



PROPOSED COMPREHENSIVE PLAN AMENDMENT

INTRODUCED BY:	Planning Department
REQUESTED ACTION:	AN ORDINANCE OF THE BOARD OF COUNTY COMMISSIONERS OF NASSAU COUNTY, FLORIDA AMENDING THE 2030 NASSAU COUNTY COMPREHENSIVE PLAN; AMENDING THE FUTURE LAND USE ELEMENT; ADOPTING THE FUTURE LAND USE MAP SERIES (FLUMS) MAP FLUMS-11; ADOPTING THE TIMBER TO TIDES DESIGN OVERLAY TRANSECTS; ADOPTING THE TIMBER TO TIDES DESIGN OVERLAY (T2TDO); PROVIDING FOR FINDINGS; PROVIDING FOR SEVERABILITY; AND PROVIDING AN EFFECTIVE DATE.

**** All required notices have been made. All copies of required materials are part of the official record and have been made available on the County's website and at the Planning Department Office. ****

BACKGROUND INFORMATION AND SUMMARY OF AMENDMENT

This Comprehensive Plan Amendment (CPA25-001) proposes to adopt Future Land Use Map Series Map FLUMS-11, which serves as the regulating plan for the Timber to Tides Design Overlay (T2TDO). This amendment also formally incorporates the T2TDO Transects into the Future Land Use Element of the Nassau County 2030 Comprehensive Plan and establishes the policy framework necessary to implement the T2TDO through future zoning and land development regulations.

The T2TDO is intended to implement the recommendations of the SR 200/A1A Corridor Master Plan, adopted by the Board of County Commissioners (BOCC) on December 13, 2021, via Resolution No. 2021-214. The Corridor Master Plan identifies adoption of a transect-based land development code as a top priority to promote more sustainable, connected, and livable communities along the SR 200/A1A corridor.

To support informed decision-making regarding the implementation of the Timber to Tides Design Overlay (T2TDO) and to evaluate its potential long-term impacts on economic vitality, community development, and sustainability, Staff retained GAI Consultants' Community Solutions Group to conduct an independent corridor impact analysis. The purpose of this study was to objectively assess how enhanced development standards, such as those proposed in the T2TDO, may influence market performance, employment, property values, and overall quality of life. By comparing Florida corridors with varying levels of regulatory oversight and urban design standards, the analysis provides a fact-based foundation for understanding the potential implications of adopting a form-based code framework in Nassau County.

The findings of the study indicate that the differences in economic and development outcomes between corridors with and without enhanced development standards were generally modest over the 15-year evaluation period. In most measured categories—such as employment growth, market inventory, rental rates, and property values—corridors with higher standards exhibited slightly higher compound annual growth rates (CAGRs) and might also reasonably be expected to provide a boost to long-term employment, wage-related economic growth, market performance, and property values over a 15- to 25-year period. That is, the presence of stronger design standards did not appear to hinder development in a significant way, while also promoting the long-term viability of the projects.

While the rate of development was relatively consistent across corridors, the study observed more pronounced differences in the resulting quality of place. Higher-standard corridors demonstrated stronger outcomes related to design cohesion, place-based identity, and overall community character. These findings suggest that while development activity



may not be impacted by enhanced standards, the inclusion of a form-based approaches like the T2TDO may play a meaningful role in shaping the long-term livability and functionality of the built environment.

This distinction is important for communities like Nassau County that are seeking to not just support development to meet current market demands, but intentional, place-sensitive development that balances mobility, economic opportunity, housing diversity, and a high quality of life.

Adoption of FLUMS-11 and Policy FL.02.06 formally establishes the T2TDO as a new planning and regulatory framework for the SR 200/A1A Corridor. The amendment includes:

- A series of Future Land Use Transects (T-1 through T-7SD) that reflect a range of intensities from natural and rural landscapes to mixed-use urban centers;
- Defined minimum and maximum residential densities and Floor Area Ratios (FARs) for each transect, supporting compact, walkable development patterns;
- Integration of form-based principles that focus on the physical form and character of development, rather than conventional land use categories; and,
- Requirements for connectivity, mobility, housing diversity, public spaces, and environmental stewardship in alignment with the County's Vision 2032 goals.

This request establishes Policy FL.02.06 which aligns with broader objectives in the Comprehensive Plan to promote fiscally responsible growth, improve quality of life, and protect Nassau County's unique environmental and community character.

The full text of the proposed amendment is provided in Attachment A.

The proposed regulating map, MAP FLUMS-11, is provided in Attachment B.



CONSISTENCY WITH APPLICABLE FLORIDA STATUTES

163.3168 (2), F.S. Planning innovations and technical assistance.

Local governments are encouraged to apply innovative planning tools, including, but not limited to, visioning, sector planning, and rural land stewardship area designations to address future new development areas, urban service area designations, urban growth boundaries, and mixed-use, high-density development in urban areas.

Vision 2032 Plan	Determination of Consistency
Ch. 163.3168 (2), F.S.	√

CONSISTENCY WITH COMPREHENSIVE PLAN AND LAND DEVELOPMENT CODE

The proposed adoption of the T2TDO Transects, Policy FL.02.06, and Future Land Use Map Series Map FLUMS-11 is fully consistent with the goals, objectives, and policies of the Nassau County 2030 Comprehensive Plan, and does not conflict with any adopted provisions of the Land Development Code (LDC).

Specifically, the proposed amendment:

- Implements Policy FL.02.06, which is considered for adoption to support the SR 200/A1A Corridor Master Plan and calls for the establishment of a transect-based overlay district to promote walkability, connectivity, environmental protection, and high-quality design along the corridor.
- Aligns with the Vision 2032 Plan, which prioritizes sustainable growth, mixed-use development, multimodal transportation, and integration of public facilities and open space as central planning principles.
- Supports the goals of the Future Land Use Element, including the promotion of compact development patterns, protection of environmentally sensitive lands, and the correlation of future land uses with infrastructure capacity and community needs.
- Establishes a regulating plan (FLUMS-11) that introduces a clear, transect-based future land use framework. This framework guides future rezoning and development activity in a manner consistent with the Comprehensive Plan’s intent to move away from sprawling, auto-oriented development toward a more fiscally and environmentally sustainable land use pattern.
- Is compatible with existing LDC provisions, and will be further supported by the proposed adoption of Articles 44 and 45, which create the corresponding zoning districts and community-based design standards. These implementing regulations ensure that all future development under the T2TDO will be carried out in compliance with both the Comprehensive Plan and LDC.

In summary, the amendment enhances the County’s planning framework by offering a more refined and place-based land use strategy, while remaining fully consistent with adopted policies and regulatory standards.

CONCLUSION

The amendment is in conformance with Florida Statutes and the goals, objectives, and policies of the Comprehensive Plan and does not conflict with the LDC, Code of Ordinances, and other County regulatory documents.

Based on these findings, staff recommends **APPROVAL** of CPA25-001, adopting the future land use map series (FLUMS) Map FLUMS-11, adopting the T2TDO Transects, and adopting the T2TDO.



Attachment "A"

Proposed Ordinance language to amend the 2030 Nassau County Comprehensive Plan, to amend the future land use element to include the adoption of the T2TDO Transects and Policy FL.02.06 the T2TDO.

Policy FL.01.02

All regulations adopted to implement this Plan and development permits issued shall be consistent with the land use categories described below and spatially displayed on the Future Land Use Map. The Future Land Use Map shows the proposed general distribution and location of land for various purposes. The categories establish long-range, maximum (and in some cases minimum) densities and intensities of land uses.

Density refers to the number of dwelling units per gross acre. The gross land area includes all land owned within the property boundaries of the subject parcel. While the basic concept of density is straightforward, factors affecting the actual yield of a parcel may include the existence of jurisdictional wetlands, submerged areas, and the availability of public facilities and services. Intensity is measured by Floor Area Ratio (FAR) and Impervious Surface Ratio (ISR). Floor Area Ratio is the ratio of the total floor area of building(s) divided by the gross area of the lot or parcel on which it is constructed. The Impervious Surface Ratio equals the total area of impervious surface divided by the lot area. Impervious surface area includes any hard surfaced area that does not readily absorb or retain water such as main and accessory buildings, parking and driveways, sidewalks and other paved or roofed areas.

Designated land use categories to be used for FLUM are listed below and described in the following subsections of this policy:

(A) Agriculture (AGR)

(B) Residential:

Low Density Residential (LDR)

Medium Density Residential (MDR)

High Density Residential (HDR)

(C) Commercial (COM)

(D) Industrial (IND)

(E) Recreation (REC)

(F) Public Buildings and Facilities (PBF)

(G) Conservation (CSV I and II)

(H) Multi-Use (MU)

**(I) William Burgess Mixed Use Activity Center Overlay District Transects:
Natural Zone (T-1)**



Agriculture & Open Space Zone (T-1.5)
Rural Zone (T-2)
Rural Transitional Zone (T-2.5)
Sub-urban Zone (T-3)
Urban Transitional Zone (T-3.5)
Urban Edge/Urban General Zone (T-4)
Urban Corridor Zone (T-4.5)
Urban Center Zone (T-5)
Special District Zone (T-7SD)

(J) Timber to Tides Design Overlay Transects:

Natural Zone (T-1)
Agriculture & Open Space Zone (T-1.5)
Rural Zone (T-2)
Rural Transitional Zone (T-2.5)
Sub-urban Zone (T-3)
Urban Transitional Zone (T-3.5)
Urban Edge/Urban General Zone (T-4)
Urban Corridor Zone (T-4.5)
Urban Center Zone (T-5)
Special District Zone (T-7SD)

J) Timber to Tides Design Overlay Transects (T-1 to T-7SD)

- 1) Within the boundaries of the Timber to Tides Design Overlay, as defined in Policy FL.02.06 and shown on Future Land use Map Series Map FLUMS-11, the following transects may be adopted as a Future Land Use Map (FLUM) designation, subject to the permitted residential densities and floor area ratios (FAR) listed in the table below and conformance with goals, principles and standards described above and within the adopted guidelines and performance standards adopted for this district in the Land Development Code. The Land Development Code shall create zoning districts that directly correspond to Transects listed below.



<u>TRANSECT</u>	<u>NAME</u>	<u>ALLOWED DENSITY</u>	<u>FAR (MAX)</u>
<u>T-1</u>	<u>Natural Zone</u>	<u>0 du/acre</u>	<u>0</u>
<u>T-1.5</u>	<u>Agriculture & Open Space Zone</u>	<u>1 du/20 acres (max)</u>	<u>.25</u>
<u>T-2</u>	<u>Rural Zone</u>	<u>1 du/5 acres (max)</u>	<u>.5</u>
<u>T-2.5</u>	<u>Rural Transitional Zone</u>	<u>1 du/acre (max)</u>	<u>.5</u>
<u>T-3</u>	<u>Sub-urban Zone</u>	<u>2du/acre (min) 5 du/acre (max)</u>	<u>1</u>
<u>T-3.5</u>	<u>Urban Transitional Zone</u>	<u>5 du/acre (min) 10 du/acre (max)</u>	<u>1.5</u>
<u>T-4</u>	<u>Urban Edge/Urban General Zone</u>	<u>8 du/acre (min) 15 du/acre (max)</u>	<u>2</u>
<u>T-4.5</u>	<u>Urban Corridor Zone</u>	<u>0 du/acre (min) 18 du/acre (max)</u>	<u>2</u>
<u>T-5</u>	<u>Urban Center Zone</u>	<u>10 du/acre (min) 25 du/acre (max)</u>	<u>2</u>
<u>T-7 (SD)</u>	<u>Special District Zone</u>	<u>0 du/acre (min) 25 du/acre (max)</u>	<u>4</u>

- 2) All development shall meet the minimum residential density requirements assigned for its designated transect.
- 3) When calculating minimum residential densities, land areas within the development parcel used for right-of-way, stormwater management facilities (SWMF), wetlands, required buffers, public utilities, public parks, and/or public schools may be excluded from the minimum density requirement calculation.
- 4) When calculating maximum residential densities, the gross acres of the parcel, including uplands and wetlands, shall be used.
- 5) Where residential and non-residential uses are vertically integrated within the same structure, Floor Area Ratio (FAR) calculation will exclude those portions devoted to residential dwelling units located above non-residential uses/spaces.

Policy FL.02.06

Timber to Tides Design Overlay (T2TDO)

On December 13, 2021, in Resolution 2021-214, Nassau County adopted the State Road 200/A1A Corridor Master Plan. This plan allows the development of amendments to the Comprehensive Plan and the Land Development Code deemed necessary for the implementation of the State Road 200/A1A Corridor Master Plan. To accomplish the intent of the master plan, to inspire identity, comfort, and future opportunity as



a multi-functional, safe, and sustainable corridor that connects people to the places where they live, work, play and stay, the plan sets forth a series of priority actions. The top priority action is as follows:

Adopt a transect-based land development code for the Corridor. The code includes requirements for development to provide underground installation of utility lines along SR200/A1A with pay-in-lieu program for small sites.

A) The Timber to Tides Design Overlay aims to accomplish the following objectives.

- 1) The Timber to Tides Design Overlay shall enact and enforce policies and design standards and regulations that will reposition the development pattern within the SR 200/A1A Corridor to create and maintain a more walkable development pattern that functions as a safe, and sustainable form of development connecting people to the places where they aspire to live, work, play and stay.
- 2) The County shall amend the Land Development Code to include site design and building design standards that will include provisions that focus development on major nodes and centers; improve non-motorized connectivity; implement livability elements in neighborhoods and centers; and encourage low impact stormwater treatment principles and initiatives.
- 3) Within the boundaries of the T2TDO as shown on Future Land Use Map Series map FLUMS-11, all new development and/or redevelopment shall be required to comply with the standards established herein and implemented through the Land Development Code.
- 4) It is the expressed intent of this Policy to convert the Future Land Use Map designation and zoning designation of all lands within the Timber to Tides Design Overlay to a Transect Designation as established in FL.01.02 (J) and FLUMS-11 through the processes described in the Comprehensive Plan and Land Development Code. Rezoning requests that increase the density or intensity within the T2TDO are limited as follows:
 - i) the requested zoning district is to the applicable Transect District as established in FLUMS-11;
 - ii) the requested zoning district is a Planned Unit Development (PUD), and the PUD demonstrates compliance with the applicable Transect District design standards as adopted in the Land Development Code; or
 - iii) if a property owner wishes to change the Transect designated on FLUMS-11, they shall submit a FLUM amendment subject to the criteria established in the Land Development Code.

B) The intent of the Timber to Tides Design Overlay is to provide guidance, regulations and incentives to development in order to accomplish the following outcomes.

- 1) Protect, enhance, and integrate the natural environment into new development, ensuring accessible and connected green spaces for all residents;



- 2) Focus development within designated nodes and activity centers along established transportation corridors to support efficient infrastructure investment;
- 3) Promote compact, walkable, mixed-use neighborhoods that integrate residential, commercial, employment, and recreational uses at a human scale, supporting a reduced reliance on single-occupancy vehicles and encouraging healthy lifestyles;
- 4) Establish a comprehensive network of interconnected streets, trails, bike paths, and pedestrian walkways to enhance non-motorized mobility and improve access between neighborhoods, activity centers, and public amenities;
- 5) Support long-term resilience by ensuring that new development incorporates strategies for climate adaptation, environmental sustainability, and technological advancements; and
- 6) Ensure high-quality urban design and a lasting sense of place through the use of traditional design principles, including appropriate scale, form, and architectural character.

C) Development within the Timber to Tides Design Overlay shall:

- 1) Provide for sustainable, compact, mixed-use development patterns which include a mix of residential, commercial, office, and employment-generating uses;
- 2) Provide for a mix of housing types at varying densities;
- 3) Provide for multi-modal transportation including walking, biking, and future transit systems, including the identification and reservation of future commuter rail stations/transit stations;
- 4) Provide high quality public spaces that create opportunities for cultural experiences and outdoor interaction, entertainment, and play for all ages and ability levels. Recreation, social and civic spaces and facilities shall be a central and foundational element of all site design within the Overlay;
- 5) Identify and reserve lands for future transportation corridors, public schools and parks;
- 6) Identify and preserve environmentally sensitive lands and natural systems, including the floodplain, wetlands and areas located within the Coastal High Hazard Area (CHHA); and

D) Within the boundaries of this overlay district, as shown on Future Land Use Map Series Map FLUMS-11, the following transects may be adopted as a Future Land Use Map (FLUM) designation, subject to the permitted residential densities and floor area ratios (FAR) listed in the table below and conformance with goals, principles and standards described above and within the adopted guidelines and performance standards adopted for this district in the Land Development Code. The Land Development Code shall create zoning districts that directly correspond to Transects listed below.



<u>TRANSECT</u>	<u>NAME</u>	<u>ALLOWED DENSITY</u>	<u>FAR (MAX)</u>
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<u>T-5</u>	<u>Urban Center Zone</u>	<u>10 du/acre (min) 25 du/acre (max)</u>	<u>2</u>
<u>T-7 (SD)</u>	<u>Special District Zone</u>	<u>0 du/acre (min) 25 du/acre (max)</u>	<u>4</u>

- E) All development shall meet the minimum residential density requirements assigned for its designated transect.
- F) When calculating minimum residential densities, land areas within the development parcel used for right-of-way, stormwater management facilities (SWMF), wetlands, required buffers, public utilities, public parks, and/or public schools may be excluded from the minimum density requirement calculation.
- G) When calculating maximum residential densities, the gross acres of the parcel, including uplands and wetlands, shall be used.
- A)H) Where residential and non-residential uses are vertically integrated within the same structure, Floor Area Ratio (FAR) calculation will exclude those portions devoted to residential dwelling units located above non-residential uses/spaces.

Attachment "B"
 Proposed Ordinance to amend the 2030 Nassau County Comprehensive Plan, to include the adoption of the FLUMS Map FLUMS-11.

