



## PROPOSED LAND DEVELOPMENT CODE AMENDMENT

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| INTRODUCED BY:    | Planning Department  |
| REQUESTED ACTION: | <b>AN ORDINANCE OF THE BOARD OF COUNTY COMMISSIONERS OF NASSAU COUNTY, FLORIDA AMENDING ORDINANCE NO. 97-19, AS AMENDED, KNOWN AS THE NASSAU COUNTY LAND DEVELOPMENT CODE; ADOPTING ARTICLE 44 TRANSECT BASED ZONING DISTRICT (TBZ); ADOPTING ARTICLE 45 TIMBER TO TIDES DESIGN OVERLAY COMMUNITY BASED DESIGN STANDARDS; PROVIDING FOR CODIFICATION; PROVIDING FOR CONFLICTING PROVISIONS; PROVIDING FOR SEVERABILITY; AND PROVIDING FOR AN EFFECTIVE DATE.</b> |

*\*\*\* 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 proposed Land Development Code (LDC) amendment seeks to adopt two new Articles—Article 44, Transect-Based Zoning Districts, and Article 45, Timber to Tides Design Overlay Community-Based Design Standards—to Ordinance 97-19, as amended, known as the Nassau County Land Development Code. These Articles will establish the Timber to Tides Design Overlay (T2TDO), a form-based regulatory framework that applies to the land area delineated in Future Land Use Map Series (FLUMS) FLUMS-11 (CPA25-001).

This amendment directly implements the community vision articulated in the Vision 2032 Plan, aligns with the 2030 Comprehensive Plan, and serves as the regulatory vehicle for Policy FL.02.06 (CPA25-001). It also responds to the direction set forth by the SR 200/A1A Corridor Master Plan, adopted by the Board of County Commissioners on December 13, 2021, via Resolution No. 2021-214, which called for the creation of a form-based land development code.

The T2TDO represents a strategic and philosophical shift in land use planning, moving away from traditional, auto-dependent development patterns toward more sustainable, pedestrian-oriented, mixed-use communities. Rooted in the principles of form-based codes, this approach organizes development by physical character rather than by conventional land use categories. It emphasizes placemaking, walkability, human-scale design, and a predictable public realm.

#### Key Elements of the T2TDO

- **Transect-Based Zoning (Article 44):** The T2TDO replaces conventional zoning with a series of transect zones—ranging from T-1 (Natural) to T-5 (Urban Center)—that support a continuum of intensities and densities. These zones are intended to promote compact, mixed-use nodes that foster live-work-play environments and reduce dependency on the automobile.
- **Community-Based Design Standards (Article 45):** This article establishes architectural, site design, and connectivity standards that reflect the historical and cultural context of Nassau County. It encourages context-sensitive, place-based development that enhances the character and livability of the community.
- **Mobility and Connectivity:** The T2TDO integrates a robust multi-modal transportation network, including interconnected street grids, bicycle and pedestrian infrastructure, and an extensive multi-use trail system. These facilities will connect residential neighborhoods with schools, parks, commercial areas, and civic destinations, enabling residents to meet daily needs without reliance on the automobile.
- **Diverse Housing and Mixed Uses:** The overlay encourages a range of housing types and promotes mixed-use development patterns that support affordability, equity, and economic resilience. It also strategically plans for



civic infrastructure—such as schools, parks, and community facilities—as integral components of future development.

- **Environmental Stewardship and Open Space:** The T2TDO protects environmentally sensitive areas, incorporates natural systems into community design, and ensures access to green space, trails, and recreational amenities.
- **Placemaking and Authenticity:** Through design standards that are informed by Nassau County’s architectural heritage, the overlay fosters a distinct and authentic sense of place. Development under the T2TDO is intended to be pedestrian-scaled, socially engaging, and visually cohesive.

This amendment establishes a forward-thinking framework for development within the T2TDO. By implementing a form-based approach, it seeks to create resilient, connected, and vibrant communities that reflect the values and vision of Nassau County’s residents. It encourages creativity in design, ensures civic and environmental assets are integrated from the outset, and prioritizes long-term sustainability—socially, economically, and ecologically.

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.

The entire text of the proposed ordinance for Article 44 can be found in Attachment A.

The entire text of the proposed ordinance for Article 45 can be found in Attachment B.

The properties identified as having existing inconsistent zoning and land use have been identified in Attachment C.



## **CONSISTENCY WITH COUNTY PLANS, POLICIES, AND GOALS AND OBJECTIVES**

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### **CONSISTENCY WITH VISION 2032 PLAN**

#### **QUALITY OF LIFE**

- Conserve and/or preserve existing natural areas, including wetlands, floodplains, river corridors, streams, creeks, and wildlife habitats.
  - Incorporate natural areas and features into development plans, parks and recreation areas, nonresidential development, and infrastructure projects.
  - Promote the maintenance and development of wildlife corridors through adjoining residential and non-residential areas including infrastructure expansion or rebuilding projects.
  - Encourage resource preservation by establishing standards in the land development regulations that allow transfers of residential densities for residential developments and increased floor area ratios for non-residential developments in residential areas that meet established resource protection standards.
- Seek public and private funding to increase county residents' opportunities and exposure to the arts and cultural activities and continue existing cultural and arts programs.
  - Using land development regulations encourage an effective mix of business and family entertainment uses in close proximity to residential areas, with buffers and other features, sufficient to ensure no impact to the peace and enjoyment of residents in their homes.

#### **INFRASTRUCTURE AND GROWTH MANAGEMENT**

- Promote effective local planning processes at the County and incorporated community level that coordinate the funding and location of identified infrastructure needs, such as, recreation facilities, school sites, port landside and waterside facilities, and roads (including emergency evacuation routes), with associated land uses and available funds to pay for these facilities. Incorporate natural areas and features into development plans, parks and recreation areas, nonresidential development, and infrastructure projects.
  - Provide density and intensity bonuses for new, mixed-use developments where facilities and services are available. Bonuses should be tied to the inclusion of workforce housing, the provision of connecting or alternative transportation corridors, and the clustering of development to reduce the impact of development and preservation of natural areas; or through the acquisition of off-site development rights through transfer of development rights from designated sending areas.
- Achieve a network of safe and efficient multi-modal transportation that is capable of meeting the transportation needs of residents and visitors at an acceptable level of service in a safe and efficient manner.
  - Promote the use of interconnected street networks or alternative routes that connect existing roads in order to distribute traffic and maintain the rural character of existing two-lane roads.
  - Designate transit corridors for future public transportation service. These corridors may be designated for greater and use density and intensity.
- Expand the economic base and create a fiscal sustainable community by attracting high technology and high value industry, office, research, and educational facilities that provide new employment opportunities and support the existing major employment sectors.
  - Review the land development regulations and zoning maps to identify revisions required to provide opportunities for high-value, non-residential developments, and mixed-use developments with employment centers for targeted industries.
  - Emphasize Nassau County's cultural and historical amenities in tourism promotion and business recruitment efforts.
  - Create a public-private partnership to prepare shovel ready industrial and business/office park sites having a minimum of 200 acres, backbone infrastructure including central water, wastewater and



stormwater, road and rail transportation, and telecommunications.

- Encourage mixed-use developments designed to accommodate multiple community activities and services in close proximity. By reducing infrastructure demand, mixed-use developments can generate a positive fiscal impact on County's financial resources.
  - Through the Local Planning Agency, establish design guidelines, dimensional criteria, and incentives to promote compact mixed-use development patterns. Characteristics of mixed-use zoning include multiple uses dispersed vertically, shared parking located behind buildings, public amenities such as schools and parks as community focal points, and extensive pedestrian connectivity.
  - Determine and implement incentives to development that will help balance the tax base, such as the high technology and high value mixed-use developments or industry, office, research, and education facilities that provide new employment opportunities and support the existing major employment sectors.

## CONSISTENCY WITH THE COMPREHENSIVE PLAN

### FUTURE LAND USE ELEMENT (FL) POLICY FL.02.06

#### TIMBER TO TIDES DESIGN OVERLAY (T2TDO)

*It is the expressed intent of Nassau County 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, by master planning the State Road 200/A1A Corridor and through the adoption of a transect-based land development code to be known as the Timber to Tides Design Overlay.*

### TRANSPORTATION ELEMENT (T)

#### POLICY T.02.06

*All roadways shall be designed and operated in accordance with all Federal, State and Local standards and support mobility for all roadway users. Through adopted regulations and the principles of FDOT's Context Classification Guide, The County will control the design of the roadways to take into account the surrounding land uses and the users of the roadway. Context Sensitive design solutions are intended to:*

- *Improve safety based on best practices;*
- *Apply a process that integrates community context and the surrounding environment, including the surrounding land use;*
- *Protect and promote accessibility and mobility for all users;*
- *Balance the needs and comforts of all modes and users;*
- *Encourage consistent use of national industry best practice guidelines to select context sensitive design solutions;*
- *Improve energy efficiency in travel and mitigate vehicle emissions by providing nonmotorized transportation options;*
- *Encourage opportunities for physical activity and recognize the health benefits of an active lifestyle;*
- *Recognize complete streets as a long-term investment that can save money over time; and*
- *Incorporate trees and landscaping as integral components of roadway design*

#### POLICY T.03.04

*Guidelines will be established in the Land Development Regulations to allow waivers to the right-of-way and road width standards as an incentive to encourage innovative design in mixed use or planned developments. For proposed development adjacent to arterial roadways, waivers will only be granted for the purpose for improving safety and access management.*



**OBJECTIVE T.04**

*The County shall encourage and promote the safe integration and utilization of bicycle and pedestrian movement on the County transportation system, within public facilities, commercial development, residential areas, recreational facilities, and other areas that allow public access.*

**POLICY T.04.02**

*Nassau County proposed trails as shown on Map FTMS-8, shall be implemented by requiring developments to construct that section related to their development. Arterial roadways require a minimum 10-foot wide trail on both sides of the roadway. Required trail facilities on all other roadways shown on Map FTMS-8 shall include a 10-foot wide trail on one side of the roadway; a minimum 6-foot wide sidewalk on the opposite side of the roadway. For trails shown on FTMS-8, the County Engineer will determine on which side of the roadway the trail will be located. Such development may receive appropriate credit from recreation impact fees and/or mobility fees.*

**POLICY T.04.04**

*The County shall work with developers to establish an interconnected system for the safe, convenient and efficient movement of pedestrian and bicycle traffic.*

**POLICY T.04.05**

*The County will consider and encourage, where feasible, greenways to link existing and proposed nature reserves, parks, cultural and historic sites with each other*

**POLICY T.05.01**

*Encourage Circulation within Development. Development shall include features and provisions, which encourage internal automobile circulation, bicycle use, pedestrian movement, and other features to minimize utilization of the major roadway network.*

**POLICY T.05.05**

*All new developments, redevelopments and additions to existing developments shall make provisions for safe and convenient internal traffic flow and adequate off-street parking facilities for motorized and non-motorized vehicles as required in the Land Development Code.*

**RECREATION ELEMENT (ROS)**

**POLICY ROS.01.12**

*The County shall encourage and create incentives such as cluster development standards, density bonuses, mixed use development etc., for the dedication of recreational land.*

**POLICY ROS.01.04, ROS.01.05, ROS.01.06, ROS.01.07, ROS.01.08, ROS.01.09**

*Minimum Level-of-Service (LOS) and design standards are maintained by the Overlay for recreational facilities.*

**PUBLIC FACILITIES ELEMENT**

**POTABLE WATER SUB-ELEMENT (WAT)**

**GOAL**

*Provide public potable water supply facilities in a manner, which ensures the health, welfare and safety of the residents of Nassau County; promotes compact, efficient development; reduces urban sprawl; protects and conserves natural resources; and satisfies the requirements of sound fiscal planning.*



**OBJECTIVE WAT.03**

*The County shall regulate land use and discourage urban sprawl by adopting land development regulations that maximize use of current and planned infrastructure facilities.*

**POLICY WAT.03.01**

*In order to promote more efficient development patterns, the County shall incorporate provisions into the Land Development Code (LDC) to encourage more compact, higher density and/or intensity development in the designated Urban Development Area (UDA) or in transitioning areas that are either currently served by central water systems or are planned to be served within 4-10 years.*

**SANITARY SEWER SUB-ELEMENT (SEW)**

**GOAL**

*Provide public sanitary sewer facilities in a manner, which ensures the health, welfare and safety of the residents of Nassau County; promotes compact, efficient development; reduces urban sprawl; protects and conserves natural resources; allows for mixed-use and industrial development; and satisfies the requirements of sound fiscal planning.*

**OBJECTIVE SEW.01**

*The County shall ensure that adequate sanitary sewer facility capacity will be in place to serve new development in accordance with the adopted level of service prior to the issuance of a certificate of occupancy or its functional equivalent.*

**POLICY SEW.03.04**

*The Land Development Code shall provide for cluster development and mixed-use development where regional wastewater treatment is, or will be, available concurrent with the impact of development.*

**ECONOMIC ELEMENT (ED)**

**GOAL**

*Create and implement an economic development strategy focused on the retention, expansion, and relocation of high wage jobs and targeted businesses. Diversify the County's tax and employment base and lessen the tax burden for existing residents and businesses while preserving a sense of community and the County's environmental assets.*

**OBJECTIVE ED.05**

*Land Use and Infrastructure Expansion Protect existing land designated for employment-generating uses, whether vacant or developed, from encroachment of incompatible uses and promote development within designated Economic Development Opportunity Areas (EDOAs).*

**Policy ED.05.01**

*The County shall prioritize the retention of land in EDOA's suitable for employment-generating uses. The County shall recognize this priority during the review of plan amendments, rezoning and conditional use requests, site plan reviews and permitting processes.*

**Policy ED.05.02**

*The County shall encourage and support urban development patterns that create a functional mix of residential uses (including qualified workforce housing), supporting civic and commercial uses, and employment opportunities in close proximity that will effectively reduce the number of county residents commuting outside of the county for employment.*





**Policy ED.05.03**

*The County may seek cooperative agreements with municipal governments, regional utility providers, landowners and developers to provide central water and wastewater facilities for areas within designated Economic Development Opportunity Areas (EDOAs).*

**HOUSING ELEMENT (H)**

**GOAL**

*Assist the private sector to provide and maintain an adequate inventory of decent, safe and sanitary housing in suitable neighborhoods at affordable costs to meet the need of the present and future residents of the County.*

**OBJECTIVE H.01**

The County shall assist the private sector in the provision of affordable housing units to satisfy the demand of the existing and projected population, and of housing for special needs households.

**POLICY H.01.01**

*The Land Development Code (LDC) shall include incentives which encourage the use of Planned Unit Developments (PUDs) and mixed use developments which will offer a variety of housing types. The LDC shall include provisions for an affordable housing density bonus for PUDs and similar planned development projects. The maximum density bonus for each FLUM designation will be established by the policies of the Future Land Use Element. Eligible projects must provide housing units that meet the criteria for “affordable” as defined in Sec. 420.0004(3), Florida Statutes.*

**POLICY H.01.03**

*The Land Development Code shall permit the use of innovative land development techniques and allow for density bonuses to encourage construction of affordable housing units.*

**CONSERVATION ELEMENT (CS)**

**GOAL**

*Conserve, protect and enhance the natural resources that are important to the economy, health, and quality of life of County residents, ensuring that adequate resources are available for future generations.*

**OBJECTIVE CS.02**

*The County shall protect natural communities and ecological systems that provide important natural functions for maintenance of environmental quality and wildlife habitats.*

**POLICY CS.02.02**

*The County shall adopt regulations in the Land Development Code (LDC) that require clustering of development in order to preserve wetlands, important native vegetative communities, and other environmentally sensitive communities, by reducing or prohibiting development in the sensitive areas of the property.*

**OBJECTIVE CS.08**

The County shall promote water and energy conservation strategies to support the protection of the County’s natural resources.

**POLICY CS.08.01**

The County shall encourage energy-efficient land use patterns within the Urban Development Area and Rural Transitioning Areas as shown on the Development and Preservation Framework found in the background data and



analysis for this Plan, promoting a compact mixture of residential and non-residential uses in order to conserve energy and reduce greenhouse gas emissions.

#### FUTURE LAND USE ELEMENT (FL)

##### GOAL

*Effectively manage growth by encouraging and accommodating land uses which create a sound revenue base and offer diverse opportunities for a wide variety of living, working, shopping, and leisure activities, with minimum adverse impacts on the natural environment.*

##### OBJECTIVE FL.01

*The County shall use the Future Land Use Map to correlate future land uses with the appropriate environmental conditions, the availability of supporting infrastructure, and where they are most compatible with surrounding land uses.*

##### POLICY FL.01.04

*All amendments to the Future Land Use Map (FLUM) shall provide justification for the need for the proposed amendment. The Overlay meets the criteria A through G found in this section.*

##### OBJECTIVE FL.03

*The County shall implement the following policies to eliminate or reduce land uses inconsistent with the Future Land Use Map.*

##### POLICY FL.03.02

*Provisions in the Land Development Code (LDC) shall be adopted which set standards for buffering and separation between land uses of different densities or intensity of use so as to minimize interference between uses.*

##### OBJECTIVE FL.08

*The County shall direct development into patterns which will avoid the proliferation of urban sprawl.*

##### POLICY FL.08.04

*The County shall discourage Urban Sprawl by requiring higher density compact development to occur in areas that are planned to be served by public facilities, providing for sound and cost-efficient public facility planning. It will also require lower density development to occur in areas that are environmentally sensitive or in areas that are not planned to receive a high level of public facilities or services.*

##### POLICY FL.08.05

*The County shall direct commercial and multi-family residential uses into clustered or nodal development patterns, that eliminate or reduce strip or ribbon development following major County or state roads.*

##### POLICY FL.08.06

*The County shall direct new residential and commercial development in rural and transitioning areas. The criteria A through G in this section have been met.*

##### OBJECTIVE FL.10

*The County shall develop innovative land development regulations, in order to better implement the goals, objectives and policies of this Plan.*





**POLICY FL.10.01**

*The Land Development Code shall permit the use of innovative land development techniques and allow for appropriate density bonuses to encourage construction of affordable housing units.*

**POLICY FL.10.06**

*The Land Development Code shall promote the construction of master planned and mixed use developments by providing incentives such as density bonuses, flexible design standards and funding options for required infrastructure improvements.*

| <b>Vision 2032 Plan</b>              | <b>Determination of Consistency</b> |
|--------------------------------------|-------------------------------------|
| QUALITY OF LIFE                      | √                                   |
| INFRASTRUCTURE AND GROWTH MANAGEMENT | √                                   |

  

| <b>Comprehensive Plan Policies</b> | <b>Determination of Consistency</b> |
|------------------------------------|-------------------------------------|
| POLICY FL.02.06                    | √                                   |
| POLICY T.02.06                     | √                                   |
| POLICY T.03.04                     | √                                   |
| OBJECTIVE T.04                     | √                                   |
| POLICY T.04.02                     | √                                   |
| POLICY T.04.04                     | √                                   |
| POLICY T.05.01                     | √                                   |
| POLICY T.05.05                     | √                                   |
| POLICY ROS.01.12                   | √                                   |
| POLICY ROS.01.04                   | √                                   |
| POLICY ROS.01.05                   | √                                   |
| POLICY ROS.01.06                   | √                                   |
| POLICY ROS.01.07                   | √                                   |
| POLICY ROS.01.08                   | √                                   |
| POLICY ROS.01.09                   | √                                   |
| GOAL WAT                           | √                                   |
| OBJECTIVE WAT.03                   | √                                   |
| POLICY WAT.03.01                   | √                                   |
| GOAL SEW                           | √                                   |
| OBJECTIVE SEW.01                   | √                                   |
| POLICY SEW.03.04                   | √                                   |
| GOAL ED                            | √                                   |
| OBJECTIVE ED.05                    | √                                   |
| POLICY ED.05.01                    | √                                   |
| POLICY ED.05.02                    | √                                   |
| POLICY ED.05.03                    | √                                   |



|                 |   |
|-----------------|---|
| GOAL H          | ✓ |
| OBJECTIVE H.01  | ✓ |
| POLICY H.01.01  | ✓ |
| POLICY H.01.03  | ✓ |
| GOAL CS         | ✓ |
| OBJECTIVE CS.02 | ✓ |
| POLICY CS.02.02 | ✓ |
| OBJECTIVE CS.08 | ✓ |
| POLICY CS.08.01 | ✓ |
| GOAL FL         | ✓ |
| OBJECTIVE FL.01 | ✓ |
| POLICY FL.01.04 | ✓ |
| OBJECTIVE FL.03 | ✓ |
| POLICY FL.03.02 | ✓ |
| OBJECTIVE FL.08 | ✓ |
| POLICY FL.08.04 | ✓ |
| POLICY FL.08.05 | ✓ |
| POLICY FL.08.06 | ✓ |
| OBJECTIVE FL.10 | ✓ |
| POLICY FL.10.01 | ✓ |
| POLICY FL.10.06 | ✓ |

## 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 Land Development Code, Code of Ordinances, and other County regulatory documents.

Based on these findings, staff recommends **APPROVAL** of LDC25-001, adopting two new Articles—Article 44, Transect-Based Zoning Districts, and Article 45, Timber to Tides Design Overlay Community-Based Design Standards—to Ordinance 97-19, as amended, known as the Nassau County LDC.



**See Attachment "A"**

Proposed Ordinance to amend the LDC to adopt Article 44 Transect Based Zoning District (TBZ).

**See Attachment "B"**

Proposed Ordinance to amend the LDC to adopt Article 45 Timber to Tides Design Overlay Community Based Design Standards.

**See Attachment "C"**

Properties with existing inconsistent zoning and land use.