure 3: *Justina Road Apartments*
Source: Jacksonville Property Appraiser's Data 2002

Figure 4: *Caliente Drive Apartments*
Source: Jacksonville Property Appraiser's Data 2002

Homestead
Properties

Exempted Properties

Feet
0 310 620   1,240   1,860   2,480

Prepared by: HDR
and
APD

Source: Property Appraiser Data 2003

Map 2

S T .   J O H N S   R I V E R

Old Arlington Neighborhood Action Plan
City of Jacksonville Planning & Development Department
January 15, 2004
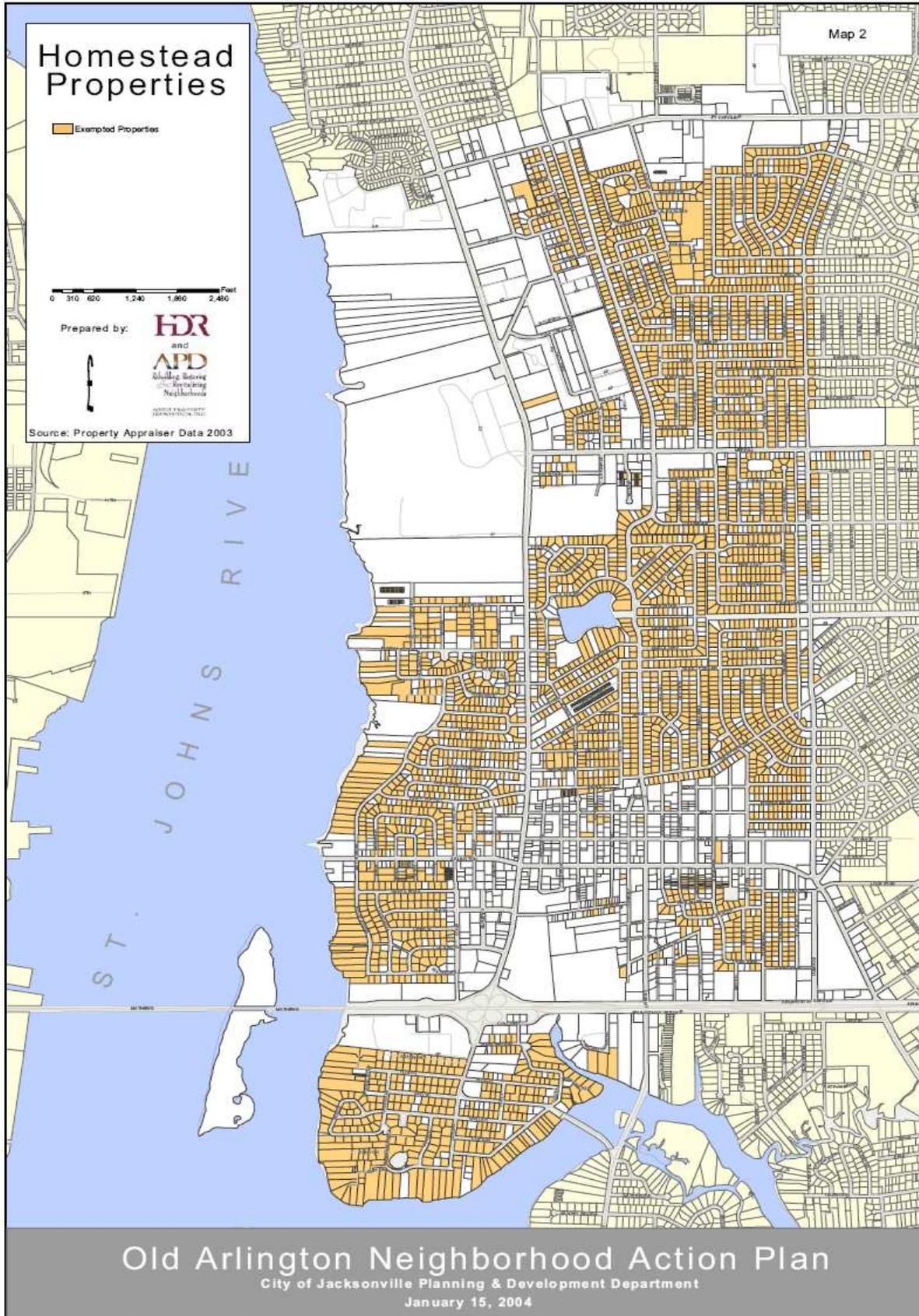
d. Property Values and Sales

The majority of assessed property values in the Old Arlington Study Area are within the $50,001 to $100,000 range (**Table 8** and **Map 3**) representing sixty-eight percent (68%) of total properties assessed. A total of sixty-five percent (65%) of these properties are single-family homes.

Table 8: *Assessed Value*

Assessed Value	No. of Properties	Percentage
$0 - $25,000	258	5.1%
$25,001 - $50,000	611	12.1%
$50,001 - $100,000	3442	68.1%
$100,001 - $150,000	348	6.9%
$150,001 - $200,000	108	2.1%
$200,001 - $250,000	87	1.7%
$250,001+	198	3.9%

Source: Jacksonville Property Appraiser's Data Base 2002

Median values of owner-occupied housing increased in the study area by almost eighteen percent (18%) from 1990 to 2000. The highest values presently are in tract 156, which includes the Clifton neighborhood area located in the southern most portion of the study area on the St. Johns and Arlington Rivers. The median value of housing in this area was $122,200 in 2000. The lowest property values are located in areas south and southeast of Jacksonville University. Property values have increased by 7.5% between 1998 and 2001. This is comparable to increased property values in Jacksonville as a whole and demonstrates a healthy and improving real estate market for the area.

Within the study area, a comparison of the average price of homes sold in 2000 to those sold in 2004 indicates an increase of 30% or 7.5% per year when 2000 housing prices are adjusted to 2004 values based on the Consumer Price Index (CPI). The average sale price in 2000 was $92,770; the average sale price in 2004 was $133,000. The average price of homes in the County increased from $114,188 to $143,325 during the same period. (Source: 2004 Property Appraisers Database)

The area had over 1,300 sales of property between the years 1998-2001 (**Table 9**). Approximately 30% of homes in the study area were sold between the years 1998-2001. This is almost the same as the 31% sales in Duval County for the same four-year period.

Table 9: *Property Sales 1998-2001 in Study Area*

Sale Year	Total. of Sales	Home Sales
1998	389	320
1999	407	326
2000	343	269
2001	177	148
Total	**1316**	**1063**

Source: Jacksonville Property Appraiser's Data Base 2002

e. Housing in Specific Block Groups

Justina Road, which is north of Merrill Road between University and Cesery Boulevard, (block group 2, census tract [148/2] is an area of concern. Homes in this area are in noticeably worse condition than the rest of the neighborhood. High concentrations of older apartment buildings, which serve low and moderate-income families, are located in this tract. The housing vacancy rate, 9.3%, is higher than the rate for the study area, which is 7.2%

The percent of vacant housing units in block group 2, tract 153 is also above the statistic for the county and study area at 9.7%. The population in these groups also reflects higher rates of unemployment and rates of the population living below poverty.

Map 3

Assessed Property Values

$0 - $25,000
$25,001 - $50,000
$50,001 - $100,000
$100,001 - $150,000
$150,001 - $200,000
$200,001 - $250,000
$250,001 +

Prepared by: HDR and APD

Source: Property Appraiser Data 2003

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January 15, 2003
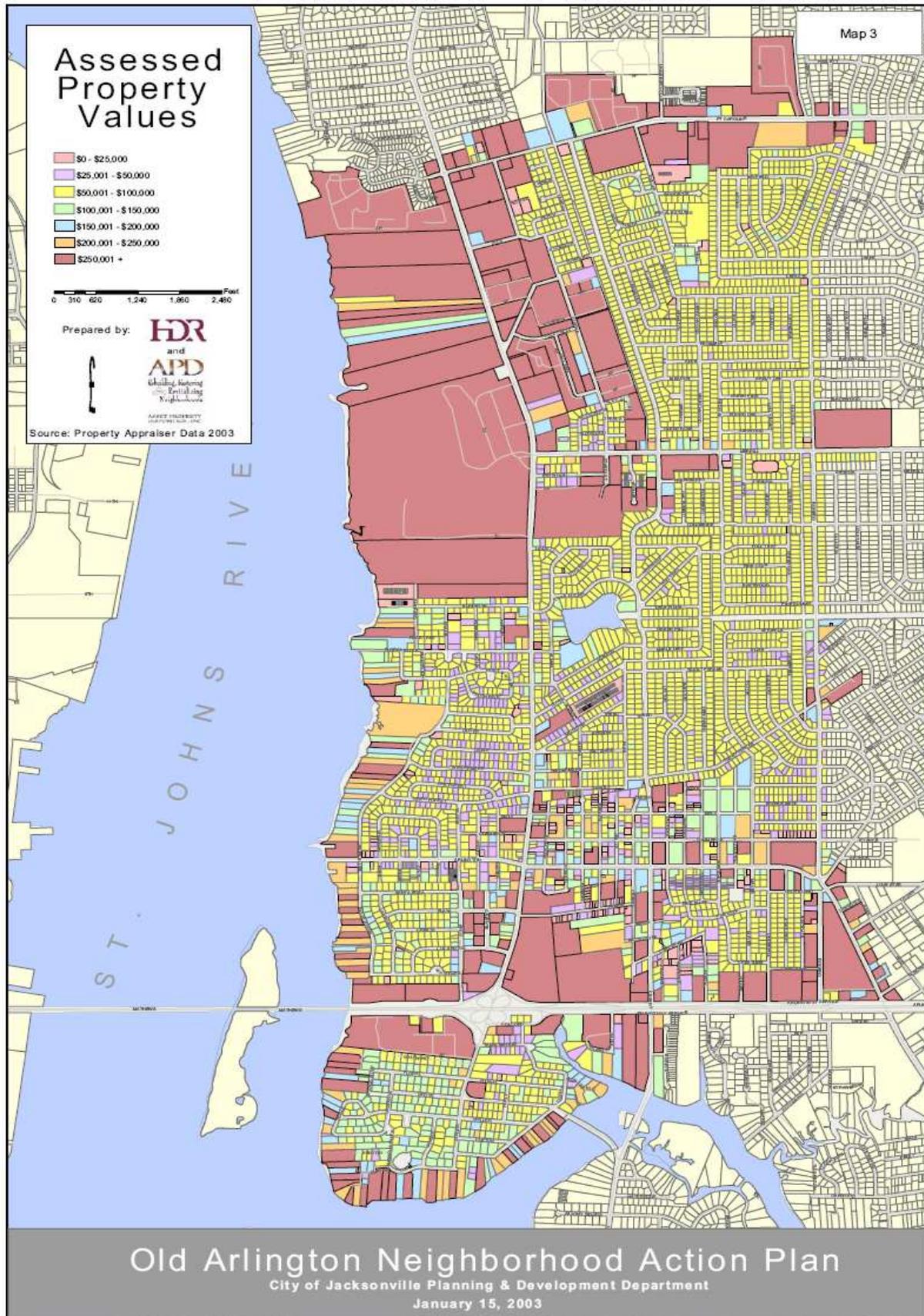
f. Socio-Economic Trends Summary

The study area has recently seen slight gains in population and future growth is expected to be slight since the area is largely built out. Population analysis shows Old Arlington residents tend to be the same age as the population in Duval County with a median age of 34 years for both areas. However, there has been an increase in the ages of residents under 18 and over 65, age groups that are regarded as dependent. The demographics are changing with increases in the African American population over the ten-year period from 1990 to 2000. Additionally, while most households within the study area consist of married couples, the percentage of female head of households has grown from 11% in 1990 to 23% in 2000, an increase of over 117%.

The highest concentration (37%) of the population in the study area and the surrounding area earns an annual income between $25,000 and $50,000. The study area has a much lower percentage than the county of people living under the poverty level and this number has remained constant at 8% within the ten-year period. The 2000 county data has 12% of people living under the poverty level. However, there are tracts with higher percentage of the population living below the poverty level, tracts 153 and 152 at 17.2% and 154 and 152 at 24.5%. Unemployment is also higher in tract 154/2 with 8.6% compared to 5.0% in the county and 7.0% in the study area. This increase in percentage may be due an aging population reaching retirement age.

Level of education attainment in the study area is higher than the county in high school completion rate and percentage of college graduates; however, both rates have slowed and are decreasing.

Old Arlington is a community experiencing a natural aging process. The community is changing along with its needs, presenting a range of challenges and opportunities to further growth and development.

Trends to consider are the increase in female head of households and the decline in median income in the study area when adjusted for inflation. Female-headed households are more likely to rent than own a home due to their income levels. U.S. Department of Housing and Urban Development 2000 data indicated 48.2% of female-headed households rent compared to overall national rate of 32.3%.

The number of single-family houses that are rented has decreased from 716 in 1999 to 633 in 2002 indicating an increase in home ownership. The slight increase (1%) in owner occupied households also suggests the study area is attractive to first time homebuyers. This is a trend upon which the community can build.

Given the quality, location, and relative affordability of Old Arlington's housing stock, newfound desirability should force positive changes in the housing stock. Given the attractiveness of neighborhoods with good housing and easy access to downtown, there is great potential for a renaissance of the community once the "word is out" (see housing recommendations to follow) to realtors and the public that Old Arlington is a desirable place to live, work and shop.

2. Crime

Overall crime in the Old Arlington Study Area has decreased by three percent (3.3%) from 2000 to 2003. (Table 12) However, robbery, thefts greater than $3,000, motor vehicle theft, simple assault and miscellaneous crime have increased.

Crime Data by Crime Analysis Zones (CAZ) (**Map 4**), which correspond to Traffic Analysis Zones (TAZ), indicate that a small portion of the Study Area (Table 10) CAZ's 195, 198, and 200 have had increases of 53%, 13%, and 16% respectively between 2000 and 2003. However, the vast majority of the Study Area has experienced a decrease in crime as indicated on Map 4.

Crime Analysis Zones

CAZ

% PERCENTAGE INCREASE IN CRIME 2000-2003

% PERCENTAGE DECREASE IN CRIME 2000-2003

Prepared by: HDR and APD

Source: Jacksonville Sheriffs Office 2000 - 2004

Map 4

111.3% 192

(5.9%) 664

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191 **(21.3%)**

188 **(15.6%)**

189 **(1.9%)**

193 **(34.5%)**

(15.5%)

196

37.7% 322

197

194 **(4.2%)**

13% 198

.9% 323

52.5% 195

16% 200

199 **(27.4%)**

324

203 **(14.1%)**

5.9% 201

Arlington Neighborhood Action Plan
City of Jacksonville Planning & Development Department
November 31, 2003
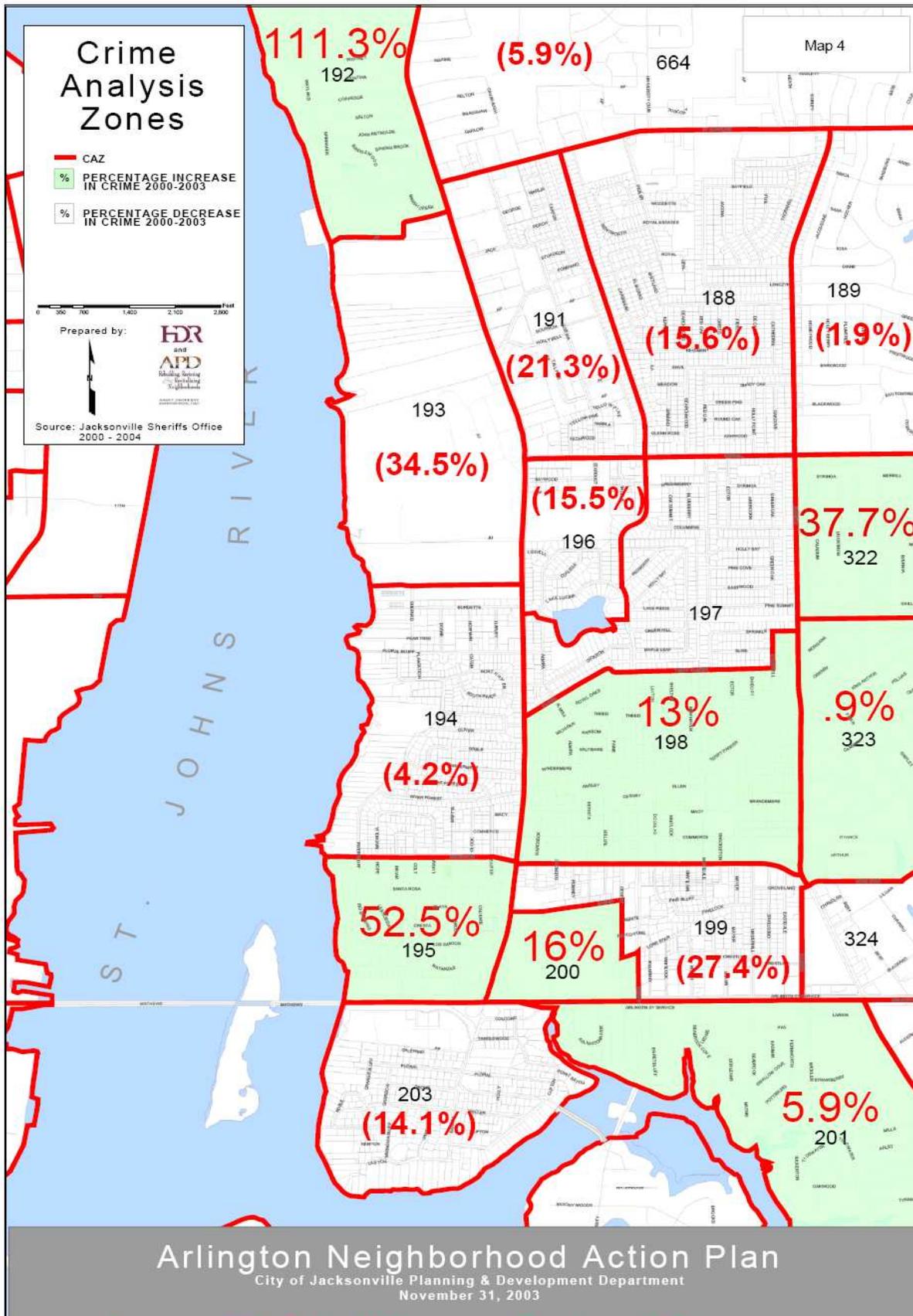
On the periphery of the study area, **(Table 11)** CAZ's 192, 201, 322, and 323 have had increases in criminal activity between 2000 and 2003.

Table 10: *Crime Data 2000-2003 by Crime Analysis Zone Within the Old Arlington Study Boundaries*

CAZ	2000	2001	2002	2003	% Change
188	243	221	282	205	-15.6%
191	469	505	360	369	-21.3%
193	116	122	94	76	-34.5%
194	167	141	130	160	-4.2%
195	204	213	295	311	52.5%
196	145	131	147	122	-15.9%
197	114	124	133	107	-6.1%
198	253	249	268	286	13.0%
199	179	180	124	130	-27.4%
200	125	115	132	145	16.0%
203	163	146	181	140	-14.1%
Total	**2178**	**2147**	**2146**	**2051**	**-5.8%**

Source: *Jacksonville Sheriff's Office*

Table 11: *Crime Data 2000-2003 by Crime Analysis Zone Periphery of Old Arlington Study Boundaries*

CAZ	2000	2001	2002	2003	% Change
189	214	208	204	210	-1.9%
192	62	46	57	131	111.3%
201*	306	304	294	324	5.9%
322	77	73	116	106	37.7%
323	117	120	109	118	0.9%
324	299	272	232	219	-26.8%
664	509	487	525	479	-5.9%
Total	**1584**	**1510**	**1537**	**1587**	**0.2%**

Source: *Jacksonville Sheriff's Office*
* Small area of Zone 201 is in Old Arlington Study Area.

Table 12: *Crime Data by Offence: 2000-2003*

	2000	2001	2002	2003	% Change
All Offences	3762	3657	3683	3638	-3.3%
Homicide	4	4	4	2	-50.0%
Forced Rape	19	14	8	11	-42.1%
Other Sex	10	10	6	4	-60.0%
Robbery	104	80	77	117	12.5%
Aggravated Assault	163	101	113	127	-22.1%
Residential Burglary	368	333	266	340	-7.6%
Other Burglary	155	99	136	93	-40.0%
Thefts Less $3000	917	688	687	764	-16.7%
Thefts Greater $3000	268	312	343	357	33.2%
Motor Vehicle Theft	155	209	195	218	40.6%
Arson	14	6	9	9	-35.7%
Kidnap	6	28	0	1	-83.3%
Simple Assault	429	432	384	521	21.4%
Crime Misc.	440	474	476	500	13.6%
All Other	655	438	493	574	-12.4%

Source: *Jacksonville Sheriff's Office*

3. Land Uses and Conditions

a. Existing Land Use

The Old Arlington Study Area currently includes a variety of land uses consisting of commercial, office, multi-family, and single-family residential. Data from the Planning and Development Department's GIS System was used to examine existing land uses. The table below identifies existing land use categories in the Study Area, providing the acreage of each category and the percentage of the total that each category represents..

Table 13: Existing Land Use Categories in Study Area

	Land Use Category	Area (S.F.)	Acres	% of Area
BP	BUSINESS PARK	316612.7	7.3	0.29%
CGC	COMMUNITY GENERAL COMMERCIAL	15860982.1	364.1	14.73%
CSV	CONSERVATION	25831.0	0.6	0.02%
LDR	LOW DENSITY RESIDENTIAL	55780127.0	1280.5	51.81%
MDR	MEDIUM DENSITY RESIDENTIAL	4901201.8	112.5	4.55%
NC	NEIGHBORHOOD COMMERCIAL	166185.9	3.8	0.15%
PBF	PUB BUILDING & FACILITY	10357340.7	237.8	9.62%
ROS	RECREATION AND OPEN SPACE	372877.8	8.6	0.35%
RPI	RESIDENTIAL PROFESSIONAL INSTITUTIONAL	19646015.8	451.0	18.25%
WDWR	WATER DEPENDENT/WATER RELATED	243876.1	5.6	0.23%
	TOTAL	107671051.0	2471.8	100.00%

Source: City of Jacksonville Planning and Development GIS

The dominant land use in the Old Arlington Study Area is single-family residential, which represents seventy-eight percent (78%) of the total number of parcels and nearly forty-eight percent (47.8%) of total acreage. A very small percentage of land is multi-family, at almost five percent (4.55%) of the total acreage. However, fifty-seven percent of all dwelling units are located in multi-family units. These percentages are represented in **Tables 13** and **14**.

As indicated in the Table 14 below, approximately 57 percent of the study area is designated for residential uses. One-third of all the acreage within the Study Area is designated commercial and half of all the commercially designated land is CGC. The remaining land uses are made up of offices, public services, and recreational uses. **Map 5** shows the existing land use in the area.

Table 14: *Existing Land Use*

Land Use	No. of Parcels	Acres	Percentage Parcels	Percentage Acres
Vacant	257	177	5%	9%
Condos	176	N/A	3%	0%
Mobile Homes	8	1	0%	0%
Single-family	3930	957	78%	47%
Multi-family	95	202	2%	10%
Retail	207	133	4%	7%
Service	88	42	2%	2%
Office	84	46	2%	2%
Parking	16	6	0%	0%
Entertainment	10	15	0%	1%
Motel	2	22	0%	1%
Manufacturing	50	41	1%	2%
Church	26	37	1%	2%
School	31	229	1%	11%
Parks/Recreation	8	45	0%	2%
Instititional	17	54	0%	3%
Cemetery	1	1	0%	0%
Waste Land	3	3	0%	0%
Utilities	18	13	0%	1%
Government Owned	17	25	0%	1%
TOTAL	**5044**	**2049**	**100%**	**100%**
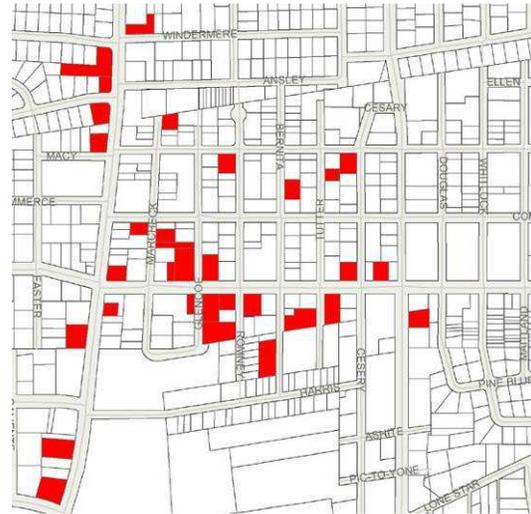
Figure 5: *Automobile Related Businesses Arlington Road Corridor*

Figure 6: *Automobile, Manufacturing and Warehouse Uses north and south of Arlington Road*

Various commercial uses are located along the major roadways, including either side of the east-west section of Arlington Road. The Arlington Road corridor also has thirty-three (33) automobile (**Figure 5**) related businesses including auto repair and a towing salvage service.

Other "manufacturing and warehouse" types of businesses (**Figure 6**) are located in the area bounded by Ansley Street and Terry Parker Drive South on the north, Arlington Expressway on the south, University Boulevard on the east and Rogero Road on the west.

Concentrations of medical offices exist along Ft. Caroline Road, Arlington Road and University Boulevard.

b. Zoning and Future Land Use Map

Existing zoning **(Map 6)** in the Old Arlington Study Area is a mixture of commercial zoning along major corridors with residential in the interior. The Future Land Use Map **(Map 7)** has a similar pattern of commercial and residential designations to the zoning Map, though land use intensity in some cases is more intense than the intensity allowed by current commercial zoning categories. The analysis above was undertaken to establish

Map 5

Existing Land Use

- Vacant Land
- Single-Family
- Condo
- Multi-Family
- Mobile Homes
- Commercial Retail
- Commercial Service
- Office
- Manufacturing/Warehousing
- Church
- School
- Institutional
- City/Gov Owned
- Cemetery
- Park/Recreation
- Parking
- Entertainment
- Motel/Hotel
- Waste Land
- Utility/ROW

Feet
0 310 620 1,240 1,860 2,480

Prepared by: HDR and APD

Source: Property Appraiser Data 2003

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City of Jacksonville Planning & Development Department
January 15, 2004

Map 6

Existing Zoning

Residential
- RLD-D
- RLD-G
- RLD-MH
- RMD-A
- RMD-B
- RMD-C
- RMD-D
- RMD-E
- RMD-MH
- PUD

Open Space
- CSV

Commercial
- CCG-1
- CCG-2
- CN
- CO
- CRO

Office
- PBF-1
- PBF-2

Industrial
- IW

Feet
0   312.5   625   1,250   1,875   2,500

Prepared by:
HDR
and
APD

Source: Planning and Development Department 2003

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January 15, 2004

Future Land Use

LDR - Low Density Residential
MDR - Medium Density Residential
WD/WR - Water Dependent/Water Related
CGC - Community General Commercial
NC - Neighborhood Commercial
BP - Business Park
RPI - Residential / Professional / Institutional
PBF - Public Building Facilities
ROS - Recreational Open Space
CSV - Conservation

Prepared by: HDR and APD

Source: Planning and Development Department 2003

Map 7

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City of Jacksonville Planning & Development Department
October 1, 2003

whether the study area has sufficient commercial acreage to meet current and future needs. Using the standard of 12.75 acres of commercial land per 1,000 population as projected in the Future Land Use Element of the 2010 Comprehensive Plan, the study area population of approximately 25,000 has commercial acreage that is more than sufficient to meet its current and future needs. Community members have expressed concern about the expansion of commercial uses and increased density and intensity of uses throughout the study area, particularly those parcels that abut residentially zoned districts. In addition, there are locations within the study area where the land use categories (such as CGC) permit more intense uses than allowed in the current zoning districts. Intensification of commercial parcels where there are adjacent single-family residential uses may begin to erode the character of the area and have a detrimental affect on the viability of the residential uses over time.

There are seven (7) major commercial corridors that run through the Old Arlington Study Area. These corridors are briefly described by location, zoning and land use.

Fort Caroline Road borders the neighborhood to the north, contains Community Commercial General (CCG-1), CO, CRO and Residential Medium Density (RMD) zoning, and contains mostly Community General Commercial (CGC) land use. The CGC land use is compatible with the CCG-1 zoning in the corridor. The predominant use along Fort Caroline Road within the Study Area is the Gazebo Mall. Constructed in 1975, the retail mall sits on eight acres of land and consists of approximately 83,250 square feet and has a supermarket and restaurant as anchors.

University Boulevard runs north to south through the Old Arlington Study Area. Jacksonville University and its facilities, CRO zoning, and a PUD (Planned Unit Development) that is used as a senior living facility, Hurley Manor, dominate the upper section. The Future Land Use Map designates this area Residential/Professional Institutional) (RPI). The lower section of the corridor is almost entirely zoned CCG-1, CCG-

2 and CRO, while the Land Use is designated CGC.

Cesery Boulevard is located east of University and runs roughly parallel to it. The zoning along this corridor is mostly RLD-G, with CGC-1 at the intersection with Merrill Road and CGC-1 & 2 at the intersection with Arlington Road and along the southern portion of the corridor. The land use designation is CGC.

Rogero Road forms the eastern boundary of the Old Arlington Study Area. It is lined with RLD-G from Ft. Caroline to Merrill Road, and then is lined with a mixture of CO and CCG-1 zoning south of Merrill Road. There are numerous small businesses operating in rezoned single-family homes along this section of Rogero Road. The Future Land Use Plan designates the area north of Merrill Road as LDR. The area south of Merrill Road and just south of Pine Summit Drive is designated RPI. The area of Rogero Road from Pine Summit Drive to the Arlington Expressway is designated CGC. Zoning and land use categories are consistent, however the RPI designation would be a more appropriate category since it would discourage intensification of commercial office uses to general commercial and retail uses.

Merrill Road runs west to east from JU to Rogero Road. The zoning is a mix of PUD, CRO, RMD, RLD, and CCG-1. Land use designations include RPI, NC, LDR, MDR and CGC. The CCG-1 zoning districts are located at the intersection of Cesery Boulevard and Merrill Road, with some CCG-1 along Cesery. The PUD on the corner of Merrill Road and University Boulevard was approved for a recently constructed CVS pharmacy.

The Arlington Expressway forms part of the neighborhood's southern boundary. It is lined primarily with CCG-2 zoning, but also contains RMD-E, CRO, PUD, and PBF-1 zoning districts. Lands on either side of the Expressway, just before crossing the Matthews Bridge, are designated RPI. On the northern side of the Expressway is the nationally accredited Jones College, a non-profit institution chartered by the state in 1947 with a current enrollment of approximately 880 students. The Future Land Use categories

between Arlington Road and the St. Johns River are CGC and RPI.

Arlington Road runs east to west from the St. Johns River to Rogero Road. The incompatibility issues described along the previous major corridors also spill over into the area surrounding Arlington Road, both north and south. The zoning is a mixture of CCG-1, CCG-2, CRO, RMD-A and PUD. The Future Land Use categories are CGC and RPI.

c. Conclusion

Old Arlington has adequate commercial zoning districts to support the community's needs. Reusing the existing commercial parcels is recommended in lieu of further expansion of commercial land use and zoning.

Compatibility issues between the Future Land Use Plan and zoning affect some parts of the Study Area. The Future Land Use Map categories on occasion permit more intense uses than allowed under the current zoning districts. This can lead to proposals for rezoning to allow additional intensity. Overall, the City should make an effort to resolve conflicts between land use and zoning by reviewing the applications for land use and zoning changes to ensure compatibility and long term quality of life for the residents of the community.

4. Residential and Commercial Building Conditions

A "windshield" building conditions survey was completed for every residential and commercial property (**Tables 15** and **16** and the results were mapped to show overall condition of the area (**Map 8**). The following criteria were used for the survey:

- Standard: The home or business needs only routine maintenance and has a clean yard.

- Needs Minor Repairs: The home or business needs minor repairs (such as a small amount of peeling paint) and/or has an overgrown yard or yard littered with trash.

- Needs Major Repairs: The home or business needs at least one large repair; such as a roof or the entire structure needs painted.

- Dilapidated: The home or business appears unsafe for human occupation with characteristics such as sagging foundation, broken windows, or leaning building.

- Vacant and Boarded: The structure is vacant and boarded up by code enforcement.

Standard: 91% of total residential

Needs Minor Repair: 8% of total residential

Needs Major Repairs: <1% of total residential

Dilapidated: 1% of total residential

Vacant and Boarded:
<1% of total residential

Table 15: *Residential Conditions*

Condition	Number	Percentage
Standard	3506	91%
Needs Minor Repair	298	8%
Needs Major Repair	8	0%
Dilapidated	36	1%
Vacant & Boarded	3	0%
Total	**3851**	**100%**

Source: Windshield Survey by APD Staff 2003

Table 16: *Commercial/Industrial/Office Conditions*

Condition	Number	Percentage
Standard	680	81%
Needs Minor Repair	141	17%
Needs Major Repair	18	2%
Dilapidated	2	0%
Vacant & Boarded	2	0%
Total	**843**	**100%**

Source: Windshield Survey by APD Staff 2003
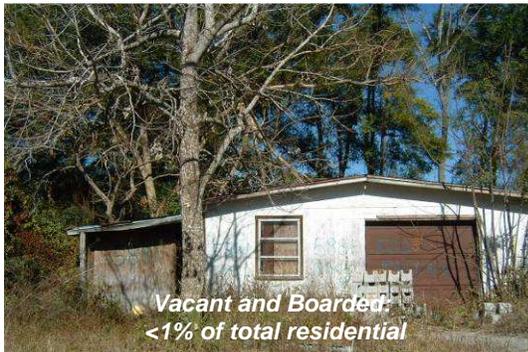
Table 17: *Year Structure Built*

Year Structure Built	Number of Structures	Percentage
1800 - 1939	92	2
1940 - 1949	82	2
1950 - 1959	2950	65
1960 - 1969	697	15
1970 - 1979	352	8
1980 - 1989	241	5
1990 - Present	107	2
TOTAL	**4521**	**100**

Source: Jacksonville Property Appraiser's Data Base 2002

Eighty percent (80%) of the development in the Old Arlington Study Area was built between the years 1950-1969 (**Table 17**). The Conditions Survey indicated that the area is in good shape with over 91% of the residential property in standard condition, while 81% of the non-residential properties are in standard condition.

Most of the housing in the study area was built during the 1950's of concrete block construction. Since this material is easier to maintain and does not deteriorate as quickly as wood frame housing does, it would be expected that the physical condition of structures would be stable.

As indicated in the Socio-Economic Trends Section block group 2, census tract 154 contains some deteriorating housing.

Existing Conditions

STANDARD
Needs only routine maintenance, has clean yard

NEEDS MINOR REPAIRS
Some repair, but minor: small amount of peeling paint, broken step, etc.

NEEDS MAJOR REPAIRS
At least one large repair: roof needs replaced, entire house needs painted, etc.

DILAPIDATED
Appears unsafe for human occupation: sagging foundation, broken windows, building leaning

VACANT & BOARDED
Any building that is vacant & boarded up by code enforcement

0   310 620   1,240   1,860   2,480 Feet

Prepared by: HDR
and
APD

Source: APD Windshield Survey 2003

Map 8

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January 15, 2004

Standard: 81% of Total Commercial

5. Infrastructure and Services

a. Traffic

Old Arlington has a well-connected network of streets throughout the neighborhoods and is easily accessible to other parts of Jacksonville through major roadways. Fort Caroline, Merrill Road, Arlington Road and Arlington Expressway are the major east-west roadways; University Boulevard, Cesery Boulevard and Rogero Road are the major north-south roads (**Map 9**) serving the Old Arlington Study Area.

Overall the roadway network is in good condition. The major roadways have Level of Service predominately in the "C" or "D" category, which indicates additional, but limited, capacity for traffic. The level of services categories are scaled "A" through "F".

The proximity to downtown, easy access to the airport, Route 9A and good access to the Regency area are all transportation pluses for the area.

The following is a summary of the function and status of the major corridor roadways within the study area:

University Boulevard

University Boulevard is a minor arterial roadway south of Merrill Road, a collector from Arlington Expressway to Cesery Boulevard, and a collector road north of Merrill Road, providing access to various businesses, residential developments and Jacksonville University. The Arlington Expressway to Cesery Boulevard collector link is two lanes and does not have the potential to be widened, as it is located in a residential area. Also, the City and FDOT have completed the final design on the landscape and lighting plans for University Boulevard from Grove Street in the Clifton area to Arlington Road. This work includes sidewalks with concrete pavers, historic theme street lighting into the Clifton area and four small medians with landscaping.

These visual improvements were fully funded in 1993 with a federal grant obtained though the Intermodal Surface Transportation Enhancement Act (ISTEA) program by Old Arlington, Inc. This project is now complete after more than ten-years of delay, and the increase in costs resulted in far less improvements than originally planned and designed. The community is supportive of the improvements to this gateway.

Map 9

Traffic
Average Daily
Traffic Count

Fort Caroline Rd. East of University	
2000	15,037
2001	14,363
2002	14,502
2003	14,963

Rogero Rd. at Ft. Caroline Rd.	
2000	6,970
2001	7,053
2002	7,091
2003	6,974

Cesery Blvd. at Ft. Caroline Rd.	
2000	4,929
2001	4,846
2002	4,865
2003	4,858

Univeristy Blvd. 300 ft. North of Justina Rd.	
2000	19,000
2001	22,000
2002	21,000

Merrill Rd. at Rogero Rd.	
2000	23,824
2001	22,774
2002	24,712
2003	24,993

Cesery at Merrill Rd.	
2000	13,125
2001	12,852
2002	12,896
2003	12,843

Arlington Rd. East of University	
2000	7,812
2001	7,429
2002	7,502
2003	7,255

Arlington Rd. South of Rogero	
2000	14,592
2001	14,082
2002	14,895
2003	13,446

Cesery 100 ft. North of Arlington Expressway	
2000	19,000
2001	17,500
2002	19,500

Prepared by: HDR and APD

Source: Metropolitan Planning Organization 2003

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City of Jacksonville Planning & Development Department
January 15, 2004

Average Daily Traffic (ADT) has remained fairly constant over the past three years.

Status: State road with 4 lanes except for two lanes section between Cesery Boulevard and Arlington Expressway.

Cesery Boulevard

Cesery Boulevard is a collector road providing access to businesses at Arlington Road, Merrill Road, Fort Caroline Road and single-family residential housing along its length. ADT has remained constant over the past four years.

Status: City road with 4 lanes from Arlington Expressway to Arlington Road, and 3 lanes from Arlington Road to Maple Leaf Drive.

Rogero Road

Rogero Road is a collector road providing access south of Merrill Road and single-family residential north of Merrill Road. ADT has decreased slightly over the past four years.

Status: City road with 4 lanes from Arlington Expressway to Arlington Road and 2 lanes from Merrill Road to Fort Caroline Road.

Arlington Road

Arlington Road is a collector road providing access from Arlington Expressway to University Boulevard and the predominately residential area from University west to the St Johns River. ADT has remained constant over the past four years.

Status: City road with 4 lanes from Arlington Expressway to University Boulevard and 2 lanes from University Boulevard to the St. Johns River.

Merrill Road

Merrill Road is a collector road providing access between Rogero Road and University Boulevard. ADT has declined some each year over the past four years between Rogero Road and Cesery Boulevard, while a steady increase in ADT has occurred at Merrill Road at Rogero Road.

Status: City road with 4 lanes from Rogero Road to University Boulevard.

Fort Caroline Road

Fort Caroline Road is a collector road providing access between Rogero Road and University Boulevard and residential development to the north and south. ADT has varied little over the past three years.

Status: City road with 4 lanes from Rogero Road to University Boulevard.

Arlington Expressway

The Florida Department of Transportation is conducting a Preliminary Design and Engineering (PD&E) Study of the Arlington Expressway and Mathews Bridge, to determine what future improvements are needed.

Status: Four-lane freeway from Southside Boulevard to University Boulevard.

Local Neighborhood Streets

The local streets provide good connectivity to the internal neighborhood, as well as the arterial and collector roads in the Old Arlington Study Area. As with most subdivisions of the 1950's, sidewalks were not always provided.

While the roadways are adequate, Arlington Expressway may need improvements in the future. Community members appreciate the convenient location Old Arlington affords. Some residents expressed concern regarding the debris and litter along two major arteries, University and Ft. Caroline Road.

b. Public Transportation

The Jacksonville Transportation Authority has three bus routes (**Map 10**) that provide service to the Old Arlington Study Area. Note: routes and bus designations are subject to change.

Route O-1 travels from downtown across the Mathews Bridge and turns north along University Boulevard, east on Arlington Road, north on Rogero Road past Fort Caroline and loops back for the return trip.

Route J-1 begins downtown, travels across the Mathews Bridge, then north on University Boulevard, traverses east on Merrill Road, north on Justina Road, turns west on Hollybell Road, then north on University past Fort Caroline Road and loops to University Club Drive to Fort Caroline, then west for the return trip.

Route AR-20 travels from Regency Square west along Fort Caroline Road, turns south on University Boulevard, east on Hollybell Road, south on Justina Road, east on Merrill Road, south on University Boulevard, east on Arlington Expressway, north on Cesery Boulevard, east on Arlington Road, then north for the return trip.

JTA bus parked on the right of way of Rogero Road at Ft. Caroline Park. - Photos by Arlington resident Roberta Thomas

Residents who live along Fort Caroline Road and Rogero Road have stated during the planning process that JTA buses are parking on the parkway between the curb and sidewalk, thus distressing the grass. Other residents have cited litter in or around the bus stops, which they feel contribute to the look of blight in the area.

c. Street Maintenance and Drainage

Streets and drainage for the most part are in good condition with the occasional need for repairs and maintenance. Road resurfacing under the Better Jacksonville Plan is in various phases of construction throughout the neighborhood and includes Rogero, Merrill, Arlington, and Ft. Caroline Roads. In some high visibility areas, such as the Arlington Road/ Rogero Road intersection, residents have reported weeds growing in curbing cracks and trash collecting along the curbs. They would like to see regular maintenance and street sweeping along major arteries.

Drainage ditches require regular maintenance, and where the maintenance is not frequent, the appearance of ditches can make it difficult to keep the corridors looking attractive, despite residents' best efforts on their private property.

d. Water and Sewer

The Old Arlington Study Area is served by JEA power, water and sewer service. A significant portion of the study area is on septic tank and well water (**Map 11**). This area is part of the septic system phase out program and is ranked eighth on the list of funding areas by the Health Department and JEA.

JEA has recently formed the Water and Sewer Expansion Authority, which is charged with finding solutions to the phasing out of failed septic tank systems and other septic system areas that are not in the funded phase out program.

JTA Transit Routes

- J1
- O1
- AR - 20

Feet
0 300 600   1,200   1,800   2,400

Prepared by:

Source: Jacksonville Transportation
Authority 2003

Map 10

J1

AR-20

O1

ST. JOHNS RIVER

Arlington Neighborhood Action Plan
City of Jacksonville Planning & Development Department
November 31, 2003

Map 11

Water/Sewer Availability

- - - - Sewer Lines
‾‾‾‾ Water Lines

0 300 600   1,200   1,800   2,400 Feet

Prepared by: HDR
and
APD

Source: Jacksonville Electric Authority 2003

S T . J O H N S R I V E R

Old Arlington Neighborhood Action Plan
City of Jacksonville Planning & Development Department
January 15, 2004

Source: Duval County Health Department

Figure 7*: Septic Tank Failure Funding*

e. Community Facilities

i. Education
The study area (**Map 12**) has three (3) public elementary schools: Arlington Elementary, Arlington Heights Elementary, and Justina Elementary School. Lake Lucina Elementary School is adjacent to the study area at Merrill and Rogero Roads. Fort Caroline Middle School, Arlington Middle School and Terry Parker High School lie just outside the neighborhood boundary and serve a portion of the Old Arlington Study Area school age population.

According to the 2005 School Grade Report for Duval County, all schools in the study area received a performance grade level of "C" or higher. Arlington Heights and Lake Lucina Elementary Schools received a performance grade level of "A". According to the Florida Department of Education 2002-2003 Annual Report, there was a need to focus on

performance improvements, especially for children with disabilities, African-Americans, and those that are economically disadvantaged. The evidence that this focus is paying off is in performance improvements in schools such as Justina Road and Arlington Elementary Schools, and Terry Parker High School. Resources are still required to build on the good performance of 2005, and focus should be continued to improve future performance at these schools.

Jacksonville University (JU) is a private institution with a diverse student population from the southeast and northeast of the United States, Puerto Rico, Virgin Islands and 61 foreign countries. JU offers four-year degrees from the College of Arts and Sciences, the College of Business Administration and the College of Fine Arts. Graduate programs include business, education and nursing.

Jones College is also a private four-year institution that offers Bachelor of Science programs in health management, business administration, computer information systems, interdisciplinary studies, legal assistant and medical assistant. Associate degrees are offered in business, computer systems, legal and medical assistants.

Private educational facilities include Arlington Country Day and Parson's Academy, which are located on Ft. Caroline Road adjacent to the study area.

ii. Parks
The Old Arlington Study Area has several parks including Bruce Park, Ray Owens Park, Justina Road Elementary School, and the Arlington Boat Ramp. Other parks that are adjacent or within close proximity to the Study Area include Victory Park, Blue Cypress Recreation Facility, and the Lake Lucina Elementary Park. The parks and facilities are well used and maintained.

iii. Other Facilities
A new regional library has recently opened on University Boulevard North just south of Ft. Caroline Road in a former K-Mart store. The Arlington Senior Center is located at the intersection of Rogero Road and the Arlington Expressway.

As stated earlier Ft. Caroline Road, Arlington Road and University Boulevard have a concentration of medical offices. These facilities are an important resource to the area with its growing population.

While the St. Johns River is a major asset, public access is limited to the public boat ramp at the west end of Arlington Road. The site has limited marked parking that only accommodates eight small trailers. Capitalizing on the community's location along the St. Johns River may be difficult due to this limited riverfront access.

Table 18: *Community Facilities*

Type	Number
Day Care	22
Church	26
School	7
Clb/Ldg./Cultural	17
Library	1
Parks	8
Medical Offices	25

Source: Jacksonville Property Appraiser's Data Base 2002

University Park Library

f. Be the Lite Christian Conference Center

A facility that has the potential to positively impact the neighborhood is the former Thunderbird Hotel, which is located directly behind the Town and Country Shopping Center. This site has been purchased by a local church and is planned for use as a Christian conference center. The reuse of this vacant facility will bring in more people who may spend money in the nearby areas. The church has been pursuing a restaurant for the center, which would provide additional commercial resources for the Study Area.

g. Town Center Program

The Town Center Program is a $12 million grant program that seeks to revitalize older neighborhoods by providing planning, design and infrastructure improvements to public spaces along key business areas and corridors that are at least 30 years old. The goals of this program are to:

- Enhance both the visual appeal and physical infrastructure in older neighborhoods' commercial areas and corridors;

- Feature community visioning and planning;

- Encourage public/private partnerships;

- Leverage public dollars by coordinating with the Better Jacksonville improvements in the areas; and

- Encourage renewal of old commercial areas that in turn will aid and serve the residential uses.

The Town Center Program is a three-phased application program. The three phases for each include:

Phase 1 – Visioning: This phase of the program enables neighborhoods to define the study area and vision for the area.

Phase 2 – Design and Engineering: This phase involves the preparation of all Design and Engineering work necessary to prepare final drawings and a bid package.

Map 12

Community Facilities

- Day Care Facility
- Church
- School
- Home for Aged; Orph; Club
- Park/Recreation
- Library
- Medical Offices
- Arlington Boat Ramp

Feet
0 312.5 625   1,250   1,875   2,500

Prepared by: HDR
and
APD
Rebuilding, Restoring & Revitalizing Neighborhoods

Source: Property Appraiser Data 2003

Victory Park

Kinder Care

Creative Child Care

Church of Ressurection

Justina Road Elementary

Lake Lucina Elementary

Jacksonville University

Merrill Road Day School

Tressory Park

Boys Home

Arlington Hills Day School

Arlington Hills Elementary

Ray Owens Park

Arlington Lions Club

Bruce Park

Arlington Womans Club

Arlington Elementary

S T .   J O H N S   R I V E R

Jones College

Jax Marine Institute

Old Arlington Neighborhood Action Plan
City of Jacksonville Planning & Development Department
January, 2004

Phase 3 – Implementation: Phase 3 is the construction phase. Right-of-way improvements envisioned during Phase 1 and designed during Phase 2 become reality during Phase 3.

To date, two projects have been funded through the Town Center Program (TCP) in the Old Arlington NAP Study Area: Rogero Road and Old Arlington. There is also a nearby TCP project north of University Park.

i. Rogero Road

This Town Center has been coordinated with the Fort Caroline Club Estates South Civic Association (FCCESCA). The community vision for Rogero Road includes aesthetic improvements such as street trees, ornamental lighting, and decorative paving, and such traffic calming measures as medians, roundabouts, and improved traffic signals.

ii. Arlington Road

Old Arlington, Inc. is working with the city on a TCP project for Arlington Road west of the intersection with University Boulevard. This project will tie-in with ISTEA-funded improvements completed on University Boulevard south of Arlington Road and will include such aesthetic improvements as landscaping and lighting.

iii. University Park

The University Park and Charter Point communities have made significant progress on a TCP for the portion of University Boulevard North that is north of Arlington Road, just outside of the Study Area.

6. Commercial Market Analysis

A market analysis was conducted to evaluate data specific to the county, the Old Arlington Study Area, and the surrounding area in order to develop recommendations for improvements within the residential and commercial sector.

Commercial recommendations offered through this analysis are based upon the types of goods and services that currently exist within the retail environment versus the types of goods and services that may be needed to fill gaps or to meet demand. Possible future retail opportunities are presented based on resident comments including those specific to casual dining restaurants, grocery stores, and movie theaters. To identify future retail opportunities and to consider the possible addition of new retail establishments, the report examines the current consumer spending patterns within the zip codes that cover the study area. The average household annual expenditures for selected goods and services for the Old Arlington Study Area for 2003 are compared to the projections for 2008 and presented to support the recommendations.

The dominant industries in the Greater Arlington area, based on the number of establishments and the number of persons employed, are: accommodation and food services, administrative support, construction, health care and social assistance, professional, scientific and technical services, and retail trade. The concentration of health care related businesses are an asset to the community and are concentrated along the corridors of Fort Caroline Road, Arlington Road, and University Boulevard. Their proximity allows them to provide services to each other, as well as address the health care needs of the population within the study area.

The majority of establishments in the Old Arlington Study Area are small businesses, with eighty-seven percent (87%) employing less than twenty (20) people. The large retail trade is centered at the Regency Square Mall, which is in greater Arlington, but not included in the study area. It should be noted that while this mall is an amenity for the Old Arlington Study Area neighborhood, it has some negative impact since smaller businesses that are common to older suburbs' commercial corridors cannot easily compete with larger regional malls. This suggests the need to find appropriate niche markets, draw customers from outside the area or provide specific neighborhood services that are convenient to local residents. Incentives may be needed in the form of funding and technical assistance to help start up neighborhood businesses.

Existing commercial/retail stores are often underutilized and need updating and some shopping centers, such as Town and Country, have high vacancy rates. While the land area to support commercial expansion is available in major commercial areas along such roadways as Merrill, Arlington, Rogero, and Ft. Caroline Roads, other factors may not meet the criteria set forth by national companies to support a new location within the study area. Major commercial chains use such criteria as traffic counts, population within a defined area and proximity of other traffic generating business to determine new locations. As an example, Old Arlington and the surrounding area meet the site criteria necessary to support establishment such as an Uno Chicago Grill, but only the intersection of Merrill and Rogero Roads has an average daily traffic count that meets their requirements in regards to traffic. Further, many of the desired retail establishments are located about 5 miles outside of the study area, within zip code 32225 that includes the Regency Square commercial area.

The proximity of the study area to Regency Square Mall indicates that the Old Arlington Study Area has a strong commercial environment to compete with within a fairly close radius. The analysis suggests that potential retail opportunities may be in the area of specialty shops and services that are more neighborhood oriented and not competing directly with shops or services offered at Regency Square. Further research in the form of detailed market and feasibility study is required to determine the most favorable opportunities. See "Marketing Arlington" section of the Action Plan.

Comparing consumer spending patterns of Old Arlington residents to consumers nationwide, the study area residents spend slightly more, up to 9%, on food and alcoholic beverages away from home, smoking products, prescription drugs, and towing charges than the nationwide average. A five-year projection of average annual household expenditures shows a 50% increase in spending for prescription drugs from $1,553 to $2,364. Other projections indicate a 23% increase in spending on personal care products and services from $785 to $962. Spending increases of 18% are projected for

food away from home from $4,117 to $4,862 and total education expenditures of $974 increasing to $1,148. Other increases are 12% in the total of food at home from $4,512 to $4,946 and a 10% increase in spending on women's apparel from $1,083 to $1,208. (Source: Claritas Inc. data from 2003 to 2009) These projections suggest opportunities for development of local services and neighborhood retail.

A large amount of the Old Arlington Study Area's resident income is spent outside of the study area, specifically in the nearby 32225 zip code. The Old Arlington Study Area has both the challenge and the opportunity of proximity to commercial/retail and increasing traffic flow along Rogero Road and Merrill Road. Increasing traffic is a draw for retail and commercial business, and proximity to Regency Square Mall can be a plus if local residents use businesses within the study area to serve their daily needs and local businesses capitalize on their location in a neighborhood that has, as one of its assets, proximity to big box shopping options. The neighborhood has money to spend and, based on the significant interest in this study, a willingness to spend it locally if there are convenient, cost-efficient and quality shopping options available. Currently, there is a lack of parking for commercial activity on University Boulevard, Arlington Road and Rogero Road.

The Old Arlington neighborhood has long been a location that is highly attractive to health care related businesses. This niche is concentrated along the corridors of Fort Caroline Road and Merrill Roads, and University and Cesery Boulevards. Although a niche is established in the community, the related businesses might develop a strategy for cooperative advertising and promotion to allow for future growth and visibility. A joint approach might allow them to capitalize on their location, their diversity and their proximity to each other. Employee recruitment should be assisted by the desirable housing nearby, and the neighborhood forms a natural base for patients and expansion of practices. To the extent that there is available space along the corridors, opportunities exist for business expansion. This approach may be an opportunity to attract medical professionals and patients, and provide the opportunities for

higher-skilled jobs. In addition, cooperative effort and partnership could be developed to provide internships for students at the local colleges.

The area also has the potential to capitalize on its unique historical assets, including the Norman Film Studios on Arlington Road, which is considered a site of national significance by the National Trust for Historic Preservation. The City has purchased a portion of the original site and planning is underway to stabilize the exteriors of the buildings. A local church purchased the remaining parcels of the site. Buildings of historical interest are often visually, as well as culturally, interesting and they can add excitement to the fabric of a neighborhood. As the historic sites are concentrated along the Arlington Road corridor, which includes a natural town center location at Arlington Road and University Boulevard, this immediate area has the potential to become a destination that will attract tourist dollars and allow commercial businesses to thrive and grow.

The City of Jacksonville has supported Town Center Program initiatives for streetscape improvements to Arlington Road east of University Boulevard to Rogero Road, University Boulevard north of Arlington Road, and Rogero Road from Arlington Road to Rogero Road. These projects will enhance the gateways to residential neighborhoods and contribute to the appeal of the area.

Jacksonville University (JU) is also an asset to the neighborhood. The university is a significant employer in the neighborhood, and is the only establishment in both zip codes that employs more than 250 people, offering a range of jobs from maintenance staff to administration and athletic and academic faculty. It also provides marketing opportunities to serve the students that live on campus, as well as those who commute into and out of the study area for classes, both day and evening. Jones College also provides marketing opportunities in the form of its commuting students.

c. Market Analysis Conclusions

Information regarding current consumer spending patterns, census data, resident comments and household expenditures information was used to analyze the market trends of the Old Arlington Study Area, from an economic perspective.

The recommendations regarding approaches for housing is based upon the existing population growth and trends, as well as the quality and condition of the housing stock.

From an economic perspective there is a great deal of leakage of incomes spent outside of the Old Arlington Study Area, specifically, into neighboring areas. Land is available for commercial businesses; however, the study area does not meet all criteria of several national chain companies for locating in Old Arlington. Additionally, some existing commercial, retail stores and shopping centers are vacant or in need of updating. There are potential opportunities to fill the gaps between the supply and demand of consumer goods and services. Additional research is needed to determine best opportunities, and a recommendation for further study is included in the Action Plan.

Within the Old Arlington Study Area there may also be opportunities to capture the over indexed spending patterns in the 32277 zip code. As the market analysis suggests, smaller niche markets may be an opportunity for increasing commercial development. Again, additional detailed market research will be required to determine which types of commercial uses have the most potential for the study area.

The National Trust for Historic Preservation conducted a survey of historic Jacksonville in August of 2001. The purpose of the study was to evaluate the historic fabric and develop strategies to maximize historic preservation as a community and economic development tool. The study team deemed the Eagle Film/ Norman Studios property a site of national significance. The team recommended efforts to preserve the property and to develop a plan for its use. Subsequently, the City has purchased one-half of the property and the design for securing the external structure of

the buildings is underway. Given the significance of this site there is potential to develop and promote the Eagle Film City / Norman Silent Studio property as a cultural tourism destination.

Other historic properties and sites in the area include the F.W. Bruce house, Macy-MacLean house, Arlington Elementary School, Sammis house, Bigelow and Clifton cemeteries, Richard Mill site, Tree Hill and an African American cemetery on Shackleford Road, and another on Jacksonville University property.

The Town Center Projects within the study area have the potential to create inviting gateways into the neighborhoods, thereby, increasing aesthetic appeal, attracting new businesses and encouraging existing businesses to improve their establishments.

Overall, the Old Arlington market presents both challenges and opportunities, and both partnerships and focus are needed to maximize the potential for economic development in the Arlington area.

7. Residential

An analysis of the existing housing stock shows that most of it is in good condition and there is only a need for minor repairs. There is, however, a need for upgrading of single-family housing where appropriate. Some areas within distressed block groups are in much poorer condition and might require more intensive repair work to bring that housing stock to the overall good condition of housing in the study area.

In addition, there could be a demand for moderate to upper mid-range single-family in-fill housing based on the availability of existing housing stock, as well as the existing demographic profile of the study area. For detailed analysis see appendix.

The ratio of homeowners to renters has remained stable over the last ten years. The majority of single-family housing in the study area is owner-occupied. However, when total housing units, single family, condos and apartments, are taken into account, the owner occupied housing rate is 37% (Source: 2002 Jacksonville Property Database).

E. COMMUNITY INVOLVEMENT

1. Community Participation

The community played an important role in developing the Old Arlington Study Area Neighborhood Action Plan. Input was obtained through five (5) community meetings, three (3) were community wide and two (2) involved the Neighborhood Steering Committee.

A total of 59 Old Arlington Study Area residents attended the kick-off meeting on November 13, 2003. City of Jacksonville representatives and consultant staff outlined the planning process that would be followed in preparing the Old Arlington Study Area Neighborhood Action Plan, how the plan would be used to help guide future growth and development in the Old Arlington Study Area and the role resident stakeholders would have in the overall planning process. The meeting concluded with the distribution of a community survey, the results of which are summarized in the next section.

Subsequent community meetings focused on existing conditions, design analysis, market data and development of plan recommendations.

2. Neighborhood Issues and Concerns

The consulting team conducted a survey of Old Arlington residents at the project kick-off meeting. The survey was also available on the City of Jacksonville Planning and Development web site. The purpose of the survey was to gain input to the plan by asking residents about their neighborhood.

The survey questions asked:

- "What residents liked about their neighborhood"

- "What residents disliked about their neighborhood"

- "What is missing from their neighborhood"

The complete survey data is located in the appendices of this report.

Residents who completed the survey appreciate Old Arlington's convenient location, waterfront, history, and mature well-built homes. Other assets identified include Jacksonville University and local parks. Residents see the area's retail and historic potential.

Survey results specified a number of dislikes that related to aesthetics: debris along roadways, unkempt homes needing repair, vacant homes, telephone poles and overhead power lines, inconsistency of building design along Arlington Expressway and brightly painted commercial buildings. Residents also expressed concern about commercial and retail business. A concern of lack of investment in the community was also expressed about the types of businesses proliferating in the Study Area, such as pawn shops, auto repair shops, and a six-acre junkyard. Similarly, the number of vacant commercial properties was cited as a dislike.

Members of the Old Arlington Study Area community also have expressed concern about the number of day care centers in the study area. Given that many day care centers require relief from zoning code requirements through the administrative deviation and exception processes, the Steering Committee felt that closer attention should be paid to the impact of such uses on the surrounding neighborhood. Impacts of concern to the Steering Committee include parking, signage and queuing at pick-up and drop-off times.

The responses to the questions of what was missing centered on the lack of services and lack of a waterfront amenity. Specifically, residents stated adequate drainage is missing; adequate water and sewer is also missing as thousands of deteriorating septic systems are still in use. An area where the general public may enjoy the riverfront is also missing. Residents responded that bookstores, restaurants, coffee shops and quality retail are missing as well.

Survey results also indicated that community members are concerned about zoning violations and applications for zoning

exceptions and administrative deviations within the Study Area.

Survey respondents believe Old Arlington is a safe place, but indicated that the perception of the area is negative. Participants indicated they would like to see pride in the community restored and indicated special neighborhood occasions may be a means to achieve this, as well as a knowledge of the neighborhood's rich history.

F. ACTION PLAN: ISSUES AND RECOMMENDATIONS

While the overall condition of the Old Arlington Study Area is healthy, the residents and the data indicate that this condition could be jeopardized if proactive actions are not taken.

The recommendations that follow are stated in terms of 1) issues and opportunities the community has identified, 2) the recommendations on how these issues and opportunities are addressed, and 3) who is responsible to implement them.

1. Historic and Cultural Resources

One component of the Old Arlington Study Area renewal is a focus on its historic and cultural resources. The idea of a *Historic and Cultural Corridor* grew out of conversations with Old Arlington Inc. and its effort to save and restore the Norman Studios site. The National Trust for Historic Preservation's assessment of the Norman Studios as a significant site and its recommendation for a cultural tourism effort coupled with the city's purchase of one-half of the property is an important step.

In order to capitalize on the historic and cultural assets of the community, efforts should include promotional and educational elements to build awareness and support. In addition to the Norman Studios other assets include:

- Historic Structures,
- Historic Cemeteries
- Access to the St. Johns River at Arlington Road

- Written and Oral History of Anna Kingsley
- The "Crossroads" historic site located in the study area at the intersection of University Boulevard and Arlington Road.

Arlington Road is the spine for this corridor connecting Tree Hill (Lone Star) on the east past Norman Studios, and west to the St. Johns River. Both to the north and south are historic sites, cemeteries and homes, which could comprise guided and self-guided interpretive tours.

The next section is an outline of some possible next steps to further the effort.

a. Norman Studios

While various significant sites make up the corridor, Norman Studios is the key to redevelopment. The city has made an investment in the purchase of one-half the property and has hired an architect to prepare restoration plans for the site. Other steps needed to further the use of this property include:

- Purchase the remaining buildings of the original studio site.
- Purchase additional land surrounding the Studio for off-street parking.
- Develop a program for use of the site, such as film museum, film festival, and / or history of "The Old Arlington Study Area," educational facility and community center.
- Develop a business plan with funding to run and operate the facility.
- Establish a not-for-profit organization to implement the business plan.

b. Tree Hill Nature Center

Tree Hill Nature Center, while not located in the study area, is in close proximity to the Old Arlington Study Area. The center offers environmental education, conservation and awareness, programs, facilities and access to natural areas, which promote understanding of and respect of the natural world. This is accomplished through:

- Workshops
- School Programs
- Nature Programs

Tree Hill includes 50 acres of forest, swamps, freshwater streams, gardens, nature trails, and exhibits. A new amphitheater will offer a larger area to conduct educational programs at the center. A design is currently underway for a new nature center with classrooms, and museum space for traveling exhibits.

Another possible tourist draw is a Botanical Garden and Arboretum planned near Merrill Road and Ft. Caroline Road. While the site is not located in the corridor, there is a potential complement for the historic and cultural aspects of Old Arlington.

c Historic Homes, Sites and Cemeteries

The Historic Survey of Arlington prepared for the Planning and Development Department shows the location of historic sites and buildings along the corridor. These include the F.W. Bruce house, Macy-MacLean house, and an African American cemetery. Additional homes and sites are identified in the nearby Clifton area.

This rich history could be presented in a combination of venues. Some tasks that are needed to accomplish this include:

- Prepare an interpretive guidebook that documents the history of the sites and people.
- Develop a tour route that would bring the public to these various locations.
- Establish a visitors' center from which eco-heritage tours could originate.

Riverfront

- Develop signs, plaques and markers that can be placed at these sites.
- Find a location for a tour center. This could be part of Norman Studios or as a separate site such as Town and Country Shopping Center.

d. "Crossroads"

The "Crossroads" at the intersection of University and Arlington Road is the town center of the Old Arlington Study Area. Presently, it does not have any notable qualities that identify it as a major focal point for the community. The new Walgreen's location on the SW corner has improved the aesthetics of the intersection and the streetscape projects planned along University Boulevard and Arlington Road will add additional improvements. The older buildings on the NW corner could have some façade improvements, which could reflect the "Old Florida" theme.

Improvement of Arlington Road from University Boulevard west to the boat ramp could connect the river to the historic town center. Improvements might include landscaped medians, pedestrian walkways and bike lanes.

e. Riverfront

The riverfront at the west end of Arlington Road was the site of the Arlington Ferry and Land Company, which operated during the 1920's. The current use of the property includes the Arlington Marina, Cross State Towing, and a City boat ramp. Some residents object to the location of the towing company because it is an industrial use in a primarily residential area, however, relocating this business has previously been explored and so far, it has not proven to be a feasible option.

This location offers the only public access to the river within the Study Area. Increasing public access to the river as opportunity arises will enhance the quality of life for the residents of the study area.

A long-range vision of the community is to link Old Arlington to other sites along the St. Johns River such as the Timucuan Ecological and Historic Preserve, Fort Caroline, Fort George Island and Kingsley Plantation.

Additional research and analysis would be needed to further this vision.

f. Streetscape

The city of Jacksonville and FDOT have been working for several years on a streetscape design for University Boulevard from near Floral Avenue in Clifton through the Arlington Road intersection. The ISTEA grant program of the US Department of Transportation funded this project. The landscaped medians, sidewalk street trees, and decorative pavers will enhance the appearance of the area. However, a delay more than ten-year resulted in much less enhancement than expected due to increased costs.

The city of Jacksonville's Town Center Program has selected Old Arlington, Inc.'s application for streetscape improvements to Arlington Road, east of University and the project is currently in design. The exact length of this streetscape project will be developed as the design progresses forward.

Responsibility

Various public and citizen groups need to continue to work together to realize the vision for this Historic Cultural Corridor.

Norman Studios:

- Old Arlington Inc.
- Planning and Development Department
- Public Works Department
- State of Florida
- National Park Service
- National Trust for Historic Preservation
- UNF and JU

Tree Hill Nature Center:

- Tree Hill Board of Directors

Historic Homes, Sites and Cemeteries:

- Old Arlington, Inc.
- JU and UNF

"Crossroads"

- Property Owners

- Planning and Development Department

Riverfront

- Appropriate city agencies

Streetscape

- Public Works Department
- Old Arlington, Inc
- Planning and Development Department
- JEA and JTA

2. Infill Opportunities

a. Town and Country Shopping Center

Few communities can boast an opportunity such as that presented by Town and Country shopping center. While older shopping centers that are underutilized are not unusual, this shopping center is large enough to allow for many uses and located at an optimum location. This puts it in a category by itself within the study area.

It is a Gateway: When driving north on I-95, a bridge across the highway lets you know where you are because it says, in large letters, "Jacksonville". While only constructed recently, it is already a landmark and people gauge where they are in relationship to the bridge. As Town and Country has been a vibrant part of the community for many years, it is already a landmark in that sense, but it has the potential to be far more. Located at the intersection of the Arlington Expressway (at the foot of the Mathews Bridge, connecting directly with downtown) and University Boulevard, the shopping center is located at the entrance to the community, just where most people enter Arlington. As it is already a landmark, it does not have the challenge of establishing its identity, only of refining it. Spot Town and County and you know where you are, or you know you are home.

It has dramatic Redevelopment Potential: A 19 acre site is large enough to present opportunities for mixed use development. The trend toward such development is based on its inherent advantages. If you combine residential development with other uses, you create the possibility that someone could live

and work in the same immediate neighborhood. This, as city dwellers everywhere know, is a luxury. Even if the site were redeveloped to include residential uses, not everyone would live, or work, on site. Town and Country's location makes it ideal for transit connections, so that one could live on site and commute downtown without a car. Redevelopment potential exists even without residential development. The site's strategic location makes it ideal for service and commercial uses because of its heavy pass-through traffic. Add to that a use such as a medical facility, and the site becomes a destination for employees, shoppers and patients. Add assisted living facilities and the occupants could address most of their needs on-site and all of their needs within the study area.

It could be a Catalyst: Town and Country may well be the most visible site in the study area. The opportunity exists to transform Town & Country into a community center, providing a face lift to the area with an identity and sense of place that enriches the lives of the residents and surrounding community. Town and Country is located along a primary corridor and entry-way into the historic Arlington neighborhood. Because of its visual accessibility, redeveloping such a site can have a major impact on the community due to the improved aesthetics and greater sense of place. Transform Town and Country and you send the signal that investment in Arlington is worth the risk, and such a visible example can begin to positively impact on the larger market in the study area.

It is an excellent location to be accessed by Transit: Town and Country presents a unique opportunity for developing a transit-oriented neighborhood. Unlike other suburban development, this type of mixed use development is flexible enough to allow for lots of different uses and still provide definition and focus for the local community. Historically, mixed use development arose due to shopkeepers need to live above their place of business; the natural evolution of a small urbanized village followed, which met the needs of residents for offices, retail establishments, and homes. The shopping center is large enough (19 acres) for this type of development. Development of a new

activity center at Town and Country would generate origin and destinations trip to support transit service, and could add to the mix of housing opportunities for the area, and for Jacksonville residents. Town and Country is shown as a potential transit station site in the JTA long-range Transit System Alternatives Study for Bus Rapid Transit, so the opportunity for transit oriented development is realistic at this site.

It could be Arlington's Downtown: While it is not similar to the "Crossroads' area this plan identifies as a neighborhood center that is more literally in the center of the neighborhood, it could be a destination for area residents, and for commuters passing by it on University Boulevard and the Arlington Expressway. If it contained a mix of uses such as a movie theater and restaurants, it has the makings of a great night out. If redevelopment included a night club use and restaurants, as it does now it, it would remain a destination for users, many of whom will be traveling at off peak times, and would be able to take advantage of the available road capacity at such times. Residences or a medical facility would ensure that people were around at all hours. The more uses that are 24 hours or staggered, the more the area remains active, safe and interesting at all hours. Members of the community have expressed interest in the transit-oriented development which includes a mix of housing types for all ages, commercial retail stores, jobs, public space, professional offices and other activities essential to a high quality of life. The medical theme that emerged from the planning process, with the corridors that already provide medical services and the desirability of such services close to population centers, may indicate that medical facilities would thrive in this prime location. An additional feature could be accommodating attractive public space, an amenity that is in short supply in the Old Arlington Study area. A new development is needed that could provide a space for those important times when people are neither at home or at work.

It could be a public/private Partnership: Town and Country is privately-owned, and the owners were not contacted in the development of this section of the plan. It was not the intent to suggest what they should do with their property, simply to note that their property is of great importance to the community. Much excitement was generated by the community and the steering committee for this plan when discussing future plans for the shopping center. The planning process indicates that the community would be more than willing to use Town and Country more frequently if it had more to offer. Should the owner wish to do so, a meeting might be convened with community representatives, where the reuse potential of the site could be discussed, while preserving the rights and benefits of existing long term tenancies.

Some examples of redevelopment to consider:

Mizner Park: The site could include design features such as sidewalks, arcades, commercial retail, and a variety of housing types. The Mizner Park located in Boca Raton Florida, is a prime example, which incorporated an urbanized village character and retail component. Redeveloping the underused Boca Raton Mall into a community center removed a blighted property and helped revitalize the surrounding community. Crocker and Company worked with Boca Raton's Community Development Agency to replace the failed shopping mall with a 28.7-acre mixed-use project that includes 272 homes, a public promenade and park, retail shops and restaurants, 262,000 square feet of office space, a movie theater, and a museum. City financing, including $50 million in infrastructure improvements and $68 million in bond financing, helped make the project feasible. Completed in several phases throughout the 1990s, the project has been an outstanding success, attracting residents and visitors and contributing to the economic viability of its 40 business tenants. A large, tree-lined central boulevard encourages walking and cruising, creating an unhurried environment for shopping and socializing. It has become the city's most popular community meeting place and the new center of Boca Raton. Mizner Park is owned by the City of Boca Raton and leased to a commercial developer (Source: US EPA Smart Growth Illustrated – Mizner Park Case Study, 2006).

Mizner Park, Boca Raton Florida
The Marriott Fairfield Hotel is shown in the back

Although Mizner Park has high housing density, its neighbors look on to these town homes. They are oriented wide and shallow to hide a parking garage.

Mizner Park's main boulevard has shops on the first floor and apartments above. The stores have a covered arcade in front to protect shoppers from the hot Florida sun.

The Museum of Arts is located in the Mizner Park. Some of the artwork is exhibited throughout the park

One of the few gazebos at Mizner Park

Central Fountain at Mizner Park

Baldwin Park: Another prime example of such a development is the Baldwin Park Village in Orlando, Florida. Baldwin Park has been carefully planned to create a definite sense of community. Baldwin Park has no gates or walls, but blends seamlessly into surrounding areas. It is pedestrian-friendly with wide sidewalks. Homes are within easy walking distance of stores, offices and restaurants.

Publix at the Baldwin Park Village

Orlando, Fl

The Courtyard at Baldwin Village
Orlando, Fl

San Marco Riverwalk Village: San Marco has become one of the most intriguing areas in Jacksonville that has similar mixed use projects planned in the near future. It is a place where residents enjoy the value of the past with a flare for the new with its theater, restaurants, and night life.

The San Marco Riverwalk Village is an urban scale mixed use development planned for the Southbank of Jacksonville. Investors purchased approximately 16 acres of the riverfront property to build the San Marco Riverwalk Village, an area which runs between Riverplace Boulevard and Prudential Drive, and is centered on the Wyndham Jacksonville Riverwalk hotel, which used to be the Radisson hotel. The projected investment of over $500,000,000 will include a versatile plan for residential, commercial, retail, and hospitality. The village would include five residential towers with 2,000 residential units, a two-acre public riverfront park, 90,000 square feet of retail shops, and a 28,000 square foot grocery store (www.bizjournals.com). The San Marco Riverwalk would also include a 200-room hotel, a 300-slip marina, and up to six restaurants. While the immediate market may differ, this project is evidence that greater Jacksonville is ready for mixed use development, and developers may be ready to get in at the beginning of the renaissance of a great community like Old Arlington.

Not all of these ideas are appropriate for Town and Country, but they can be used to get the discussions started for a real opportunity for the community.

Responsibility

- Business Community
- Property Owner
- Local Residents
- Developers
- Planning and Development Department

3. Economic Resources/Other Strategies

a. Jacksonville University and Jones College

Jacksonville University and Jones College should create a joint partnership with the Arlington business community through the formation of business associations. This partnership should be an avenue to research and analyze market conditions, and generate recommendations for economic expansion. University and college faculty and students could act as resources and advisors to new

business ventures or projects in the community. They might also provide research and develop public service programs.

b. Economic Development

The need for economic development opportunities within the Old Arlington Study Area was a key concern of steering committee members. Retail and other commercial uses have left the study area over the years leaving behind a legacy of underused commercial spaces and the appearance of disinvestment and, in some cases, neglect.

There are several identified avenues that could be pursued to increase economic development activities within the study area. One of them is the Jacksonville Economic Development Commission (JEDC).

Currently, the JEDC has several economic incentives to areas north and west of the St. Johns River. However, under the current JEDC Public Investment Policy, limited economic incentives are available to neighborhood commercial corridors with adopted Neighborhood Action Plans, such as the Study Area. This program is available countywide to designated JEDC commercial development areas and projects must have a letter of recommendation from the Planning and Development Department.

c. Funding Sources

As the demographic and socio-economic conditions of Old Arlington area change, there is a need to reassess the way the neighborhood commercial/retail areas are encouraged to develop. The Old Arlington neighborhood features several commercial and retail areas. Some are aesthetically unattractive and/or do not include the types of businesses the community needs that can serve in its market. There are funding sources and tax credits associated with revitalization in areas which are economically challenged. The study area could be eligible for JEDC funding.

Another economic benefit for the area could be the Urban Jobs Tax Credit Program, which is a joint effort with the city of Jacksonville and the Governor's Office of Tourism, Trade and

Economic Development (OTTED). This program provides the opportunity for businesses to create new jobs in designated urban areas. As this program includes tax credits for jobs in such sectors as retail and hotels, some of the businesses that the neighborhood wants to attract may be eligible. This program is limited to boundaries identified for the city by the OTTED, and a portion of the study area is included within the boundary. There are three boundaries in the city and Boundary II includes the area between Arlington Road, west along Arlington Expressway, and north to the intersection of Arlington Road and University Boulevard. This tax credit program should be further explored by any business thinking of expanding or locating in this area.

Owners of commercial businesses also have a role to play. There is a clear economic incentive for them to operate in a more vibrant retail area. By following design principles set forth in this plan and maintaining a relationship with community organizations, area businesses can make a significant contribution to the revitalization of Old Arlington.

Responsibility

- Business Community
- JEDC
- OTTED

4. Marketing Arlington

This plan contains a market analysis that refutes many perceived notions of Old Arlington and should be used by community members as a tool to market the community. In particular, the market analysis suggests that a strong neighborhood-oriented specialty retail and service market could exist in the study area. Cultural attractions such as Norman Studios and streetscape improvements through the Town Center Program could also serve as a draw for customers living outside of the study area. Jacksonville University is another important presence that could play an important role in the marketing of Old Arlington.

Another opportunity to provide a connection between an established organization and

potential marketing within the Study Area lies within the natural nexus of Jones College and the Town & Country Shopping Center. Jones College offers to the retail/marketing world a student body of 880 students that have an average age of 35 years old. Conveniently located along the St. Johns River and with access from University Boulevard, the college has a unique urban flavor.

According to the market research that was prepared for this document, the Study Area can support a Starbucks (see Exhibit 3-5 of the Market Analysis). If an appropriate location could be found, a Starbucks would be beneficial to the University Boulevard corridor. Since Starbucks appeals to both workers and entertainment and leisure-time based consumers, an after-class or after-dinner market could be invigorating to the colleges. If located closer to JU, the coffeehouse would appeal to students, teachers and patrons of the arts and sports activities that are ongoing at the university. If located further south, the peak hour traffic heading downtown would be captured as well as shoppers at the Town & Country Shopping Center, or conventioneers attending functions at the Conference Center. Although Jones College does not have dormitories, the day and night student traffic would provide a commuter-based student body and teachers as well. Future discussion with community groups should include either development scenario. Overall, marketing of the University Boulevard corridor should include the distinct opportunity offered by having two institutions of higher learning at its northern and southern ends.

Recommendations

Community groups should continue to engage area businesses wherever possible to show them the degree of support and commitment involved in the formulation of this plan, encourage them to follow its recommendations regarding design and maintenance, and follow through with support for businesses that try to assist with the enhancement of Old Arlington's future. This marketing strategy should have a component that is addressed specifically to businesses and how they can help the area, and their businesses, to prosper. Also see the Perception and Home Ownership recommendations section.

Community groups should also work with realtors and business development organizations, such as the Chamber of Commerce, as a way of encouraging new homeowners and businesses in Old Arlington.

Jacksonville University is a long-time presence in Old Arlington. JU provided meeting facilities and participation throughout this planning process. A formal partnership between community organizations and JU could be developed as a means of building a stronger bond between the school and neighborhood. The Davis College of Business at JU is one resource that could be drawn upon in developing a marketing plan for the study area. Jones College might prove to be an additional resource.

Responsibility

- Community Members
- Jacksonville University
- Jones College

5. Land Use and Zoning

a. Existing Land Use

The Old Arlington Study Area currently includes a variety of land uses consisting of commercial, office, multi-family, and single-family residential. An area of concern is the compatibility of future land uses within the study area and its relationship to the adjacent residential properties. As indicated on Map 5, the Existing Land Use Map designates a large portion (78% of the parcels) of the study area for single-family residential uses. The remaining land uses are retail at 4%, multi-family at 2%, services at 2%, and offices at 2%. The commercially designated areas, especially along Rogero Road and University Boulevard, abut properties currently developed as and/or zoned for single-family residential uses. Some consideration should be given to providing appropriate buffering between residential and commercial land uses.

b. Zoning and Future Land Use

While Old Arlington has adequate commercial zoning districts to support the community's

needs, appropriate reuse of the existing districts is recommended. Community members have expressed concern about the expansion of commercial uses and increased density and intensity of uses throughout the study area, particularly those parcels that abut residentially zoned districts.

The 2010 Comprehensive Plan requires a gradual transition of densities and intensities between land uses that are achieved through the zoning and development review process. "Transition" in land use, is an intensity compatibility concept that establishes a land use hierarchy, which relates use intensity and density, defined by the degree of external impact, to the uses location relative to other uses. Transition is reflected in interrelated, spatial arrangements of varying land uses that exhibit a gradual change from residential to employment-based activities. The hierarchy of use is as listed in Ordinance Code Section 656.301.

There are locations throughout the study area where the land use categories permit more intense uses than allowed in the current zoning districts. Most of the commercial development in the Study Area is redevelopment of existing structures or infill on smaller lots. Future planning in this area should endeavor to resolve compatibility of use issues with existing zoning requests that would intensify the zoning districts.

The Rogero Road Corridor is most appropriate for office and residential uses. Increases in commercial intensity could have a detrimental affect to the residential uses over time. The 2010 Comprehensive Plan, Policy 3.1.2, states that "the City shall eliminate incompatible land uses or blighting influences from potentially stable, viable residential neighborhoods through active code enforcement and other regulatory measures."

Intensification of commercial parcels where there are adjacent single-family residential uses may begin to erode the character of the area and have a detrimental affect on the viability of the residential uses over time. The 2010 Comprehensive Plan, Policy 3.2.3 states "the City shall prohibit the expansion or replacement of commercial uses that do not meet applicable locational criteria of the 2010

Comprehensive Plan and have an adverse impact on adjoining or nearby uses."

Ordinance Code 656.701 states it is further the intent of the Zoning Code that nonconformities shall not be enlarged upon, expanded, intensified or extended nor be used as grounds for adding other structures or uses prohibited elsewhere in the same district. It is further the intent of the Zoning Code that changes in nonconforming uses shall be discouraged and that a change from one nonconforming use to another shall be strictly controlled as set out in the Zoning Code.

Recommendation

It is recommended that future requests for intensification of zoning (through exceptions, rezonings, or Planned Unit Developments) should not be supported by the Planning and Development Department unless it can be demonstrated that there will be a benefit to the neighborhood, including adjacent or nearby residential uses. In particular, the CCG-2 zoning category, or Planned Unit Developments that include major auto repair and other very intense uses that are allowed in CCG-2, should not be supported in the study area, as its uses are potentially too intense to be a "good neighbor" to residential uses. While the Plan recommends that the Planning Department be sensitive to the relationships between commercial and residential uses when proposed changes to land use or zoning are reviewed, the plan itself does not impact the existing zoning or use of any property. Rather, it aims to provide guidelines that will assist applicants in understanding the features of a development that will make it a good neighbor.

While an in depth zoning analysis is outside the scope of this study, it is clear that the zoning along University Boulevard, Arlington Road and Rogero Road will need to be investigated thoroughly to allow for redevelopment of the area. Areas along the major corridors in the Study Area are zoned for commercial uses and abut developed residentially areas. It is recommended that future "up-zoning" requests should be carefully reviewed with consideration for existing residential uses. The increase in that intensity of uses of vacant residential structures that

are commercially zoned could be detrimental to the residential character of the existing neighborhood. An overall policy is needed for these corridors. Expansion or intensification of commercial zoning in the Old Arlington Study Area along the three major corridors has been identified by JPDD as an area requiring additional study and specific best practices.

It is also recommended that a business/merchant association be established among the neighborhood commercial owners to play a fundamental role in revitalizing their community. Merchant associations represent the interests of businesses in the neighborhood and allow the merchants to promote their business and make improvements. This association could formulate a plan to offer support to the local merchants regarding uniform design and maintenance of facilities, signs, landscaping, and the overall aesthetics along the corridor. The association should work together to establish funding from JEDC or other agencies to be used for projects deemed for aesthetic enhancements and other improvements. They could also be an entity that represents existing business in working with JU and Jones College on a detailed and service retail marketing analysis, as outlined above.

Responsibility

- Planning and Development Department
- Planning Commission
- City Council
- JEDC
- Business Community

6. Infrastructure

a. Water and Sewer

If the Old Arlington Study Area is to stabilize and attract new residences and businesses, it is important that the septic tank and well-water issues be addressed.

Recommendation

As water and sewer provision is an important issue in perception of neighborhoods for potential residents and investors, the community is encouraged to do everything it can to get the entire study area on city water and sewer. The Water and Sewer Expansion Authority (WSEA) has been created for the purpose of expanding service into un-served areas.

Under the WSEA strategy, participating owners will be billed for expansion as part of their monthly bill. The idea is to make the capital payment low enough so that extension of service is affordable. The WSEA will have flexibility regarding financing and types of systems provided.

In addition to expansion costs, costs borne by property owners include tie-in, plant capacity fee and septic tank abandonment. WSEA would offer financing of these costs; the property owner would get a monthly bill comprised of two sections one section for consumption costs and the other for capital costs.

Responsibility

- Water and Sewer Expansion Authority
- Property Owners
- JEA
- City Council

b. Overhead Utilities

The major roads in the Old Arlington Study Area have overhead power and communication lines that are very unattractive. Merrill Road is an extreme example of this condition. Fortunately, on some roads the existing trees (until they grow too large and must be pruned so as not to endanger power transmission) hide the wire and pole or at least make them less noticeable. This condition is further aggravated at intersections with traffic signals on span wire between concrete poles.

Recommendation

Work with JEA to place underground those power lines, where feasible. Work with the City and FDOT to change out span wire signal locations and replace them with signal pole mast arms.

Where there are limits to placing utilities underground, every effort should be made to plant street trees which can help decrease the visual impact of the overhead lines through JEA's Right Tree, Right Place Program. This must be done within the guidelines of the City and JEA. Residents also wish to replace the wooden power poles with steel or concrete poles.

Responsibility

- JEA
- City Traffic Engineering
- FDOT
- Community Groups

c. Code Violations and Appearance

The visual appearance of the community plays an important role in community pride and economic development. Many of the recommendations will contribute to improving the aesthetics of the area. The Arlington Road Corridor has numerous automobile and manufacturing/warehouse related businesses, which have created an unattractive visual environment. Fences screening automobile junkyards are in disrepair. Some roads are overgrown with weeds and trash and have numerous automobiles illegally parked. Most of these properties are correctly zoned for their uses, despite aesthetic concerns.

Recommendation

The City of Jacksonville should explore proactive ways to maximize adherence to code regulations and create an environment that is orderly and attractive. This can be done through code enforcement and consideration of the long term look of the built environment when considering new development.

Responsibility

- Community Members
- Planning and Development Department
- Property Owners
- Property Safety Code Enforcement
- JSO

- Zoning Code Enforcement

d. Dumpsters

The community has complained that dumpsters for commercial businesses are not properly screened from adjacent streets and / or development. Residents believe that dumpsters should never be visible from the street. If necessary a group of businesses should select a joint screened location out of public view.

Recommendation

Dumpster screening falls under the Property Safety Code Chapter 518.451 (d) (iii). Approved garbage storage containers or garbage disposal facilities on commercial property shall be screened from public view where space permits.

Responsibility

- Property Safety Code Enforcement
- Community Members

7. Perception and Home Ownership

While the proportion of homeowners to renters has remained stable over the last ten years and the majority of housing in the Old Arlington Study Area is owner occupied, there is still a large renter population. Most of these renters are in apartments, but investor-owned single-family homes are increasing.

Within the Old Arlington Study Area, the small number of vacant parcels limits opportunities for infill housing. Housing strategies should be focused on rehabilitation of owner-occupied housing. Marketing and homebuyer education represent two major components that should be addressed.

Recommendation

As the highlight of the Housing Strategy implementation, a focused marketing plan should be developed that promotes living in the Old Arlington Study Area. One feature of the marketing plan should be a meeting or series of meetings, or other outreach efforts, conducted with realtors, especially those who

service clientele interested in single family homes and retail/service establishments. This outreach should highlight the assets and potential of the community, and emphasize the positive direction that the community is going in as well as the benefits to be realized by growing with a community during a period of renaissance.

Single-Family Infill

Where there are vacant parcels available, new homes should be constructed in a style that is sensitive to the existing history and character of the community,

Purchase/Rehabilitation and Occupied Rehabilitation

Because of the number of occupied homes needing minor rehabilitation, this project category represents the best opportunity to address the housing needs of the current Old Arlington Study Area residents.

Overall, the most important component of the housing strategy involves simply "getting the word out". The assets of the housing in the study area are undeniable: fast and easy access to downtown by road and transit, historic and park amenities, proximity to the river, tree-lined streets, schools that are performing well, and solid housing. The community is poised on the brink of a renaissance, given the many public and community initiatives that are planned or underway within the study area. The community notes a perception problem among realtors and potential home or property buyers, so this needs to be addressed. The community knows best who the businesses, developers, and realtors are who would be most receptive to focusing on the study area. If several such "champions" can be assembled who are willing to show their commitment through investment and influence their colleagues by example, they can be catalysts to begin to change perceptions.

Responsibility

- Community Groups
- Local Businesses
- Developers
- Realtors

8. Design Principles

The following are urban design principles that could be used in the revitalization of the Old Arlington Study Area. Please note they are not requirements, not all will be relevant to a proposed development, and they are not intended to be the single solution for the study area as a whole, but are intended to be suggestions to enhance the character of the community. The architectural theme recommendations should be used by those who propose development and are looking for a "style" that the community has reviewed and found to be in overall context with the area. They should be reviewed by developers and those proposing redevelopment, as well as the Planning and Development Department when considering zoning or site plan-related issues within the study area. They are grouped into four categories:

- Streetscapes: how we design our public rights-of-ways.
- Site Planning: how we place buildings, parking and other elements on a site.
- Architectural Themes: The types of image buildings reflect.
- Building Design: similar to theme but has more to do with the building elements, roof, colors, materials, etc.

a. Streetscapes

The streetscape should incorporate an historic storyline for the historic section of the "Old Arlington Study Area" and, where appropriate, signal gateways to neighborhoods. Streetscapes could include:

- Historic street lights will offer a sense of past while providing safety for pedestrians and vehicles.
- Encourage the use of underground power and telephone lines to remove visual clutter.
- Use medians in selected areas (if feasible) to provide a means to introduce additional landscaping while providing traffic calming.

- Encourage on-street parking to make the pedestrian zone and building facades more appealing and offer additional traffic calming.

- Provide special paving design of sidewalks, to add scale and interest to the pedestrian environment.

- Design landscape design to reflect the historic plant material, which exists in the study area.

- Design the signage/graphics to complement historic theme and have a common "branding" for the Old Arlington Study Area.
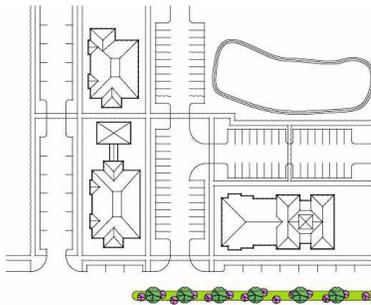
Landscape Median
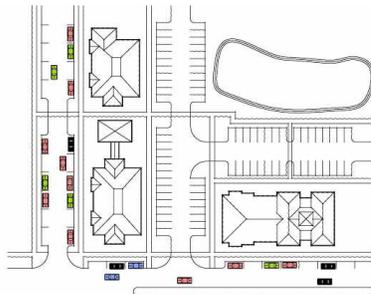
On Street Parking

Landscape and Paving Design

b. Site Planning

Site planning should be encouraged to reflect traditional urban and neighborhood development patterns. Town and Country could potentially be a real life application.

- Building facades should relate and become part of the streetscape.

- Building facades should be brought up to or near the front property line (0 to 10 feet off the front property line)

- Parking lots between two buildings should have a "street wall" which reflects the architectural materials of the buildings.

- Existing businesses with parking lots in the front are encouraged to build a low street wall with landscaping to improve the pedestrian experience along the street.

- Parking lots should be placed at the rear or side of the building allowing the buildings to screen the vehicles.

- When feasible, allow for connectivity between adjacent parking lots and joint driveways

- Plan for pedestrian connectivity from parking lot to businesses.
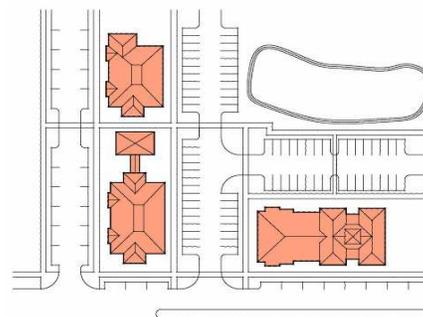
Facades on Street

Street Wall
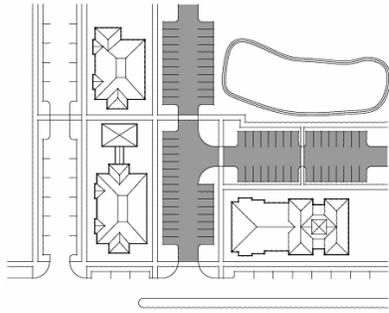
Parking in Rear or Side
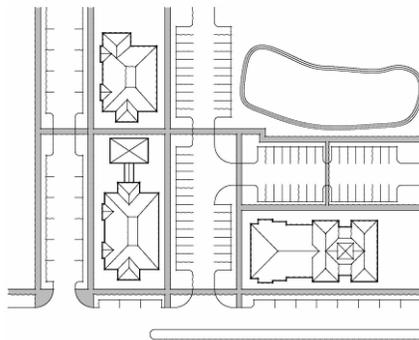
Pedestrian Connectivity
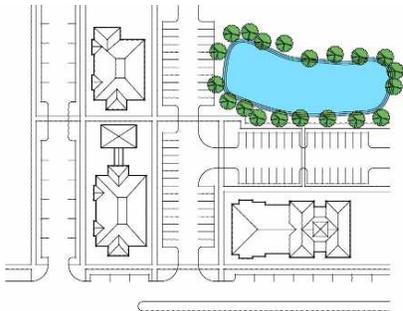
Stormwater

Stormwater ponds should be placed at the rear of property and be used as a buffer between commercial and residential uses**.**

c. Architecture Themes

Areas of the community could adopt themes that are reflective the "Old Florida Vernacular" which could add a distinct character, especially in the historic section. Other areas may adapt themes that are more reflective of their character through the Town Center Projects or other means.

"Old Florida Design" Elements

- Hip or gable roof
- Metal roof, hip or gable
- Dormers or cupolas
- Porches or verandas
- Predominately wood siding but brick and stucco is also used.
- Large overhangs

Example of Old Florida Theme

d. Building Design

The treatment of elements of the building helps reinforce a particular design or architectural theme, these elements include:

Facade Design

Facades could be articulated to provide visual interest that will be consistent with the identity, character, and scale of the area.

Building facades are encouraged to include:

- Color change
- Texture change
- Expression of architectural or structural elements

Entryways

Entryway design elements and variations give orientation and aesthetically pleasing character to the building, which could be comprised of the following architectural elements:

- Canopies or porticos
- Overhangs
- Recesses/projections
- Arcades / porches

Roofs

Variations in rooflines could be used to add interest to, and to reduce the massive scale of large buildings.

e. Materials and Colors

Exterior building materials and colors comprise a significant part of the visual impact of a building. Therefore, they should be aesthetically pleasing and compatible with the "Old Florida" vernacular or other design concepts.

Materials

- *Exterior Walls*

  Facades facing public streets, public parking lots, or adjacent developments, the exterior wall building materials should be high quality material. These include: Wood with limited brick or stucco.

- *Windows*

  Traditional windows with vertical orientation divided glass trim and other design elements.

Colors

Facade colors should be low reflectance, subtle, neutral or earth tone colors.

- Building trim and accent areas should feature brighter colors, including primary colors.
- No building facade should incorporate more than 3 individual colors, not inclusive of roof color and accent colors.
- Roof color should complement the exterior walls.

Responsibility

- Planning and Development Department
- Business Owners

Various Roof Forms

Design Theme of New Development Commercial Roads

Façade of ACE Hardware in Old Florida Theme

9. Arlington Businesses

The Study Area contains a diverse mix of uses that includes many businesses which have been a strong and beneficial part of the community for many years. These businesses, as longstanding members of the community, have forged relationships with their neighbors and established client bases that bring in customers from around the first coast region. Given the ease of access to and from downtown provided by the Arlington Expressway, and to and from North Jacksonville provided by the Route 9A and Dames Point Bridge, businesses in Old Arlington can take advantage of a large customer base on both sides of the St. Johns River. As many of the longstanding businesses are family-owned and operated, they represent an asset to the stability of the study area and show a long term commitment to the community.

Commercial establishments are a necessary part of every community. The study area has arterial roads and major commercial corridors which are appropriate for commercial uses. Potential development and redevelopment sites exist along these corridors, which offer the potential to add to the vibrancy of the community. In order to recognize the differences between commercial areas and appropriate levels of intensity within them, the recommendations of this plan regarding suggested ways for businesses to continue to be a good neighbor to residences need to be considered in the context of the proposed location and use.

This Plan supports the continued success of businesses located within the study area.

How businesses can use the Old Arlington Neighborhood Action Plan:

- For businesses thinking of establishing, relocating or renovating in the Study area, the plan can be used to get a sense of the concerns expressed by residents, its market and its assets.

- The plan's recommendations allow for potential businesses to review the development guidelines which the

community has discussed and take them into account when site planning.

- Lobby for funding programs and funding strategies to support Arlington businesses

- Lobby for infrastructure improvements which would support commercial endeavors, such as road work, streetscape, parking improvements, beautification, etc.

- Use the outputs of implementation of the Plan as a tool to assist in targeting new businesses and identifying compatible businesses

- Benefit from the positive outcomes of the renaissance of the Old Arlington study area.

Responsibility

- Housing and Neighborhoods Department

- Planning and Development Department

- JEDC

- Arlington Business Society

- Arlington Residents

10. Conclusions and Next Steps

The Old Arlington Study Area Neighborhood Action Plan recommendations are intended to help a community that is going through a transition period define its historic and cultural identity, reflect this identity in the built environment, and develop economically. While the vast majority of the area is stable, there are some areas of concern in the summary, such as decreases in income levels, and lack of new commercial development.

While many of the recommendations relate to zoning and code related issues, the most promising action recommendations that will have far reaching impacts are the a) Historic

and Cultural Resources, b) Infill Opportunities, c) Economic Resources & Other Strategies, d) Marketing Arlington, e) Land Use and Zoning, f) Infrastructure, and g) Perceptions and Home Ownership.

a. Historic and Cultural Resources

The Norman Studios restoration is the key for other related ideas and recommendations. If this facility can develop a program that will draw regional and even national attention, it will become a catalyst for spin-off economic development opportunities in the area.

b. Infill Opportunities

The Town and Country Shopping Center has struggled in recent years to retain stable businesses. Town and Country has the potential to be transformed into a mixed use Transit Oriented Development. The location could also provide an entry way to the Historical Cultural Corridor.

c. Economic Resources/Other Strategies

Retail and other commercial businesses have left the study area over the years leaving behind a legacy of underused commercial spaces and the appearance of disinvestment and neglect. There are three identified avenues that may be pursued to increase economic development activities within the study area: 1) the Jacksonville Economic Development Commission 2) Jacksonville University and Jones College and 3) the business community. The cooperation of these groups working together can present an opportunity for new or revitalized economic development in the study area.

d. Marketing Arlington

A key issue facing the commercial areas within the Old Arlington Study Area and the Arlington community in general is the perception of the area among realtors and businesses. There are possibilities for the study area to distinguish itself as a niche and specialty market in areas such as medical services. In addition to traditional means of marketing, Old Arlington's many active community groups may play a key role in changing the perception of this established community.

e. Land Use and Zoning

The overall study area is adequately served by commercial land uses. Consideration must be given to providing appropriate buffering between residential and commercial land uses. The JPDD should not support intensification of commercial uses through rezonings, PUDs, and exceptions unless it can demonstrate that there will be a benefit to the neighborhood.

f. Infrastructure

The environmental sustainability and economic development of the Old Arlington Study Area will be greatly enhanced by the provision of potable water and sewer service to areas that are currently on well water and/or septic tank systems.

g. Perceptions and Home Ownership

Programs that will change perceptions to acknowledge that Old Arlington is a great place to live and is going to get better, as well as those that will increase home ownership in the Old Arlington Study Area will help stabilize the area and increase investment in the community.

G. APPENDIX

Appendix 1: MARKET ANALYSIS

Old Arlington

Old Arlington Neighborhood Action Plan

Market Analysis

3.31.04

City of Jacksonville
Planning & Development Department

Prepared by
APD, Inc.
HDR

APD
Rebuilding, Restoring & Revitalizing Neighborhoods

CITY OF JACKSONVILLE FLORIDA
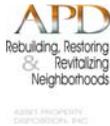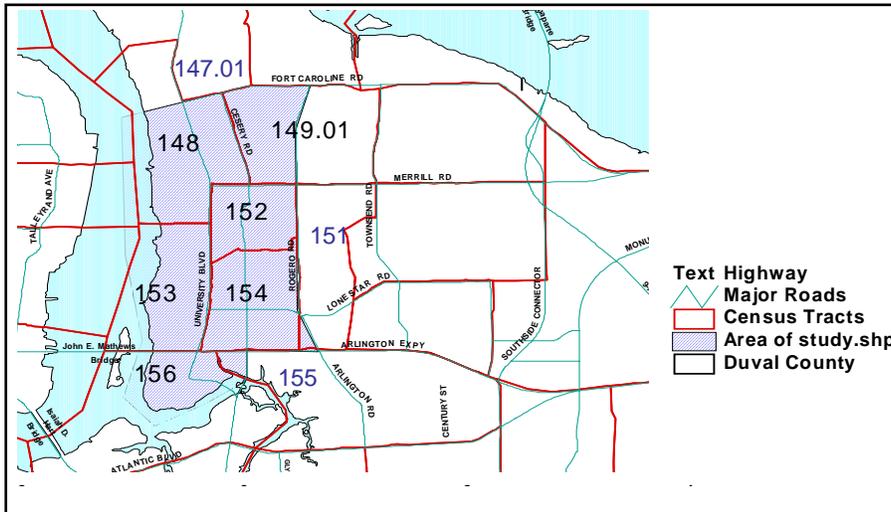
Old Arlington

CT 148, 152, 153, and 154 in their entirety, and portions of tracts 149.01 and 156, surrounding tracts are in blue

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EXHIBITS

LIST OF EXHIBITS

Old Arlington

LIST OF EXHIBITS

Old Arlington

I. ANALYSIS & RECOMMENDATIONS

Exhibit 1-1
Strengths, Challenges, and Opportunities
Study Area (Old Arlington)
Jacksonville, FL

Property Strengths	Property Challenges	Potential Opportunities
Majority of housing is in good condition	Some areas within distressed block groups are in much poorer condition	Implement a neighborhood improvement program to focus on minor repairs with existing housing stock in poor condition
The tremendous amount of income leaking out of the Study Area and being spent in other parts of Jacksonville shows potential for improving the area	Harnessing incomes to be spent in the Study Area	If incomes can be harnessed commercial is more likely to improve, Old Arlington will be able to leverage private investment and increase the amount of upper-end product (housing and commercial)
Proximity to commercial/retail and increasing traffic flow along Rogero Road and Merrill Road	Commercial/retail needs updating and some shopping centers are vacant	Consider façade program and possible pedestrian town center venue in place of the Town & Country shopping center
Strong historic and cultural presence along Old Arlington Road	Emphasizing the historic theme in the area and attracting tourists	Develop a marketing strategy to attract tourists to the cultural corridor located along Old Arlington Road
Land area available in major commercial areas along Merrill, Old Arlington, Rogero, and Ft. Caroline	Attracting national retailers to the Old Arlington area	Residents within Old Arlington have major buying power
Majority of housing within Old Arlington is owner occupied	Need to encourage new home ownership within distressed block groups	Large market of renters and first time homebuyers

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Exhibit 1-2
Recommendations for Market Oriented Residential Uses
Study Area (Old Arlington)
Jacksonville, FL

USE	RECOMMENDED LOCATION(S)	TYPE	LEVEL OF OPPORTUNITY	POSITIONING	PRICING	MIX	MARKET SOURCES	EST. ANNUAL ABSORP.
For-Sale Housing								
Single-Family Detached (Moderately Priced)	Scattered sites	New and Resale	XXX	First-time homebuyers	$70K-$110K	80%	Female heads of household, young singles and couples	15 to 20
Single-Family Detached (High End)	Scattered sites	New and Resale	XXX	Slightly above more affordable resales. Price alternative to new housing.	$100K-$150K	20%	Professional, young singles and couples, older couples	15 to 25
						100%		
Rental Housing								
High End	New with redevelopment and improvement of existing multifamily housing, along Justina Road	Mix of luxury duplexes, garden apartments and townhouses	XX	Slightly above existing Old Arlington apartments	$600-$900	100%	Young singles and couples, empty nesters	50 to 70
						100%		

1/ Scale of 1 to 4 Xs. X = low opportunity, XX = moderate opportunity, XXX = strong opportunity, XXXX= strongest opportunity

Old Arlington

Exhibit 1-2
Recommendations for Market Oriented Residential Uses
Study Area (Old Arlington)
Jacksonville, FL

Site Specific Recommendations

- **Opportunities to impact several blocks of the neighborhood through new housing, infrastructure improvements, and site planning is critical to redevelopment of the Old Arlington neighborhood.**
  - Communicates the city's commitment to and investment in the area.
  - Serves as a catalyst to new housing and subsequent commercial development in surrounding areas.

- **Explore a "new urbanism" approach to the redevelopment of distressed block group areas within Old Arlington and the surrounding area.**
  - Housing design elements should be consistent with existing historic architecture.
  - Create a pedestrian town center that would include some neighborhood serving national retail stores, easily accessible by Old Arlington residents.
  - Housing design, mix of uses, and quality of development will improve upon the existing character and perception of the neighborhood.
  - All design elements, including potential parks and open spaces, should contribute to a sense of community.
  - Strong focus on improving existing housing stock within the community, and improving the housing to prevent it from being sold below its assessed value.
  - Emphasize the rich history of the area along its cultural corridor on Old Arlington Road.

Old Arlington

Exhibit 1-2
Recommendations for Market Oriented Residential Uses
Study Area (Old Arlington)
Jacksonville, FL

Implementation Strategies/Programs

- **Strong incentives will have to be in place.**
  - Incentives should not only be in the form of financing subsidies, but also through improving the streetscape, landscaping, lighting, updating retail/commercial districts, and creation of new open green space for walking and neighborhood gathering points.
  - Capitalize on history of Old Arlington along, specifically Norman Studio.
  - Offer a constant, diversified (in price and product type) supply of housing to create momentum in the area.
  - Because of increasing traffic along Merrill Road and Rogero Road, improvement of present commercial and new commercial (i.e. quality restaurants and retail) should be focused on in this area.
  - Improve an aging water and sewage system.

- **Market Old Arlington through realtors, local newspaper, and public meetings, using non-traditional/traditional market approaches.**
  - Emphasize area amenities in marketing (proposed neighborhood retail).
  - Emphasize access to the St. Johns River and cultural amenities.
  - Focus marketing efforts on female heads of household, young singles and couples, and empty nesters, particularly current Old Arlington residents and residents from the Surrounding Area

Exhibit 1-3
Funding Sources

Funding Program	Program Description	Pros	Cons
The Annie E. Casey Foundation	The Foundation continues its dedication to American children, with a special emphasis on the 20 percent who are living in poverty and face disproportionate risks of poor outcomes, in. In 1999, their work was divided into three strategic themes: Reforming Public Systems; Promoting Accountability and Innovation; and Transforming Neighborhoods. Since the foundations emphasizes supporting they hope to nurture and support local movements that are dedicated to improving neighborhood conditions in ways that give families the best possible opportunity for success; and their. Their goal is to engage residents, civic groups, political leaders, grassroots groups, public and private sector leadership, and faith-based organizations in an all-out effort to help transform tough neighborhoods into family-supporting environments; the formation of a partnership between the Redevelopment Agency, SFCC, and community based organizations may be the best approach to applying for this funding.	The Foundation will provide significant grants and other forms of assistance to a limited number of sites in a long-term effort to strengthen the support services, physical infrastructure, employment, and economic vitality of distressed communities	Most grantees have been invited by the Foundation to participate in these projects. The Foundation annually declines a very high percentage of otherwise worthy proposals that do not meet these guidelines.
Freddie Mac *Community Gold Mortgages*	Freddie Mac's $30 million commitment for affordable home mortgages will enable families to buy the homes with conventional mortgages from Bank of America and SouthTrust. Mortgages that require as little as $1,000 or 1 percent of the sale price coming from the borrower's personal funds. Borrowers can cover the rest of the mandatory 3 percent down payment through grants, gifts, unsecured loans, or Individual Development Accounts.	Low down payment required to be paid by homeowner puts families in the homes quickly Financial assistance for the remaining down payment balance	Prospective homeowners may not have enough personal funds available for down payment.

Exhibit 1-3
Funding Sources

Funding Program	Program Description	Pros	Cons
New Markets Tax Credit	The New Market Tax Credit Program permits taxpayers to claim a credit against Federal income taxes for Qualified Equity Investments (QEIs) made to acquire stock or a capital interest in designated Community Development Entities (CDEs). Since the National Trust has created a CDE as a for-profit subsidiary of the organization, they may be a vehicle to use in attracting equity capital to the Jacksonville project. The funds raised through equity investors can be used for housing and community development projects making it a potential vehicle to raised equity capital to leverage conventional financing. By making an equity investment in an eligible "community development entity" (CDE), individual and corporate investors can receive a New Market Tax Credit worth more than 30 percent of the amount invested over the life of the credit, in present value terms. The CDE will use the proceeds raised from investors to provide funds for eligible business and economic activities located in low-income communities, including urban and rural areas and Native American communities.	An equity cushion helps a firm absorb unforeseen setbacks and weather temporary economic downturns. Spurs investment for business growth in urban communities	Eligible investors that may be interested in NMTC may not be businesses present in the project areas, including banks and thrifts, insurance companies, investment banks, venture capital and other investment funds, finance companies, individuals, corporations, etc.

II. DEMOGRAPHIC & ECONOMIC ANALYSIS

Exhibit 2-1
Population and Household Growth Trends
1990-2000

	Census 1990	Census 2000	% Change 1990-2000
Both the County and the Study Area have experienced an increase in the population from 1990-2000, while the average household has slightly decreased in size.			
Duval County			
Population	672,971	778,879	+15.7%
Households	257,245	303,747	+18.1%
Average Household Size	2.55	2.51	N/A
Old Arlington Study Area			
Population	22,914	23,861	+4.1%
Households	9,226	9,797	+6.2%
Average Household Size	2.40	2.36	N/A
Surrounding Area			
Population	20,149	18,358	-8.9%
Households	7,821	7,260	-7.2%
Average Household Size	N/A	N/A	N/A

Source: U.S. Bureau of the Census of Population and Housing

Old Arlington

Exhibit 2-2a
Race Trends
1990-2000

	Census 1990	Census 2000	% Change 1990-2000
Duval County			
% Black	24%	28%	+16.7%
% White	73%	66%	-9.6%
Old Arlington Study Area			
% Black	15%	29%	+93.3%
% White	82%	65%	-20.7%
Surrounding Area			
% Black	15%	31%	+106.7%
% White	82%	62%	-24.4%
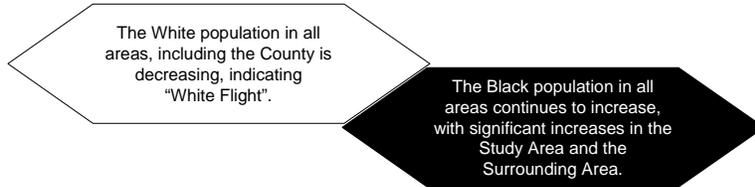
The White population in all areas, including the County is decreasing, indicating "White Flight".

The Black population in all areas continues to increase, with significant increases in the Study Area and the Surrounding Area.

Source: U.S. Bureau of the Census of Population and Housing

Old Arlington

Exhibit 2-2b
Race Trends
1990-2000
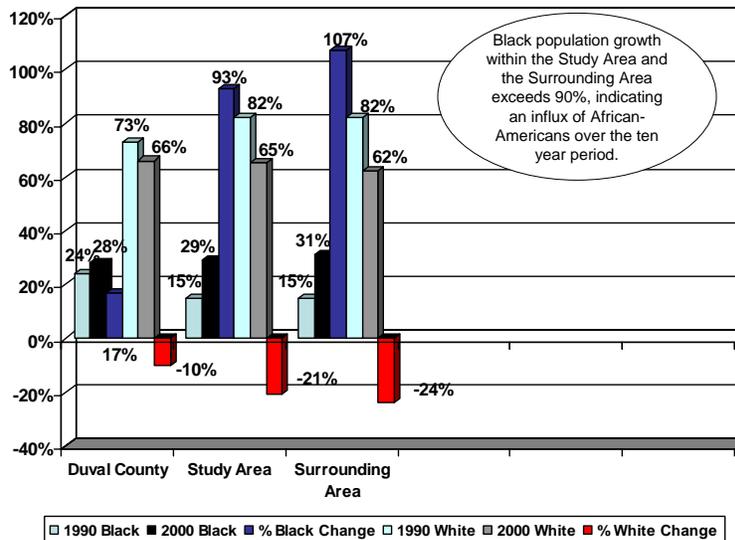
Black population growth within the Study Area and the Surrounding Area exceeds 90%, indicating an influx of African-Americans over the ten year period.

Legend: ☐ 1990 Black ■ 2000 Black ■ % Black Change ☐ 1990 White ■ 2000 White ■ % White Change

Source: U.S. Bureau of the Census of Population and Housing

Old Arlington

Exhibit 2-3
Population and Age
2000
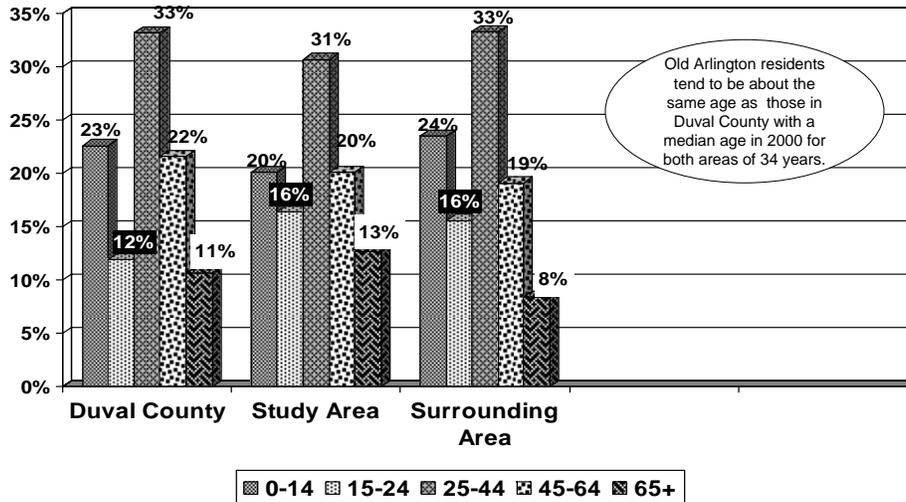
Chart axis: 35%, 30%, 25%, 20%, 15%, 10%, 5%, 0%

Duval County: 23%, 12%, 33%, 22%, 11%

Study Area: 20%, 16%, 31%, 20%, 13%

Surrounding Area: 24%, 16%, 33%, 19%, 8%

Old Arlington residents tend to be about the same age as those in Duval County with a median age in 2000 for both areas of 34 years.

Legend: ⊠ 0-14 ⊞ 15-24 ⊠ 25-44 ⊠ 45-64 ⊠ 65+

Source: U.S. Bureau of the Census of Population and Housing

Old Arlington

Exhibit 2-4
Household Types
1990-2000

Although most households consist of married couples, the percentage of households lead by females in the Study Area and the Surrounding Area has grown exponentially.

	Census 1990	Census 2000	% Change 1990-2000
Duval County			
Female householder	13%	23%	+77%
Female householder with children under 18	8%	14%	+75%
Married	53%	71%	+34%
Married with children under 18	26%	33%	+27%
Old Arlington Study Area			
Female householder	11%	23%	+117%
Female householder with children under 18	6%	15%	+132%
Married	51%	69%	+34%
Married with children under 18	22%	29%	+29%
Surrounding Area			
Female householder	12%	31%	+162%
Female householder with children under 18	9%	21%	+143%
Married	53%	61%	+16%
Married with children under 18	25%	30%	+19%

Source: U.S. Bureau of the Census of Population and Housing

Old Arlington

Exhibit 2-5
Female Heads of Family Households, No Husband Present
1990-2000

Similar to national trends, all areas have experienced an increase in the number of female headed households with no husband present, with the Study Area and the Surrounding Area experiencing larger increases as compared to Duval County.

Duval County — 13%, 23%
Study Area — 11%, 23%
Surrounding Area — 12%, 31%
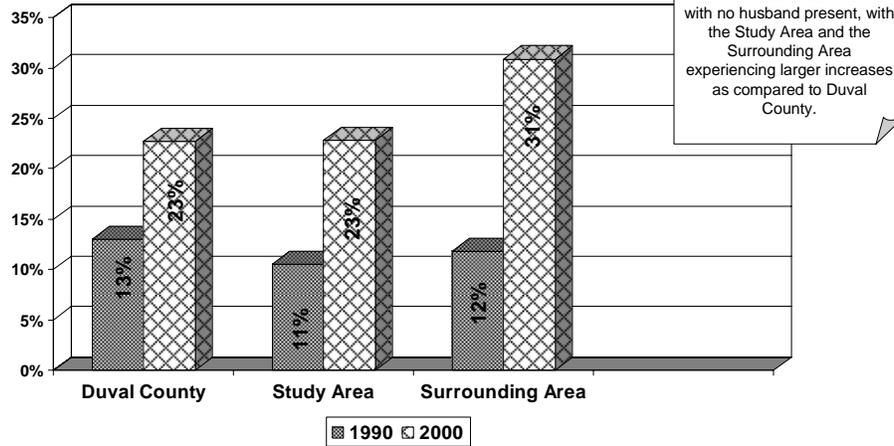
■ 1990 ⬚ 2000

Source: U.S. Bureau of the Census of Population and Housing

Old Arlington

Exhibit 2-6
Percent of Persons Under the Poverty Level
1990-2000

The Study Area has a much lower percent of persons living under the poverty level as compared to the County and the Surrounding Area.

Duval County — 13%, 12%
Study Area — 8%, 8%
Surrounding Area — 13%, 13%
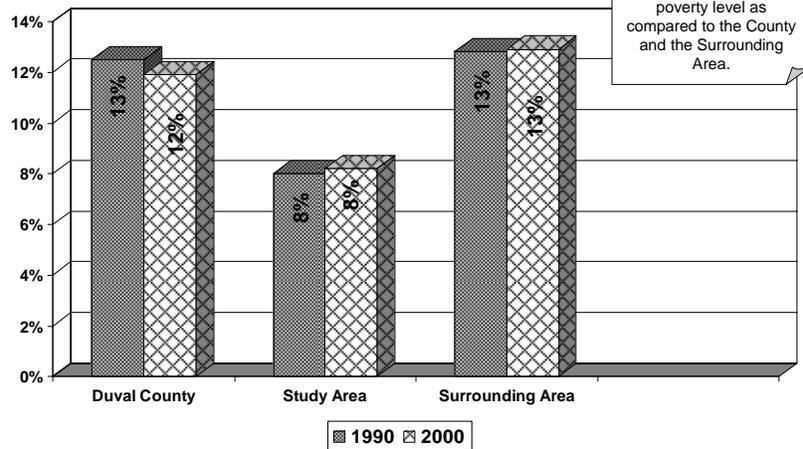
■ 1990 ⬚ 2000

Source: U.S. Bureau of the Census of Population and Housing

Old Arlington

Exhibit 2-7
Owner Occupied Housing and Vacant Housing
1990-2000

Owner-Occupied, 1990-2000

Duval County: 62% (1990), 63% (2000)
Study Area: 55% (1990), 55% (2000)

Legend: ▨ 1990 ▨ 2000
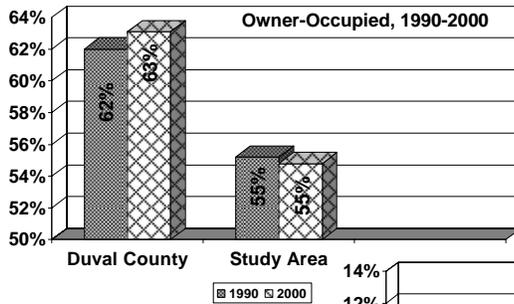
According to Census data, the level of home ownership within Old Arlington has remained relatively stable over the past ten years. While the majority of housing is owner occupied there is room for more growth of homeownership in the near future.

An area for opportunity is Census Tract 148, which continues to have a very low level of home ownership at about 30%.

2003 homestead data shows homeownership within the Study Area to be 84%.

Vacancy, 1990- 2000

Duval County: 10% (1990), 8% (2000)
Study Area: 13% (1990), 7% (2000)

Legend: ▨ 1990 ▨ 2000
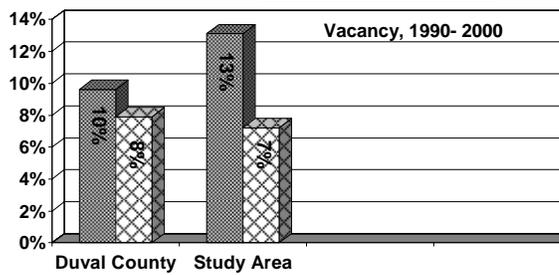
Old Arlington

Exhibit 2-8
Median Housing Values for Specified Owner-Occupied Housing Units
1990-2000

Duval County: $84,911 (1990), $89,600 (2000) +5.5%
Study Area: $93,550 (1990), $85,067 (2000) -9.1%
Surrounding Area: $86,028 (1990), $82,367 (2000) -4.3%

Legend: ▨ 1990 ▨ 2000

1990 values adjusted to 2000
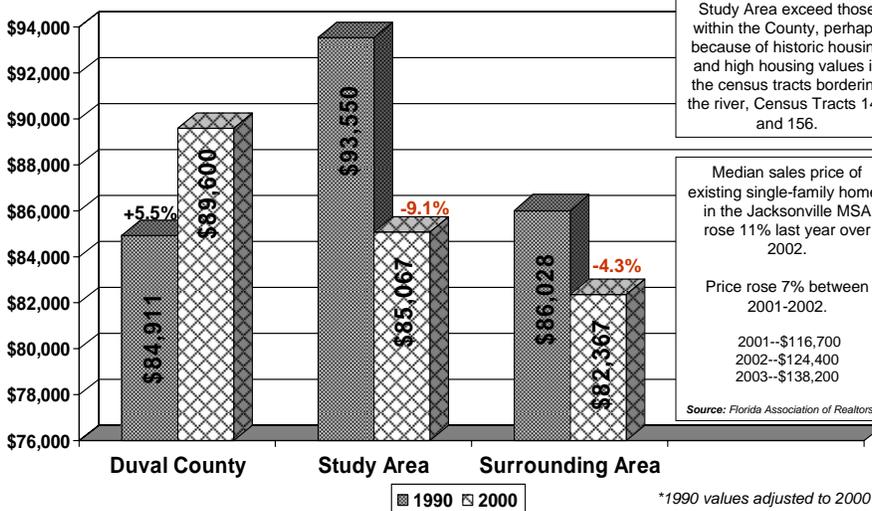
Housing values within the Study Area exceed those within the County, perhaps because of historic housing and high housing values in the census tracts bordering the river, Census Tracts 148 and 156.

Median sales price of existing single-family homes in the Jacksonville MSA rose 11% last year over 2002.

Price rose 7% between 2001-2002.

2001--$116,700
2002--$124,400
2003--$138,200

Old Arlington

Exhibit 2-9
Householder Age Distribution
2000
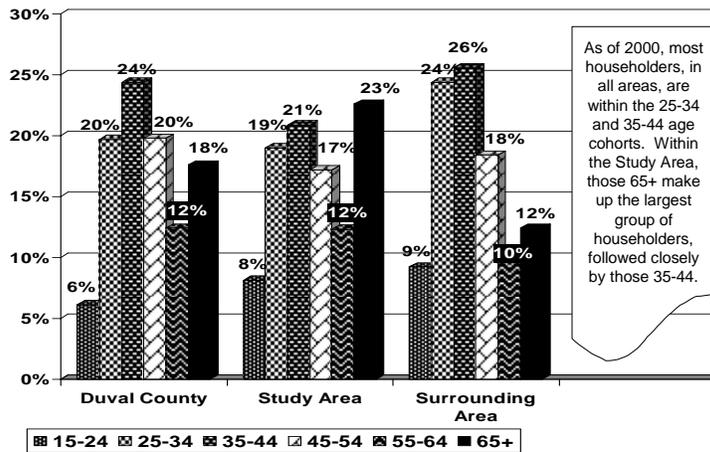
As of 2000, most householders, in all areas, are within the 25-34 and 35-44 age cohorts. Within the Study Area, those 65+ make up the largest group of householders, followed closely by those 35-44.

Legend: ▦ 15-24 ▨ 25-34 ▨ 35-44 ▨ 45-54 ▨ 55-64 ■ 65+

Source: U.S. Bureau of the Census of Population and Housing

Old Arlington

Exhibit 2-10
Householder Age Trends
1990-2000
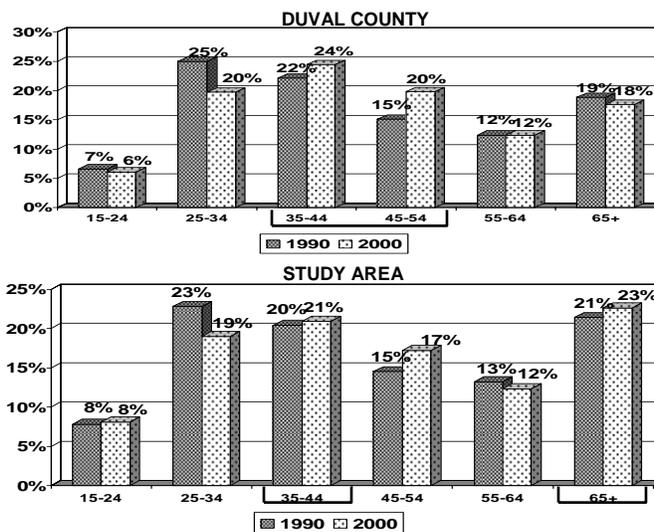
Since 1990, there has been an increase in the number of homebuyers, aged 35-54 and 65+, within the Study Area.

The Study Area has also seen a decrease in the percentage of homeowners aged 25-34.

Source: U.S. Bureau of the Census of Population and Housing

Old Arlington 25

Exhibit 2-11
Comparison of Household Income Distribution
2000

The majority of the population in the Study Area and the Surrounding Area earn annual incomes between $25K-$50K.

Legend: ▨ Under $10,000 ☑ $10K-$25K ■ $25K-$50K ▧ $50K-$75K ▨ $75K-$100K ⊟ $100K+
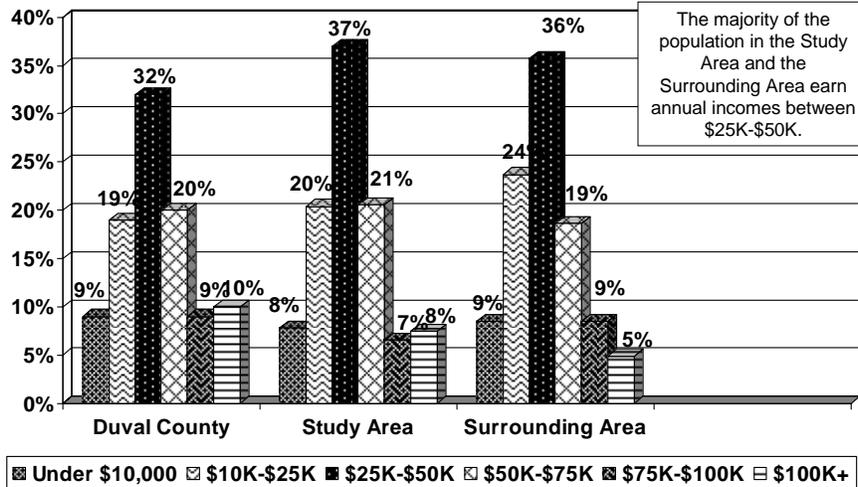
Source: U.S. Bureau of the Census of Population and Housing

Old Arlington 26

Exhibit 2-12
Comparison of Median Household Income Distribution
1990-2000
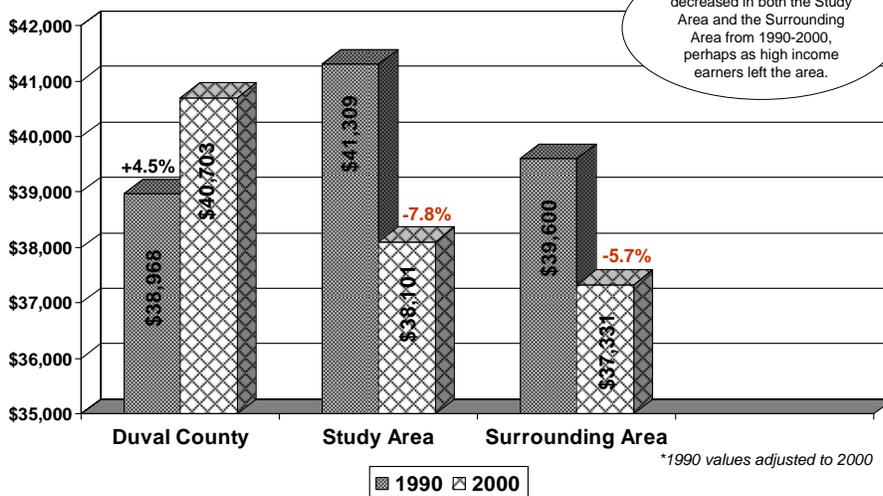
Median household incomes decreased in both the Study Area and the Surrounding Area from 1990-2000, perhaps as high income earners left the area.

Legend: ▨ 1990 ⊠ 2000

1990 values adjusted to 2000

Source: U.S. Bureau of the Census of Population and Housing

13

Old Arlington

Exhibit 2-13a
Age of Householder by Income
Study Area
2000

This is a strong middle to high income market, with the strongest concentrations in the 25 - 54 and 65+ age ranges, $40,000-$74,999 income brackets.

Income Range	Under 25		25 - 34		35 - 44		45 - 54		55 - 64		65 and over		Total	
	#	%	#	%	#	%	#	%	#	%	#	%	#	%
Less than $10,000	78	10%	95	5%	122	6%	66	4%	65	5%	341	15%	767	8%
$10,000 - $19,999	86	11%	222	12%	185	9%	137	8%	97	8%	445	20%	1,172	12%
$20,000 - $24,999	127	16%	216	12%	135	7%	60	4%	98	8%	193	9%	829	8%
$25,000 - $29,999	111	14%	209	11%	119	6%	138	8%	93	8%	161	7%	831	8%
$30,000 - $34,999	131	16%	136	7%	257	13%	139	8%	69	6%	99	4%	831	8%
$35,000 - $39,999	66	8%	190	10%	90	4%	75	4%	86	7%	145	7%	652	7%
$40,000 - $49,999	98	12%	277	15%	282	14%	235	14%	153	13%	265	12%	1,310	13%
$50,000 - $74,999	74	9%	390	21%	611	30%	386	23%	278	23%	281	13%	2,020	21%
$75,000 - $99,999	17	2%	114	6%	151	7%	146	9%	116	10%	94	4%	638	7%
$100,000 and above	7	1%	7	0%	89	4%	301	18%	148	12%	184	8%	736	8%
Total	795	100%	1,856	100%	2,041	100%	1,683	100%	1,203	100%	2,208	100%	9,786	100%
% of Total	8%		19%		21%		17%		12%		23%		100%	
Median Income	$32,272		$35,942		$42,516		$49,693		$44,726		$28,064		$38,101	

Source: *U.S. Bureau of the Census of Population and Housing*

Old Arlington

Exhibit 2-13b
Age of Householder by Income
Surrounding Area
2000

**This is a strong middle to high income market, with the strongest concentrations in the 25-44 and 65+ age ranges, $40,000-$74,999 income brackets and 45-64 age ranges, $50,000-$99,999 income brackets.**

Income Range	Under 25		25 - 34		35 - 44		45 - 54		55 - 64		65 and over		Total	
	#	%	#	%	#	%	#	%	#	%	#	%	#	%
Less than $10,000	129	19%	108	6%	168	9%	78	6%	69	9%	62	7%	614	8%
$10,000 - $19,999	142	21%	279	16%	291	16%	108	8%	105	14%	126	14%	1,051	14%
$20,000 - $24,999	134	20%	147	8%	133	7%	107	8%	48	7%	104	12%	673	9%
$25,000 - $29,999	32	5%	189	11%	161	9%	77	6%	29	4%	84	9%	572	8%
$30,000 - $34,999	32	5%	201	11%	196	11%	96	7%	51	7%	47	5%	623	9%
$35,000 - $39,999	58	9%	142	8%	141	8%	74	6%	54	7%	73	8%	542	7%
$40,000 - $49,999	78	12%	292	16%	151	8%	116	9%	102	14%	118	13%	857	12%
$50,000 - $74,999	44	7%	290	16%	399	21%	316	24%	127	17%	176	20%	1,352	19%
$75,000 - $99,999	0	0%	93	5%	143	8%	215	16%	91	12%	76	8%	618	9%
$100,000 and above	21	3%	31	2%	75	4%	146	11%	53	7%	32	4%	358	5%
Total	670	100%	1,772	100%	1,858	100%	1,333	100%	729	100%	898	100%	7,260	100%
% of Total	9%		24%		26%		18%		10%		12%		100%	
Median Income	$25,516		$34,232		$35,116		$54,994		$41,065		$38,293		$37,331	

Source: *U.S. Bureau of the Census of Population and Housing*

Old Arlington

Exhibit 2-14
Unemployment Trends
1990-2000
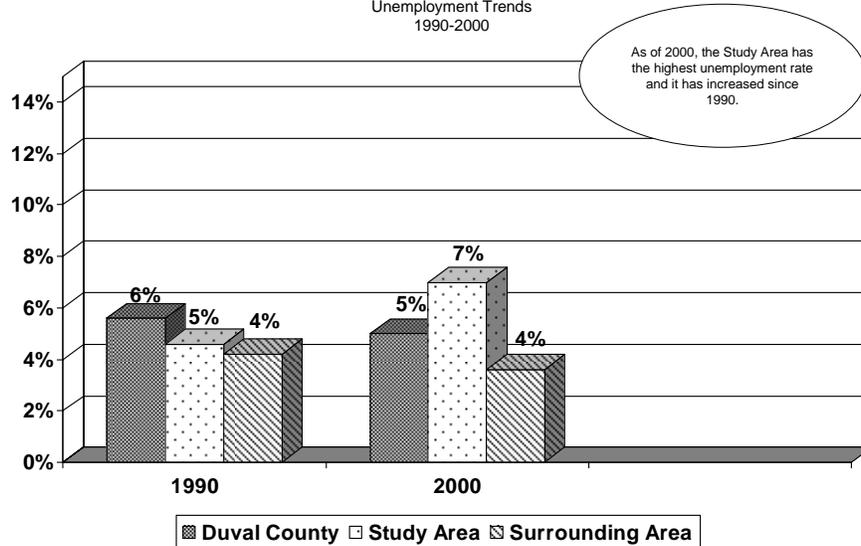
As of 2000, the Study Area has the highest unemployment rate and it has increased since 1990.

14%

12%

10%

8%   7%

6%   6%   5%

5%   4%   4%

4%

2%

0%
         1990   2000

⊞ **Duval County** ☐ **Study Area** ◩ **Surrounding Area**

Source: *U.S. Bureau of the Census of Population and Housing*

Old Arlington

Exhibit 2-15
Distressed Block Groups Data
2000

	Census Tract 148, BG 2	Census Tract 149.01, BG 4	Census Tract 153, BG 2	Census Tract 154, BG 2	Old Arlington Total	Duval County
Total Population	1,289	846	1,051	754	23,861	778,879
Median Age	26	33	35	36	NA	34
Average Household Size	2.27	**2.95**	**1.77**	2.38	NA	2.51
Black	**66.5%**	**56.7%**	38.4%	**48.7%**	28.5%	27.8%
White	25.0%	35.9%	56.9%	46.4%	65.1%	65.8%
High School Only	61.5%	71.9%	65.0%	59.2%	63.5%	60.9%
B.A. and Higher	25.6%	8.4%	13.4%	16.3%	22.6%	21.9%
Median Household Income	**$27,784**	$34,148	**$25,350**	**$27,027**	$38,101	$40,703
% Female Householder, No Husband Present	**50.0%**	24.9%	31.8%	38.7%	22.8%	22.70%
% Persons Below Poverty Level	10.6%	3.9%	17.2%	**24.5%**	8.2%	11.90%
Housing Units	643	315	699	351	10,558	329,778
% Vacant	9.3%	4.4%	9.7%	**10.0%**	7.2%	7.9%
% Owner Occupied	**3.6%**	94.7%	**15.2%**	51.4%	54.8%	63.1%

Old Arlington

Single-family housing makes up the largest portion of land and land use in the Old Arlington Study Area.

Exhibit 2-16
Land Use Distribution
2003

Land Use	# of Parcels	Acres	% Parcels	% Acres
Vacant	257	177	5%	9%
Condos	176	N/A	3%	0%
Mobile Homes	8	1	0%	0%
Single-family	3930	957	78%	48%
Multi-family	95	202	2%	10%
Retail	207	133	4%	7%
Service	88	42	2%	2%
Office	84	46	2%	2%
Parking	16	6	0%	0%
Entertainment	10	15	0%	1%
Motel	2	22	0%	1%
Manufacturing	50	41	1%	2%
Church	26	37	1%	2%
School	31	229	1%	11%
Institutional	17	54	0%	3%
Cemetery	1	1	0%	0%
Waste Land	3	3	0%	0%
Utilities	18	13	0%	1%
Government Owned	17	25	0%	1%
TOTAL	5036	2004	100%	100%

Old Arlington

Exhibit 2-17
Old Arlington Average Daily Traffic Counts
2000-2003

	2000	2001	2002	2003
Cesery 100 FT N of Arlington Expressway	19,000	17,500	19,500	*N/A
Cesery at Merrill Rd.	13,125	12,852	12,896	12,843
Arlington Rd. E of University	7,812	7,429	7,502	7,255
Arlington Rd. S of Rogero	14,592	14,082	14,895	13,446
Rogero at Ft. Caroline	6,970	7,053	7,091	6,974
Ft. Caroline E of University	22,024	22,556	22,936	22,834
Cesery at Ft. Caroline	4,929	4,846	4,865	4,858
University Blvd 300 Ft N of Justina Rd	19,000	22,000	21,000	*N/A
Merrill Rd. at Rogero	23,824	22,774	24,712	24,993

Over a four-year period, from 2000-2003, traffic around University Blvd. and Merrill Rd., has significantly increased.

Source: First Coast Metropolitan Planning Organization
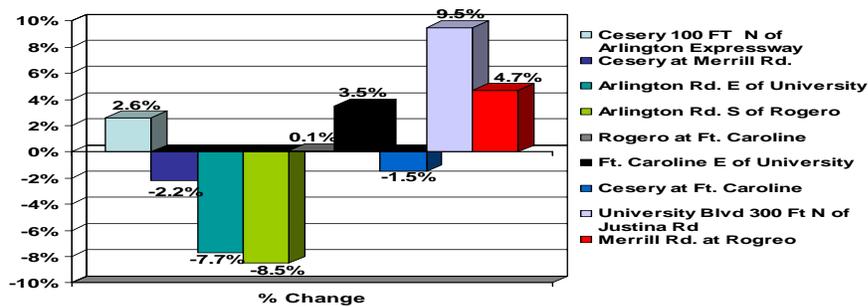
Old Arlington

Exhibit 2-18
Educational Attainment
1980-2000

	Census 1980	Census 1990	Census 2000	% Change 1980-2000
Duval County				
High School Only	52.8%	58.7%	60.9%	+15.3%
B.A. and Higher	14.0%	18.5%	21.9%	+56.4%
Old Arlington Study Area				
High School Only	65.0%	60.4%	63.5%	-2.3%
B.A. and Higher	18.5%	23.2%	22.6%	+22.2%
Surrounding Area				
High School Only	NA	32.2%	31.9%	-0.9%
B.A. and Higher	NA	20.6%	17.8%	-13.6%

Since 1980, the number of persons 25 and over obtaining high school degrees has decreased throughout the Old Arlington Study Area and the Surrounding Area. However, more residents in the Old Arlington neighborhood are obtaining higher education.

Source: *U.S. Bureau of the Census of Population and Housing*

Old Arlington

Exhibit 2-19
School Performance Grade; Region IV Duval County
2002-2003

ELEMENTARY SCHOOLS

Name	2002 School Grade	2003 School Grade
Abess Park	A	A
Alimacani	A	B
Arlington	C	C
Arlington Heights	C	A
Atlantic Beach	A	B
Brookview	B	A
Chets Creek	A	A
Don Brewer	Not Graded	Not Graded
Fort Caroline	B	A
Jacksonville Beach	A	A
Joseph Finegan	C	B
Justina Road	D	C
Kernan Trail	Not Graded	Not Graded
Lake Lucina	C	B
Lone Star	A	A
Mayport	B	B
Merrill Road	A	Not Graded
Neptune Beach	A	A
Parkwood Heights	A	B
Sabal Palm	A	A
San Pablo	A	A
Seabreeze	A	A
Southside Estates	C	C
Windy Hill	C	B
Woodland Acres	C	D

MIDDLE SCHOOLS

Name	2002 School Grade	2003 School Grade
Arlington	C	C
Duncan Fletcher	A	A
Fort Caroline	C	C
Kernan	Not Graded	Not Graded
Landmark	A	A
Mayport	B	B

SCHOOL PERFORMANCE GRADING SCALE

A	B	C	D	F
• 410 points or more • Meet adequate progress of lowest 25% in reading • Gains for lowest 25% are within 10 points of gains for all students • Test at least 95% of eligible students	• 380 points or more • Meet adequate progress of lowest 25% in reading within two years • Test at least 90% of eligible students	• 320 points or more • Meet adequate progress of lowest 25% in reading within two years • Test at least 90% of eligible students	• 280 points or more • Test at least 90% of eligible students	• Fewer than 280 points or • Less than 90% of eligible students tested

HIGH SCHOOLS

Name	2002 School Grade	2003 School Grade
Duncan Fletcher	C	C
Sandalwood	C	C
Terry Parker	C	D

Source: *Duval County Public Schools*

Old Arlington

Since 2000, there has been a 27.8% decrease in all offenses occurring in the Old Arlington Study Area.

Exhibit 2-20a
Crime Analysis
Study Area
2000-2003

Offense	2000 #	2000 %	2001 #	2001 %	2002 #	2002 %	2003 #	2003 %	% Change 2000-2003
All Offenses	3,456	100%	3,353	100%	3,389	100%	2705	100%	-27.8%
Homicide	4	0.1%	4	0.1%	3	0.1%	1	0.0%	-300.0%
Forcible Rape	18	0.5%	13	0.4%	7	0.2%	8	0.3%	-125.0%
Other Sex	9	0.3%	10	0.3%	5	0.1%	0	0.0%	-80.0%
Robbery	93	2.7%	79	2.4%	68	2.0%	71	2.6%	-31.0%
Aggravated Assault	154	4.5%	93	2.8%	104	3.1%	100	3.7%	-54.0%
Residential Burglary	346	10.0%	302	9.0%	257	7.6%	234	8.7%	-47.9%
Other Burglary	138	4.0%	92	2.7%	119	3.5%	63	2.3%	-119.0%
Theft Less Than $3000	852	24.7%	613	18.3%	633	18.7%	481	17.8%	-77.1%
Theft More Than $3000	246	7.1%	283	8.4%	312	9.2%	224	8.3%	-9.8%
Vehicle Theft	139	4.0%	191	5.7%	170	5.0%	163	6.0%	+14.7%
Arson	14	0.4%	6	0.2%	9	0.3%	4	0.1%	-250.0%
Kidnappings	6	0.2%	28	0.8%	0	0.0%	1	0.0%	-500.0%
Simple Assault	421	12.2%	395	11.8%	348	10.3%	346	12.8%	-21.7%
Criminal Mischief	440	12.7%	439	13.1%	439	13.0%	319	11.8%	-37.9%
All Other	429	12.4%	376	11.2%	429	12.7%	367	13.6%	-16.9%

Source: Jacksonville Sheriff's Office

Old Arlington

In 2003, Theft Less Than $3000 followed by Simple Assault are the most common crimes committed in the Old Arlington Study Area.

Exhibit 2-20b
Crime Analysis
Study Area
2003

Crimes Committed in 2003

Legend: Homicide, Forced Rape, Other Sex, Robbery, Aggravated Assault, Residential Burglary, Other Burglary, Thieft Less $3000, Thieft Greater $3000, Motor Vehicle Thief, Arson, Kidnap, Simple Assault, Crime Misc., All Other
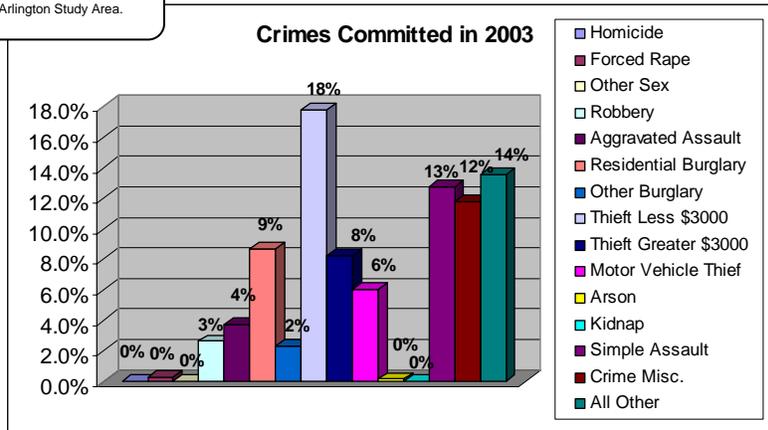
Source: Jacksonville Sheriff's Office

Old Arlington

Exhibit 2-21
Building Conditions
2003

Most of the buildings, both residential and commercial, in the Old Arlington Study area are in Standard condition.

Residential		
Condition	**Number**	**Percentage**
Standard	3,506	**91%**
Needs Minor Repair	298	8%
Needs Major Repair	8	0%
Dilapidated	36	1%
Vacant & Boarded	3	0%
Total	**3,851**	**100%**

Commercial/Industrial/Office Condition		
Condition	**Number**	**Percentage**
Standard	680	**81%**
Needs Minor Repair	141	17%
Needs Major Repair	18	2%
Dilapidated	2	0%
Vacant & Boarded	2	0%
Total	**843**	**100%**

As compared to residential buildings in the Study Area, commercial buildings are in greater need of minor repairs.

Old Arlington

III. RETAIL MARKET ANALYSIS

Old Arlington

The Retail Market Analysis which follows allows a glimpse at the current retail environment and consumer spending patterns of residents within the Old Arlington Study Area.

Further information is presented which details the requirements of several retail establishments, which are necessary in order for these businesses to locate to a new community. This information presents the real-world factors that need to be considered when planning for commercial development.

Specific site criteria for various companies such as Wal-Mart, Target, and Darden Restaurants could not be collected, as it is considered to be confidential or the criteria may vary from site to site.

32211 and 32277 are within approximately 2 miles of each other.

Old Arlington

Exhibit 3-1
Business Patterns, Study Area (Old Arlington)

As compared to Zip Code 32211, Zip Code 32277 has minimal retail and both areas have a lack of large companies providing employment for residents in the Study Area.

	Zip Code 32211						Zip Code 32277					
	Total	%	# of employees				Total	%	# of employees			
			1-19	20-99	100-249	250+			1-19	20-99	100-249	250+
Accommodation and food services	68	8%	39	29	0	0	21	8%	13	8	0	0
Admin. Support	58	6%	46	6	6	0	22	8%	20	2	0	0
Construction	83	9%	72	9	2	0	26	10%	26	0	0	0
Health Care and Social Assistance	86	10%	79	6	1	0	42	**16%**	37	4	1	0
Professional Scientific	70	8%	64	5	1	0	24	9%	22	2	0	0
Retail Trade	186	**21%**	150	28	8	0	34	13%	31	2	1	0
Educational Services	16	2%	11	4	0	1	6	2%	4	2	0	0
Finance & Insurance	68	8%	59	8	0	1	10	4%	9	1	0	0
Real Estate & Leasing	47	5%	45	2	0	0	9	3%	9	0	0	0
Wholesale Trade	33	4%	31	2	0	0	11	4%	11	0	0	0
Other services and unclassified	189	**21%**	164	23	2	0	54	**21%**	51	2	1	0

Old Arlington

Exhibit 3-2
Retail Business Facts, 2003
Old Arlington

- Within the two zip codes (32211, 32277) that make up Old Arlington, there are:
  - 406 retail stores
    - 305 within 32211
  - 4,424 employees
    - 3,184 within 32211
  - $608.9M in sales
    - $455.6M in sales within 32211
  - 54 establishments with 20+ employees
    - 36 within 32211

This may signal future retail and employment opportunities within 32277.

- The most abundant types of retailers within these zip codes are:
  - Miscellaneous Retail (89)
    - 70 within 32211
  - Eating Places (84)
    - 51 within 32277
  - Automobile Dealers and Gas Service Stations (76)
    - 63 within 32211
  - Food Stores (54)
    - 39 within 32211
  - Home Furnishings, Furniture, and Equipment (42)
    - 35 within 32211
  - Grocery Stores (35)
    - 25 within 32211

This information indicates that there is an influx of consumers to zip code 32211 in order to purchase goods and services, as they may not be widely available within zip code 32277.

Source: Claritas Inc.

Old Arlington

Exhibit 3-2
Retail Business Facts, 2003
Old Arlington

- Within the Old Arlington area, there is a lack of, and possible need for the following types of retailers:
  - Pet Shops (0)
  - Men's and Boy's Clothing Stores (0)
  - Women's Accessory and Specialty Stores (0)
  - Children's and Infant's Wear (0)
  - Family Clothing Stores (0)
  - Music, Video, CDs and Tape Stores (2)
  - Book Stores (5)

This may signal future retail opportunities within the Old Arlington Study Area.

- Eating Places employ the greatest number of people (1,265)

Source: Claritas Inc.

Old Arlington

The base is 1.00, therefore 1.01 indicates above average expenditures of 1%.

Exhibit 3-3
Consumer Spending Patterns, 2003

- When compared to the nation as a whole, Old Arlington over indexes on the following expenditures:
    - Prescription Drugs (1.03)
    - Smoking Products/Supplies (1.02)
    - Total Food Away From Home (Breakfast and Brunch) (1.01)
    - Towing Charges (1.09)
    - Alcoholic Beverages Away From Home (1.01)

- Zip code 32277 over indexes on the following expenditures:
    - Women's Apparel (1.01)
    - Footwear and Other Apparel (1.02)
    - TV, Radio and Sound Equipment (1.01)
    - Total Food Away from Home (Meats) (1.01)
    - Prescription Drugs (1.07)
    - Domestic Textiles (1.01)
    - Personal Care Products and Services (1.05)
    - Total Education (1.10)
    - Total Food Away from Home (Breakfast and Brunch, Lunch, Snacks and Non Alcoholic Beverages, Catered Affairs) (1.02 – 1.07)
    - Total Alcoholic Beverages (At Home and Away from Home) (1.11)
    - Household Services (1.04)
    - Telephone Service (1.06)
    - Used Vehicles (1.01)
    - Towing Charges (1.15)
    - Rented Vehicles (1.08)
    - Automotive Repair and Maintenance (1.02)

While residents within 32277 are the primary consumers of certain goods and services, they must travel to 32211 in order to purchase many things, as they are not widely available in the immediate area.

Source: Claritas Inc.

Old Arlington

Exhibit 3-4
Average Household Annual Expenditures for Selected Goods and Services, 2003
Old Arlington

Category	2003	2008 Projections
Women's Apparel	$1,083	$1,208
Total Food at Home	$4,512	$4,946
Prescription Drugs	$1,553	$2,364
Personal Care Products and Services	$785	$962
Total Education	$974	$1,148
Total Food Away From Home	$4,117	$4,862
TOTAL	$36,730	$43,858

Source: Claritas Inc.

Old Arlington

Exhibit 3-5 45
Site Criteria for Selected Retail Establishments

Applebee's
Neighborhood Grill & Bar

Conclusion:

Depending upon the selected location and based on the demographic data available, Old Arlington meets the site criteria (demographic and customer profile) necessary to add an Applebee's restaurant to the community.

Site Characteristics	•Development Options:
	  -Free-standing location
	  -Mall Space at Entrance
	  -Strip Center End Cap
	  -Near other successful retailers and a strong employment base
	
	•Lot size of 1.0 to 1.5 acres
	
	•Building size between 3,900- 5,400 sq. ft.
	
	•Parking for 78-110 cars

Location Demographics	*Within a 10 mile radius:*
	•25,000 (plus) total population
	  -Small towns/Rural markets
	
	Within a 3 mile radius:
	•50,000 (plus) total population
	  -15,000 households with annual incomes in excess of $30,000
	  -Traffic count of 20,000 or more vehicles daily
	
	•Housing Type
	  -Area with high concentration of apartment and single-family dwellings

Customer Profile	•Households with incomes exceeding $30,000 •People ages 20-49 who are looking for a friendly place with convenience, quality and value •People with busy lifestyles that enjoy going out for lunch, dinner or in-between, several times a week

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Old Arlington

Exhibit 3-5 46
Site Criteria for Selected Retail Establishments

DARDEN
RESTAURANTS

General Information
Specific Site Criteria is Confidential

•At least 7,000-9,000 sq. ft. for buildings

•1.2 - 2.4 acres

•Prime regional focal point where there is a pad to a mall or in the midst of movies, Lowe's, Home Depot

•125 parking spaces, more for Bahama Breeze

•75,000 people for a trade area within a 5 mile radius

•30,000 cars per day in front of site

Red Lobster

SMOKEY BONES BBQ.

Olive Garden ITALIAN RESTAURANT

Bahama Breeze

Conclusion:

Based on the traffic requirements alone, Old Arlington does not meet the general site criteria of any of the Darden Restaurants. The nearest sales generators such as Lowe's and Home Depot are approximately 5 miles away, within zip code 32225. Within this zip code are a Red Lobster, Olive Garden, and Smokey Bones.

Old Arlington

Exhibit 3-5 47
Site Criteria for Selected Retail Establishments

Traffic:	25,000+ ADT at site with easy access Signalized intersection preferred
Population:	35,000+ in 3 mile radius; 75,000+ in 5 mile radius
Income:	$35,000 median household income minimum
Education:	20% of 3 mile population with at least a 4 year college degree
Building Size:	6,000 sq. ft. with the ability to build a patio
Land:	1.8 acres (less with cross easement parking)
Parking:	120 parking spaces
Liquor License:	Full service liquor license must be available
Exclusive:	Pizza/Pasta exclusive required
Terms:	Ground lease with a purchase option
Preferred Locations:	Shopping Center/Mall outparcel; proximate multi-screen, first run cinemas Significant national retailers; limited national casual theme restaurants close by Upscale residential close by; major growth area; strong daytime population Strong visibility with easy ingress/egress

Conclusion:

Old Arlington and its Surrounding Area meet the site criteria necessary to welcome a Pizzeria Uno restaurant to the community. However, Merrill Road at Rogero Road is the only location that has average daily traffic counts that meet the traffic requirements.

Old Arlington

Exhibit 3-5 48
Site Criteria for Selected Retail Establishments

Conclusion:

With the exception of average daily traffic counts, Old Arlington and the Surrounding Area meet the site criteria to welcome a Denny's to the area.

Traffic:	Minimum of 30,000 average daily vehicle traffic on primary road
Population:	40,000 in permanent population within trade area
Income:	$32,000 - $50,000 median household income within trade area
Building Size:	98 Facility - approximately 3,898 sq. ft. (98 seats) 120 Facility - approximately 4,752 sq. ft. (120 seats) 150 Facility - approximately 5,085 sq. ft. (150 seats) Diner I - approximately 3,370 sq. ft. (101 seats) Diner II - approximately 3,520 sq. ft (113 seats)
Site Dimensions:	98 Facility: approximately 33,375 sq. ft. 120 Facility: approximately 35,862 sq. ft. 150 Facility: approximately 38,364 sq. ft. Diner I & II: approximately 30,000 sq. ft.
Parking:	98 Facility: 50; 120 Facility: 60; 150 Facility:75 ;Diner I: 50; Diner II: 55
Sales Generators:	Regional shopping centers, hotels/motels, tourist attractions, office parks, street traffic, or combinations thereof, within close proximity
Access:	Double ingress and egress and no "dead end" parking on premises
Location:	Corner or contiguous to corner or must be located on highway or major traffic corridor with at least two lanes of traffic in either direction

Old Arlington

Exhibit 3-5 49
Site Criteria for Selected Retail Establishments

Starbucks Urban Coffee Opportunities

Building Square Footage:	1,500 sq. ft.
Parking:	Will share parking in appropriate situations
Types of Real Estate:	Freestanding, Power Center, Regional mall Outlet Center, Urban Projects
Demographics:	MSA's greater than 400,000
	Target audience of at least 50,000 within 1 mile radius
	Minority urban and suburban markets
Preferred Co-Tenants:	Entertainment and/or leisure-time based retailers
	Sit-Down Restaurants
Deal Structure:	Build-to-suit
	Ground leases
	Will consider other structures (as appropriate)
Initial Lease Term:	10 Years
Options:	Minimum of two 5-year options

Conclusion:

When considering both zip codes (32211 and 32277) that cover Old Arlington, the Study Area meets the criteria in order to add a Starbucks to the area. Currently, the closest Starbucks location is 2-5 miles outside of the Study Area.

Old Arlington

Exhibit 3-5 50
Site Criteria for Selected Retail Establishments

Magic's T.G.I.Fridays Opportunities

Building Square Footage:	Minimum 6,500-7,500 sq. ft.
Parking:	Will share parking in appropriate situations
Types of Real Estate:	Freestanding, Power Center, Regional Mall, Outlet Center, Urban Projects
Demographics:	MSA's greater than 400,000
	Target audience of at least 100,000
	Minority urban and suburban markets
Preferred Co-Tenants:	Entertainment and/or leisure-time based retailers
Deal Structure:	Build-to-suit
	Ground leases
	Will consider other structures (as appropriate)
Initial Lease Term:	10 years
Options:	Minimum of four 5-year option periods

Conclusion:

When considering the target audience outside of the immediate Study Area, Surrounding Area, and zip codes that cover Old Arlington, the area could meet the criteria necessary to welcome a Magic Johnson's T.G.I.Friday's to the community.

Old Arlington

Exhibit 3-5 51
Site Criteria for Selected Retail Establishments

MAGIC JOHNSON THEATRES

Conclusion:

Based on the target audience requirement, Old Arlington may not meet the site criteria necessary to welcome a Magic Johnson Theatre to the area.

Land:	Minimum 14 acres for stand-alone project
Building Square Footage:	60,000-100,000 square feet
Screens:	10-15
Seats:	3,200-5,000
Parking:	1 space for every 3 seats Will share parking in appropriate situations
Types of Real Estate:	Freestanding, Power Center, Regional Mall, Outlet Center, Urban Projects
Demographics:	MSA's greater than 400,000 Target audience of at least 200,000-250,000 Minority urban and suburban markets
Preferred Co-Tenants:	Sit-down restaurants Entertainment and/or leisure-time based retailers
Deal Structure:	Build-to-suit Ground leases Will consider other structures (as appropriate)
Initial Lease Term:	15-20 years
Options:	A series of 5-year option periods

Old Arlington

Exhibit 3-5 52
Site Criteria for Selected Retail Establishments

Publix®

Traffic:	N/A
Population:	20,000+ within 2 mile radius
Income:	$38,000 median household income minimum
Education:	N/A
Building Size:	N/A
Land:	N/A
Parking:	N/A
Terms:	N/A
Preferred Locations:	N/A

Conclusion:

Old Arlington already has a Publix location within the 32277 zip code, on Ft. Caroline Road.

Old Arlington

IV. RESIDENTIAL MARKET ANALYSIS

Old Arlington

65% of the structures in Old Arlington were built between 1950-1959.

Homes built after 1970 tend to have a higher value than older homes.

Exhibit 4-1
Average Value of Structures by Year Built
2003

Year Structure Built	Number of Structures	Average Value
1800 - 1939	92	$97,827
Single-Family	*83*	*$79,183*
1940 - 1949	82	$91,261
Single-Family	*60*	*$89,785*
1950 - 1959	2950	$71,730
Single-Family	*2802*	*$68,138*
1960 - 1969	697	$132,647
Single-Family	*555*	*$78,669*
1970 - 1979	352	$298,193
Single-Family	*194*	*$93,635*
1980 - 1989	241	$180,045
Single-Family	*154*	*$94,138*
1990 - Present	107	$181,427
Single-Family	*82*	*$106,668*

Source: *HDR, Inc.*

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Exhibit 4-2
Assessed Values
2003

Assessed Value	Number of Properties	% of Properties that are . . .
$0 - $25,000	258	
Vacant	176	68.2% of properties valued less than $25K are vacant
$25,001 – $50,000	611	
Single-Family	397	65.0% of properties valued between $25K-$50K are single-family homes
$50,001 – $100,000	3442	
Single-Family	3191	**92.7% of properties valued between $50K-$100K are single-family homes**
$100,001 – $150,000	348	
Single-Family	212	60.9% of properties valued between $100K-$150K are single-family homes
$150,001 – $200,000	108	
$200,001 – $250,000	87	
$250,001+	198	

Assessed Value	Number of Properties	%
$0 - $25,000	258	5.1%
$25,001 - $50,000	611	12.1%
$50,001 - $100,000	3442	**68.1%**
$100,001 - $150,000	348	6.9%
$150,001 - $200,000	108	2.1%
$200,001 - $250,000	87	1.7%
$250,001+	198	3.9%

The majority of homes in Old Arlington are valued between $50K and $100K.

Source: HDR, Inc.

Exhibit 4-3
Property Sales 1998-2001
Study Area (Old Arlington)

| Sale Year	Number of Sales	Average Sale Price
1998	389	$62,751.0
Home Sales	*320*	*$47,566.0*
1999	407	$107,542.0
Home Sales	*326*	*$49,889.0*
2000	343	$112,943.0
Home Sales	*269*	*$50,387.0*
2001	177	$54,268.0
Home Sales	*148*	*$46,898.0*
Total Sales		1316
Total Home Sales		1063

Because of the low sales prices, it may be assumed that many homes sold between 1998-2001 were older homes that will be rehabbed and/or homes were sold below their assessed value.

Source: HDR, Inc.

Exhibit 4-4a
Location of Multi-Family Housing
Selected Multi-Family Housing
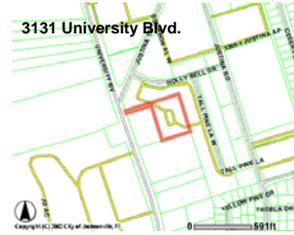
Source: *City of Jacksonville, Property Appraiser*

Exhibit 4-4b
Summary of Multi-Family Housing
Selected Multi-Family Housing

Key	PROJECT LOCATION	BLDG TYPE	DATE BUILT	TOTAL UNITS	UNIT TYPE	UNIT RENT RANGE	UNIT SIZE RANGE (sf)	CONDITION
1	Laurel Oaks Apartments	1-3 story	1966	220	1 bed	$415-$450	620-809	Not Assessed
					2 bed	$550-$570	806-1200	
	3291 University Blvd.	Brick			3 bed	$630	1200	
2	Villa Capri I and II	1-3 story	1963	208	Studio	$355	506	Not Assessed
	3131 University Blvd.	Concrete			1 bed	$365-$515	605-846	
					2 bed	$455-$725	865-1200	
3	The Carousel Apartments	1-3 story	1963	160	1 bed	$430-$450	680-740	Not Assessed
	2929 Justina Rd.	Concrete			2 bed	$535	980	
4	Villager Apartments	1-3 story	1971	40	1 bed	$410	625	Not Assessed
	2951 Justina Rd.	Concrete						

Source: *HDR, Inc.*

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Appendix 2: COMMUNITY SURVEY DATA

The survey conducted at Community Workshop on November 13, 2003 resulted in the following comments and concerns:

Like about their neighborhood:

- The community likes their convenient location to the airport, Regency area, and downtown

- Residents enjoy the history, tree canopy, family values, secure, well-built homes, water front and parks

- Jacksonville University, as the campus is aesthetically pleasing and it provides educational opportunities

- At an earlier time in history, Jacksonville University took a prominent role in keeping University Boulevard maintained

- Residents consider the new Walgreen's to be an asset

- The Old Arlington Study Area has the same retail potential as Riverside and Avondale at the intersection of Arlington Road and University Boulevard

- Residents believe The Old Arlington Study Area has the potential to improve to a more advanced degree than Historic Springfield

- The area has an extensive religious history (according to a resident, the first Christian martyrs in the Americas were French Huguenots who were martyred at Ft. Caroline)

Dislike about their neighborhood:

- Debris along University Boulevard and Ft. Caroline Road. Citizen suggested a program to take care of roads (i.e. "adopt a road" program)

- Inconsistency in building design along the Arlington Expressway

- Numerous auto repair and pawn shops

- Unkempt homes that need maintenance and/or required repairs

- Area needs good code and zoning enforcement especially for businesses

- Do not like the presence and high density of HUD housing

- Numerous day cares with brightly colored exteriors and lack of ample parking

- Telephone poles and power lines along Rogero Road

- A citizen stated the need for laws to address vacant housing

- Elderly community needs assistance with maintaining their properties

- Lack of investment in neighborhood

- Riverfront properties with estate lots across from area where a developer is trying to sell very small lots for high cost. Citizen is concerned about this and stated that this will not serve the market needs of the area and will result in more clear cutting of large trees

- There was great concern among most of the residents present about the state of the commercial and retail businesses in the Study Area. For example, a resident mentioned the former Ryan's Steakhouse structure on Merrill Road has remained vacant. She stated that this is representative of the Old Arlington Study Area: good, central and unused.

What is missing from the neighborhood?

- Adequate drainage

- Need curbing on Rogero Road

- Thousands of old deteriorating septic tanks still in use by homes and businesses

- Restaurants with unpaved lots

- The Old Arlington Study Area needs an area where the river front can be enjoyed by the general public

Aesthetics:

- Residents expressed their desire for commercial areas in the study area to be more aesthetically pleasing

- The brightly painted exteriors of daycare centers were pointed out more than once

- There is also a problem with refuse/trash along roadways

- The condition of University Boulevard and Arlington Road needs to be addressed

- There is a six acre junkyard on Arlington Road

- Would like to see the streetscape starting at Jacksonville University to be extended down University Boulevard

Business and Commercial:

- Lack of bookstores for student population

- A large auto "junkyard" that occupies 6 to 8 blocks and uses the road right of way for washing trucks

- Many businesses have zoning violations

- There are many applications for administrative deviations in the study area

- Efforts need to be made to retain existing commercial uses in the Study Area (reduce turnover)

- One resident suggested a Commercial Council for the businesses on Merrill Road to encourage networking and decrease turnover

- Concern arose about the possible condition of Merrill Road and University Boulevard five to ten years from now

- There is a trucking company with mixed zoning on Arlington Road

- Want companies to invest in the Old Arlington Study Area and bring in bookstores, coffee shops, restaurants and quality retail

It was stated by a resident that the problems in the Old Arlington Study Area have to be addressed from many different angles. One resident suggested that it is best to focus on what can be accomplished through the creation of the Neighborhood Action Plan. Residents would like the Old Arlington Study Area to be a tourist attraction where visitors can enjoy its history, restaurants and retail. Community members raised the possibility of attracting tourists from cruise ships that pass near the area when traveling down the St. Johns River. Residents would like to be more knowledgeable about the history of their neighborhood as this restores pride in the community. Residents would like community pride to be restored and would like to have special neighborhood occasions such as a Parade of Homes and an old-fashioned "get to know your neighborhood day." Community members believe that the Old Arlington Study Area is a safe place but the perception of the area is negative. Realtors further disseminate this negative perception, by communicating a negative image like "you don't want to live there". Some community members are also concerned that the Old Arlington Study Area is changing, as is other urban neighborhoods in the City.

Many of the residents present were members of one or more of the following organizations and establishments:

- Arlington United Methodist Church, (ACT)

- Resurrection Catholic Church

- Ashley Oaks Civic Association

- Old Arlington Inc.

- ICARE-ACT

- Arlington Women's Club

- River Forest

- Arlington Heights Elementary #240

- Arlington Lions Club

- Fort Caroline Club Estates South Civic Association

- Kiwanis of Arlington

- Jacksonville University, staff and faculty

Appendix 3:JACKSONVILLE CODE ENFORCEMENT CRITERIA

Since code enforcement is a major concern in the Old Arlington Study Area, it will be helpful to understand what the city can enforce. The Neighborhoods Department, Property Safety Division is responsible for this enforcement. The following is a summary of what they enforce.

Residential

The Property Safety and Maintenance Code required that all residential structures be maintained at a certain level. It covers violations both inside and outside the structure, from excessive trash and junk in the yard to obstructed sewer lines and improper plumbing or electric installations. Violations of this section of the ordinance can be cited to the property owner or the occupant, and after time is allowed for correction, may be filed with the Municipal Code Enforcement Board for prosecution or be cited with a fine through the citation system.

Commercial

The Property Safety and Maintenance Code also require that all commercial properties be maintained at a certain level. Commercial properties are defined as any property except a single-family residential structure. Violations of this ordinance cover anything from exterior paint to improper plumbing and electric in the interior of the structure. Violations of the ordinance can be cited to the property owner or the occupant and, after time is allowed for correction, may be filed with the Municipal Code Enforcement Board for prosecution or be cited with a fine through the citation system.

Unsafe Structures

The Property Safety and Maintenance Code cover any structure that is structurally unsound and unsafe, including standing vacant, open and unguarded. Violations of this ordinance can be cited to the property owner or the occupant, and after time is allowed for correction, may be filed with the Municipal Code Enforcement Board for prosecution or be cited with a fine through the citation system. If necessary, the city may take action to demolish the structure or to have the structure made safe by boarding it up.

Nuisance Lots

Complaints regarding high grass, trash or debris on vacant lots and occupied structures constitute a violation of the Nuisance Lot section of the ordinance. Violations of this ordinance can be cited to the property owner, and after time is allowed for correction, the city will contract to have the overgrowth cut and then place a lien on the property.

Vehicles

Junk and Abandoned vehicles, those without current tags, parts missing, i.e., engines, tires, transmissions, etc., which do not run or cannot be readily started, moved or pulled in accordance with its original purpose are citable under this section. Both owners and/or occupants of the property where the junk or abandoned vehicle is located may be cited. Vehicles may be towed from private property; a fee-paying citation issued or a case may be filed with the Municipal Code Enforcement Board

Code Enforcement Boards

There are six Municipal Code Enforcement Boards, which are designed to serve each neighborhood-planning district or **CPAC**. The Boards are part of efforts to fight urban blight and decay and concentrate code enforcement efforts in neighborhoods.