

2

## 2. Why Plan

*A holistic approach to quality-of-life...*

## Section 2.1 Introduction

Despite adoption of the Final Report of the Vision 2032 Plan in 2009, Yulee, outside of the East Nassau Community Planning Area (ENCPA), has continued to grow without a vision or an overall plan. As a result, development in Yulee followed the dominant pattern of growth across Northeast Florida; a low-density, suburban scale development pattern which places a priority on facilitating (designing for) the automobile and segregating land uses (development types) through application of Euclidean zoning principles (separating uses by zoning districts). This automobile-oriented approach to land use planning and segregation of land uses resulted in:

- A lack of historic context and sense of place;
- Inefficient strip commercial corridors and low-density, sprawling sub-urban scale residential developments with no interconnectivity and a complete dependency on the automobile;
- A spatial mismatch (locational mismatch) between where people live, where they work, and where they access service, retail and entertainment opportunities;
- Lack of adequate civic facilities such as parks, schools, and libraries;
- Lack of adequate public infrastructure such as roads and availability of public water and waste water;
- Lack of a social/cultural nucleus - an identifiable place that serves as the epicenter of communal life (Places where people gather voluntarily and for no predetermined purpose, like Centre Street in Fernandina Beach).

For decades, Yulee has been largely relegated to being the land area people drive through to get from Interstate 95 to Amelia Island or, the bedroom community supporting jobs, retail and entertainment in Duval County. This development pattern has led to increased dependency on the single occupant automobile, longer vehicular travel times (longer time sitting in traffic), limited mobility alternatives, an over-burdening of existing civic facilities, an over-reliance on residential-based ad valorem tax revenue, and a built environment that lacks historic context and sense of place. Without thoughtful and comprehensive intervention, the current pattern of development will be replicated within the WBD and the deficiencies currently experienced in the greater Yulee community will be exacerbated. More importantly, **Nassau County will have failed to implement the citizen created and adopted vision - the Vision 2032 Plan.**

As the path forward is considered, we must remember that the built environment (buildings, roads, parks, etc.) is not the ‘community’ but rather the instrument that either facilitates or impedes the creation of community. In this context, community is not something you can touch but rather the relationships formed between people who live, work and play in a defined geographical area (like the area along the William Burgess Corridor) as they jointly pursue a shared vision. As such, it is important that we design and/or retrofit our neighborhoods, towns, and civic/social spaces in a manner that encourages people to interact with one another in public settings as a means of facilitating their pursuit of shared goals. As Lewis Mumford stated, “**...today we must treat the social nucleus as the essential element in every valid city plan...**”. In other words, prioritize people in the planning process.

## Section 2.2 Existing Regulatory Framework

The Nassau County 2032 Vision Plan and 2030 Comprehensive Plan are living documents created and adopted by the citizens of Nassau County. The two plans, collectively, are intended to guide public policy over the course of the defined planning horizon. The William Burgess Context & Connectivity Blueprint (WB CCB) is the regulatory instrument to implement the adopted public policy defined in the 2032 Vision Plan and 2030 Comprehensive Plan for the WBD. It is the intent of Nassau County that the WB CCB addresses the applicable elements of each plan, implement the defined goals, objectives, and strategies of the Vision 2032 Plan, and, most importantly, memorialize a planning paradigm that is people-centric and vision driven.

### 2.2.1 The Nassau County Vision 2032 Plan [See Appendix P]

#### *Vision 2032 Statement:*

*Nassau County is committed to managing growth and creating sustainable economic development in a way that maintains and improves the quality of life and unique character of the communities by utilizing its strengths – the people, the abundance of unspoiled natural resources, and its strategic location as the “Eastern Gateway to Florida.”*

In 2009, Nassau County adopted the Vision 2032 Plan as a practical guide to public policy formation. The community recognized that population expansion in Nassau County was inevitable and if proactive measures were not taken the overall quality of life would suffer.

The plan identified 11 topic areas grouped into three main categories:

1. Quality of Life:
  - Economy & Workforce
  - Cultural Opportunities & The Arts
  - Education & School Facility Plan
  - Healthcare & Social Services
  - Recreation & Open Space
2. Infrastructure & Growth Management
  - Infrastructure
  - Growth Management
  - Environment
  - Tourism
  - Public Safety
3. Governance and Leadership
  - Governance

For each category, individual ‘Issue Areas’ were identified and goals, objectives and strategies were defined. The goals, objectives and strategies defined in the Vision 2032 Plan capture thoughtful concerns and practical solutions that are as relevant in 2019 as they were in 2009. The public sentiment and feedback expressed in 2009 mirrors the feedback received during the 2018/2019 public outreach sessions conducted for the creation of the WB CCB and the Western Nassau Heritage Preservation Project. The results of the 2018/2019 public outreach affirmed the validity of the Vision 2032 Plan and its basis for use as the foundational document for creation of public policy in the form of the WB CCB.

From the Vision 2032 Plan (2009);

*“Yulee, the fastest growing and urbanizing area of the County: Next to Growth Management, Infrastructure and the Economy and Workforce were identified as the most important issues with Recreation and Open Space following closely. This reflects the concerns of residents in rapidly urbanizing areas over road congestion, strip urban development, overcrowding of schools, and the difficulty of keeping up with the demands for facilities, including recreation and open space.”*

## 2.2.2 Nassau County 2030 Comprehensive Plan

### 2.2.2.1 2030 Comprehensive Plan Policies

The Vision 2032 Plan informs and directs amendments to the 2030 Comprehensive Plan. The 2030 Comprehensive Plan incorporates various elements that set overarching public policy for Nassau County. These Elements are: Transportation, Recreation and Open Space, Public School Facilities, Public Facilities (Water, Sewer, Stormwater Management), Economic Development, Housing, Conservation, Coastal Management (Hazard Mitigation, Water Dependent Uses), Future Land Use, Regional Coordination, and Capital Improvements. Table 2.1 shows the elements, objectives, and policies of the 2030 Comprehensive Plan which support the William Burgess District Plan. This table is provided as a reference and is not intended to be all inclusive. Refer to the adopted 2030 Comprehensive Plan for the inclusive policies.

ELEMENT	OBJECTIVES	POLICIES
Transportation - Goal: Promote multi-modal transportation for the safe and efficient movement of people and goods	T.02	All
	T.03	All
	T.04	All
	T.05	All
Recreation and Open Space - Goal: Provide and maintain sufficient public parks, recreation facilities, and open space to meet the recreational needs of County residents and visitors.	ROS.01	01.04, 01.05, 01.12, 01.17
	ROS.02	All
	ROS.03	All
Public School Facilities - Goal: Work closely with the Nassau County School District to ensure a high quality, fiscally sound public school system which meet the needs of Nassau County's population by providing and maintaining adequate public school facilities for both existing and future populations.	PSF.01	.04
	PSF.02	All
	PSF.03	All
	PSF.04	All
Public Facilities Element - Water - 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.	WAT.03	All
	WAT.05	All
Public Facilities Element - Sewer - 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; and satisfies the requirements of sound fiscal planning.	SEW.03	All
Public Facilities - Stormwater Management - Goal: Provide public stormwater management facilities in a manner which ensures the health, welfare and safety of the residents of Nassau County; protects and conserves natural resources; and satisfies the requirements of sound fiscal planning.	STM.03	All
	STM.04	All
Economic Development - Goal: Create and implement an economic development strategy focused on the retention, expansion, and relocation of high wage jobs and targeted businesses.	ED.05	.02
Housing - Goal: Assist private side and maintain an adequate inventory or decent, safe and sanitary housing in suitable neighborhoods at affordable costs.	H.08	All



Conservation - Goal: Conserve, and 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.	CS.01	.03
	CS.02	All
	CS.03	All
	CS.08	All
Coastal Management - Goal: Promote the responsible management of its coastal area, balancing the provision of water-dependent and water-related uses with the protection of life and property from natural disasters and the preservation of natural resources.	CEV.03	All
	CEV.06	All
Coastal Hazard Mitigation - Goal: Promote the responsible management of coastal areas, balancing the provision of water-dependent and water-related uses with the protection of life and property from Natural Disasters and the preservation of natural resources.	CHZ.05	All
	CHZ.06	All
Coastal Management, Water Dependent Uses - Goal: Promote the responsible management of its coastal area, balancing the provision of water dependent and water-related uses with the protection of life and property from natural disasters and the preservation of natural resources.	WDU.02	All
Regional Coordination - Goal: Establish effective relationships among the various governmental and non-governmental organizations in the Northeast Florida region to preserve and enhance the quality of life and ensure the efficient use of available resources.	RC.01	All
	RC.02	All
	RC.04	0.5, 0.7
Capital Improvements - Goal: Based on the premise that existing taxpayers should not have to bear the financial burden of growth-related infrastructure needs, ensure the orderly and efficient provision of infrastructure necessary to serve existing and future populations and development in a manner that creates a fiscally sustainable community.	CI.01	All
	CI.04	All
	CI.05	All
	CI.06	.02
	CI.08	All
Future Land Use - 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.	FL.02	.05
	FL.04	All
	FL.05	All
	FL.06	All
	FL.08	All
	FL.09	All
	FL.13	.01, .03, .05, .06, .07

Table 2.1 Comprehensive Plan Policies Supporting William Burgess District

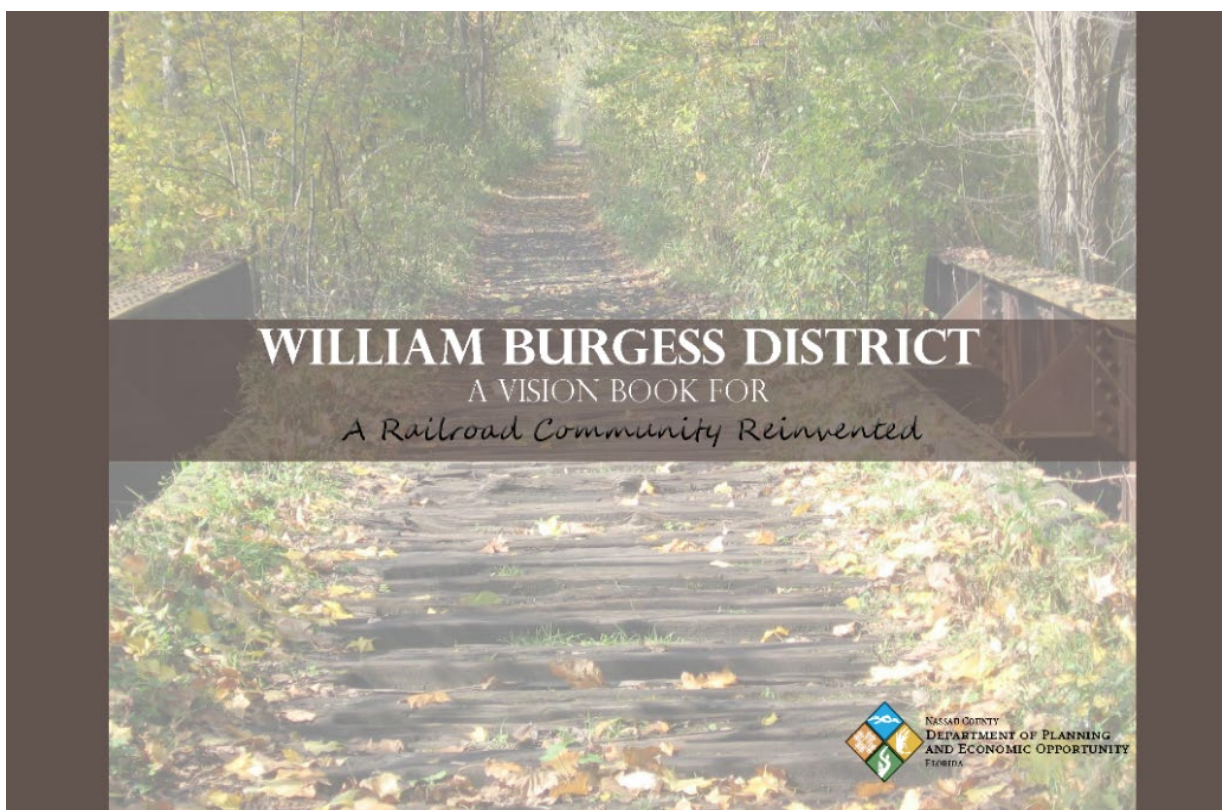
### 2.2.3 Previous Regulatory Framework for William Burgess District

As described in the introduction of this plan, initial efforts to implement best community planning practices along the William Burgess Boulevard Corridor commenced in January of 2017. These initial efforts centered around a critical area of approximately 500 acres located near the intersection of William Burgess Blvd., US Hwy 17 and a CSX rail-line. Those efforts culminated in the creation of the WBD in December of 2017. In May of 2018, efforts broadened to expand the boundary of the WBD and incorporate the entirety of the approximate 5,263 acre land area defined in this plan. As such, to avoid confusion, this section describes the historic regulatory framework of the original approximately 500 acre planning area known as the WBD.

The previous regulatory structure of the WBD, The William Burgess District Vision Book, was adopted by Ordinance 2017-41 by the Nassau County the Board of County Commissioners on 12-11-2017. The WBD Vision Book, in its entirety, previously served as the implementation vehicle of the William Burgess Activity Center Overlay District as provided for in Policy FL.02.05 of the 2030 Comprehensive Plan. The WBD Vision Book, as previously adopted, included regulatory standards for development within the WBD.

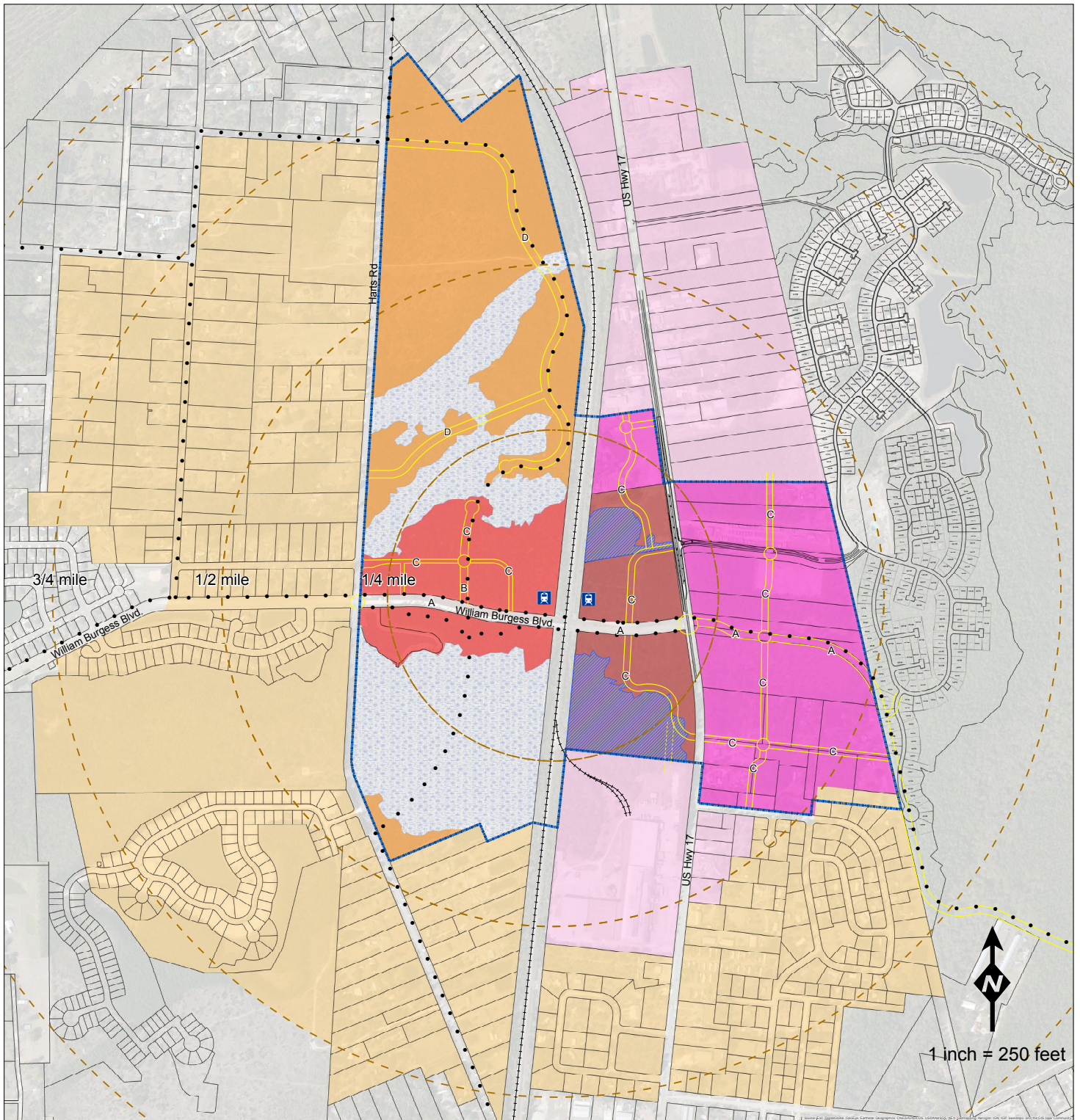
Among the governing regulations defined in the WBD Vision Book was a provision which allowed properties within the WBD to choose to develop according to the existing zoning classification and Future Land Use Map (FLUM) designation, subject to the WBD supplemental design guidelines and other parameters defined in the WBD Vision Book, or rezone the property to Planned Unit Development (PUD). At the time, Policy FL.02.05 provided for an increase in both density and intensity standards for development within the WBD if a property rezoned to a PUD. Furthermore, the WBD Vision Book provided that no rezoning application within the WBD would be approved unless the request was to PUD and the application demonstrated consistency with the WBD Vision Book. In addition, no FLUM amendment applications would be processed except in conjunction with an application for a PUD and a demonstration that the FLUM amendment requested was consistent with the WBD Regulating Plan.

While the adoption of this plan, the William Burgess Context and Connectivity Blueprint (WB CCB), has caused the WBD Vision Book to be rescinded in its entirety and superseded by the provisions of the WB CCB, the WBD Vision Book remains an integral piece of reference material, especially for the Crossings Village Center, and is included as Appendix J of this plan. One PUD, Nassau Crossings - Ordinance. 2017-42, was approved consistent with the WBD Vision Book and previous standards of Policy FL.02.05. Except for the William Burgess Boulevard cross-sections, nothing within the WB CCB shall supersede any provision defined in the Development Order for the Nassau Crossing PUD, as adopted 12-11-2017. However, where the PUD is silent or ambiguous, the WB CCB shall control.





## 2.2.4 Previous Regulating Plan for William Burgess District



### William Burgess Mixed-Use Activity Center Overlay Regulating Plan

June 28, 2017 - Update



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#### William Burgess Mixed-use Activity Center Transect Acreages

Existing	Potential
35 acres - Core 1	137 acres - Future Center
17 acres - Core 2	501 acres - Future Edge
86 acres - Center	
88 acres - Edge	
79 acres - Conservation	
305 acres	638 acres - Total

0 250 500 1,000 1,500 2,000 2,500 Feet

#### Street Type

- A Boulevard
- B Main Street
- C Commercial Street
- D Neighborhood Street
- Multi-use Trail Spine

#### William Burgess A.C. Boundary

- William Burgess A.C. Boundary
- TOD Concentric Rings
- CSX Rail Line
- New Roadways

#### Transect

- Core - 1
- Core - 2
- Center
- Future Center
- Edge
- Future Edge
- Conservation
- South Parcel Wetlands
- Commuter Rail Station



## Section 2.3 Development Trends

### 2.3.1 General

#### Urban Sprawl

Urban sprawl is a pattern of uncontrolled or semi-controlled development around the periphery of a city that is an increasingly common feature of the built environment in the United States and other industrialized nations (Resnik, 2010 p. 1852). To a lesser and greater extent, Florida communities and metropolitan regions face a number of challenges, many of which can be attributed to sprawling low-density, auto-dependent development patterns caused by the outward expansion of sub-urban scale development on the urban fringe and the correlating strip commercial corridors radiating out from the States' historic city cores and coastal areas. In addition to contributing to the erosion of communal life, placing local governments in fiscal peril, and, more and less, degrading quality-of-place and general quality-of-life, there is substantial evidence that urban sprawl has negative effects on human health and the environment in the form of air and water pollution, deforestation, loss of environmentally sensitive lands, wildlife habitat fragmentation and loss of agricultural lands (Resnik 2010 p. 1853).

#### Post-World War II America

In post-World War II United States, the flight from historic city cores to the 'suburbs' set a course for sprawling, low density development patterns to dominate the US landscape for the following three-quarters of a century (Resnik, 2010, p. 1852). This change in development patterns across the US was no historic accident, but rather the direct result of a number of public policies that encouraged existing populations to leave urbanized areas. The two most significant were the Federal Housing Administration and Veterans Administration loan programs in the years following World War II. Concurrent with these two programs, the US embarked on a 41,000-mile interstate highway program that was coupled with federal and local subsidies for road improvements (Duany, 2000, p. 8). The prevalence of cheap fossil fuels, mass produced automobiles, government backed mortgages and a brand new interstate system made commuting affordable and allowed families to make financially rational decisions to enter suburbia (Duany, 2000, p. 8).

#### Florida Specific

Florida was not immune to the impacts of these national policies in the post-World War II era. In 1950, Florida had a population of 2,771,305. By 2017, that number proliferated to 20,484,142 making Florida the third most populated state in the Union with no sign of population expansion slowing in the near term. According to The 2070 Project -Florida 2010 (2016), included as Appendix C of this plan, by 2070 Florida's population is expected to reach 33.7 million. More troubling, models predict that if Florida continues along the current development trend more than one-third of Florida will be fully converted from rural to urban by 2070 causing water demand to double over the same period. The Northeast Florida region specifically stands to lose an alarming amount of natural area and agricultural lands by 2070. It is estimated that roughly a third more of northeast Florida lands will be developed by 2070. This is due mostly to current sprawling development patterns coupled with almost a two-fold increase in population in the region between now and 2070.

#### Opposition to Principles that Combat Sprawl

Although there is considerable evidence that urban sprawl [low density development patterns] has adverse effects on public health and the environment, among others, policy frameworks designed to combat sprawl ... have proven to be controversial, making implementation difficult (Resnik 2010 p. 1852). One of the main difficulties obstructing the implementation of smart-growth policies is the considerable controversy these policies generate. Such controversy is understandable given that stakeholders affected by urban-planning policies have conflicting interests and divergent moral and political viewpoints (Resnik 2010 p. 1852). Further complicating the matter in Florida, efforts taken by the State over the past 25 years to curb the impacts of unregulated growth have come with mixed results, at best. Florida's transportation concurrency system is an example of a growth management policy with good intent resulting in unintended consequences detrimental to local environs. Tom Pelham, former Secretary of the Florida Department of Community Affairs, as quoted in a 2010 article from the Urban Lawyer, that over a twenty-five year period, the system produced unexpected and troubling results. Focused on roadways and automobiles, the system not only failed to produce a sustainable transportation system, but it also contributed to the proliferation of urban sprawl by, in essence, penalizing in-fill development and encouraging greenfield development through significantly reduced regulatory oversight and lower development costs.

#### Practicality and Local Context to Move Forward

While historically Nassau has been a predominantly rural community, rapid urbanization over the past 20 years, especially in Eastern Nassau County, has reshaped the community. Eastern Nassau County includes vibrant urban

areas, eclectic historic districts, ultraluxe ocean-side resorts, 'A' graded schools, and, as customary to the mainland areas of many Florida coastal communities, areas of rampantly sprawling post-WWII automobile-oriented suburban scale development. Also customary to other coastal communities on the east-coast of Florida, urbanization in the areas of the County east of Interstate 95 have brought urban problems not previously experienced by the local jurisdiction.

As Nassau County enters an era that is predicted to bring about population expansion at a rate not previously experienced by the community, failure to acknowledge and address the impacts of low-density, auto-oriented development patterns will result in significant adverse impacts on the County's social, environmental, fiscal, and personal wellbeing. Deterring the proliferation of the dominant development pattern over the past twenty years and promoting sustainable development patterns and design techniques is paramount to protecting quality-of-place and quality-of-life for the citizens of Nassau County. Further, it is the responsibility of current caretakers to take proactive measures that ensure future generations are provided a solid civic, social and fiscal foundation whereon they can succeed. More importantly, it is the responsibility of Nassau County to set public policy that implements the goals of the citizen-driven and locally adopted 2032 Vision Plan.

### 2.3.1.1 County-wide Population And Projections

The data used in this analysis was based on the 2018 Growth Trends Report published by the Nassau County Department of Planning and Economic Opportunity in April 2018, data from the Florida Bureau of Economic and Business Research (BEBR), the 2018 ULI Western Nassau TAP final report, and the 2070 Project-Florida 2070 jointly published in 2016 by the University of Florida, 1,000 Friends of Florida and the Florida Department of Agriculture and Consumer Services. The referenced reports are included in Appendix B, C and D of this plan.

According to the BEBR, over the last eighteen years, 2000-2018, Nassau County's population has expanded by forty-three (43) percent: an increase from 57,663 people in 2000 to 82,676 people in 2018. BEBR projects that over the coming twenty-seven years, 2018-2045, Nassau County could experience a population expansion of an additional seventy-nine (79) percent: an increase from 82,676 people in 2018 to 147,600 people in 2045. However, analyzing BEBR projections alone does not capture the totality of regional and State drivers/variables that have the potential to influence population expansion in Nassau County. As part of the 2018 Growth Trends Report prepared by Nassau County, County staff analyzed Northeast Florida's regional drivers and factors at-play within the Jacksonville Metropolitan Statistical Area (MSA) impacting Nassau County. This included analyzing the historic growth patterns of St. Johns County, Clay County, Flagler County and to a lesser extent Volusia County. County Staff also analyzed State-wide growth and development projections.

Looking beyond the 2045 planning horizon of the WB CCB and analyzing Nassau County not only within a regional context but also in relation to the State of Florida, the projections for Nassau County's population expansion in year 2070 are staggering. According to The 2070 Project-Florida 2070, Florida's population is predicted to swell from 20,484,142 to 33.7 million people. In particular, the Northeast region of the State is projected to experience an eighty-five (85) percent increase in population from 2.3 million people in 2010 to 4.3 million people in 2070. By percent of population change, the Northeast Florida region is second only to the Central Florida region which is predicted to expand by ninety-two (92) percent.

According to the 2070 Report-Florida 2070, the Northeast Florida region specifically stands to lose an alarming amount of natural areas and agricultural lands by 2070. The correlating population expansion will result in roughly a third more of Northeast Florida lands to be developed by 2070. This is due mostly to current sprawling development patterns coupled with almost a two-fold increase in population predicted in the region. **The most dramatic changes are evident along the east coast** and in Marion, Lake and Sumter counties. **This is largely due to the significant population increase projected for these counties and their relatively low development densities.**

When the analysis conducted at the State level is combined with the more granular analysis conducted by the Nassau County Department of Planning and Economic Opportunity (PEO), it becomes evident there are certain probabilities that **Nassau County needs to accept in order to prudently prepare for the future:**

1. The State of Florida's population is going to expand;
2. Northeast Florida region will receive a disproportionate share, by percent growth, of the population expansion and related urbanization;
3. Within the Northeast Florida region the areas along the east coast are predicted to receive a larger percent of growth;
4. Juxtaposed to the City of Jacksonville and coupled with the lack of developable lands along Florida's east-coast in the Northeast Florida region, it is reasonable to assume Nassau County will take a greater share of the population expansion and related urbanization in the Northeast Florida region;

5. Nassau County's population is going to expand whether the County desires the expansion or not. As the population expands so will the level of urbanization (stores, roads, schools, etc) needed to support the expanding population base;
6. A seventy-nine (79) percent population expansion over the next 27 years is, more likely than not, a conservative estimate;
7. Nassau County is not currently prepared to responsibly handle the projected population expansion;
8. It is 100% the responsibility of Nassau County citizens and leaders to take proactive measures to prepare for growth. No State, federal, or regional entity/group has the authority or ability to take the necessary measures.

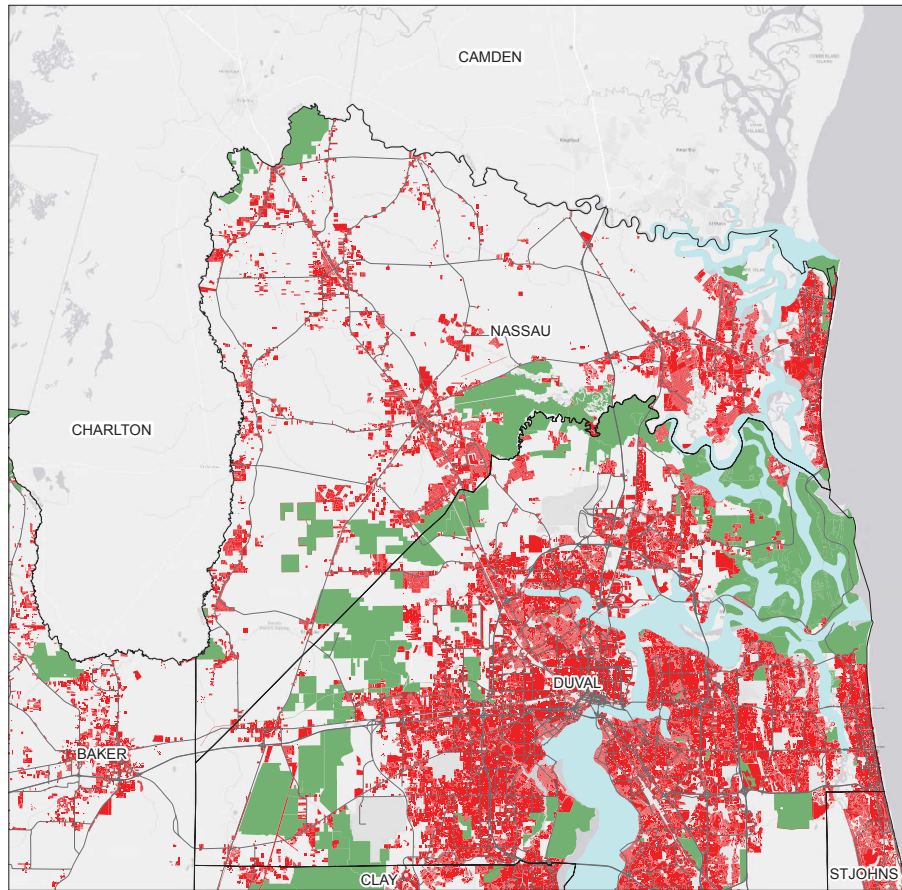
Consistent with key findings of The 2070 Project - Florida 2070 and Nassau County's analysis, **the following need to be acknowledged:**

1. Land is a finite resource. The single most important finding is that even modest increases in development densities can result in substantial savings of land **when paired with** comprehensive measures that identify lands to remain in agricultural production or be safeguarded from impacts of development, via preservation and or conservation, to ensure natural ecosystem services, on which humans depend, are protected. [In Nassau, densities of fewer than five dwelling units to the gross acre is considered low-density development. Density should not be increased in areas outside predetermined and designated locations such as the ENCPA and WBD.]
2. If gross densities are increased, there is sufficient land to accommodate growth while also providing protection for agricultural lands, natural areas and civic facilities.
3. Even with requiring higher gross development densities, it is possible to have a wide variety of housing types including single family detached residential products through the use of compact community and traditional design techniques.
4. There are clear fiscal advantages to more compact development patterns. These include lower costs to the public for utilities, roads, drinking water, stormwater management and sewage treatment. Compact development patterns also permit greater diversity of land-uses and transportation options and can save individuals time and money otherwise spent commuting or waiting in traffic.
5. Nassau County is empowered with setting public policy and making land use change decisions and must consider the long long-term impacts of decision making. This is imperative because, while the cumulative effect of small land use changes may seem minor in the short term, over time these incremental changes will shape the future landscape of Nassau County.
6. In balance with increased densities, land preservation and conservation, through fee-simple acquisition, conservation easements and regulatory control, is essential to protecting natural ecological functions such as storm-water management and floodplain functionality, and preservation of working agricultural lands as Nassau County's population grows.

**Below are strategies consistent with recommendations of the American Planning Association, Urban Land Institute, the 2070 Project-Florida 2070, and Nassau County PEO staff which are applicable to all lands in Nassau County and are being applied to the WBD via the WB CCB:**

1. Prepare for inevitable growth. Identify places Nassau County wants to protect from potential negative impacts of future development. Identify where Nassau County, as a community, wants to focus growth;
2. Protect significant historic and natural areas within communities and determine ideal characteristics of places where growth is directed. Support infill and redevelopment in a manner that is sensitive to existing communities and embraces unique character;
3. When new areas are developed, prioritize to those near existing communities and infrastructure;
4. Promote a mixture of homes, shops, schools, parks, and offices within close proximity to one another;
5. Include a range of housing choices and promote public policy that considers housing affordability;
6. Design for multiple transportation options, including walking, biking and public transportation;
7. Protect vital conservation, agricultural and other working lands including greenways and ecological corridors that protect wildlife habitats, preserve natural ecological functions and provide recreational opportunities;
8. Establish incentives and regulatory controls that increase funding to help landowners conserve important agricultural lands and other working landscapes;
9. Plan for future schools, parks, transportation corridors, public water/waste water service and other public facilities and infrastructure.
10. Above all else, put people first in the planning process and consider the long-term implications on the day-to-day life of current and future residents.





## Existing Development Baseline

Updated on: February 20, 2018

### Legend

- Developed Lands\*
- Protected Lands\*\*

\*Developed Lands were selected from 2015 parcel data retrieved from the Florida Geographic Data Library.

\*\*Protected Lands were selected from the Florida Geographic Data Library's Florida Managed Areas data layer.



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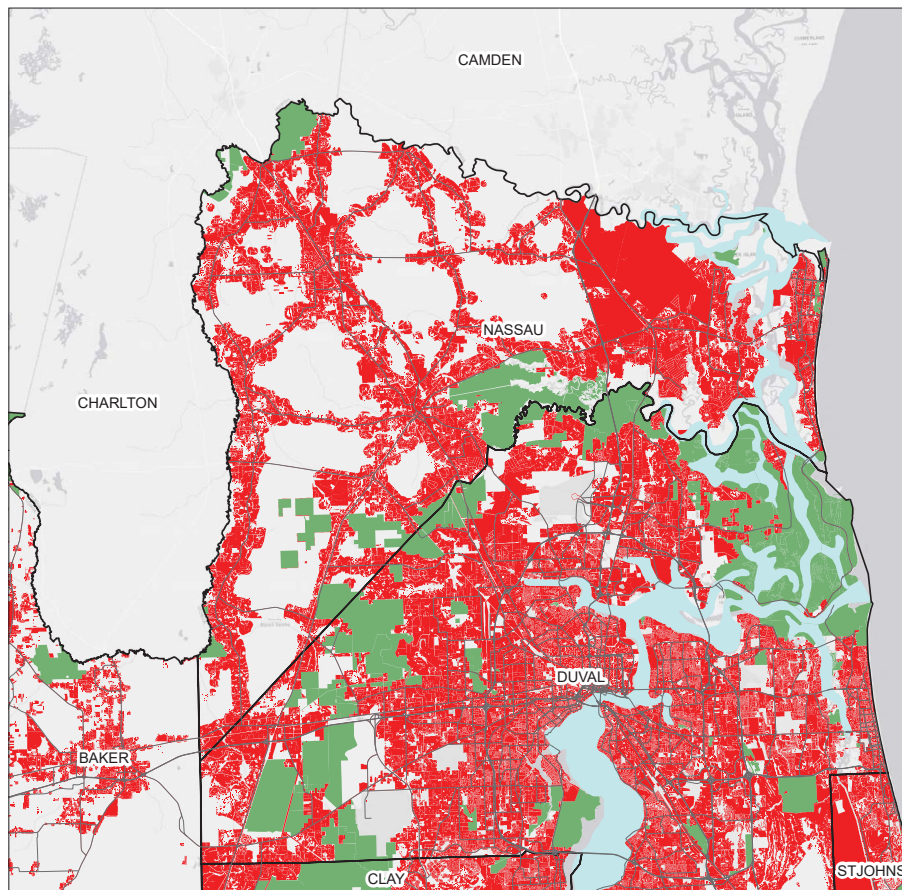


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0 5 10 20 Miles

Figure 2.1 Existing Development Baseline



## 2070 Development Trend Scenario

Updated on: February 20, 2018

### Legend

- 2070 Trend Scenario Developed Lands\*
- 2070 Trend Scenario Protected Lands\*

\*Source: Layers for Protected and Developed Lands were obtained from the Florida Geographic Data Library. These projections were created as part of the Florida 2070 Project, a joint effort between 1000 Friends of Florida, The Department of Agriculture and Consumer Services (DACS), and the University of Florida's GeoPlan Center.



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0 5 10 20 Miles

Figure 2.2 2070 Development Trend Scenario



### 2.3.1.2 William Burgess District Development Scenarios

The previous sections, in concert with the referenced appendices, of this report analyzed growth projections for the State of Florida, how those projections impact the Northeast Florida region, and then how regional drivers specific to the Jacksonville MSA will impact Nassau County. This section analyzes internal regions of Nassau County and takes a more granular look at Eastern Nassau County, specifically, the 5,266 acre WBD. The purpose of this section is to briefly describe current and projected growth patterns within Nassau County, analyze development alternatives for the WBD, the correlating impacts to the remainder of the County, and demonstrate a need to increase the overall residential density permitted within the WBD as a means of furthering the expressed goals and intent of the Vision 2032 Plan.

It is the goal of the WB CCB and the related Transect Based Scenario to capture 20-35% of the expected population growth in Nassau County between 2019 and 2045 within the WBD. The development standards contained in the WB CCB provide safeguards to ensure that population expansion will progress in a responsible manner that promotes a strong jobs-to-housing balance ratio along with a high quality-of-place and high quality-of-life which, as recognized by the Florida Chamber of Commerce in their adopted Six Pillar's of Florida's Future Economy, are foundational elements of creating vibrant communities that can compete regionally and globally for finite human capital and promote long-term fiscal stability.

Nassau County PEO has analyzed four development scenarios for the WBD: 1) Greenfield Development Scenario, 2) Existing Future Land Use Map (FLUM) Based Scenario, 3) Amelia Concourse Analogue Scenario, and 4 ) Transect Based Scenario. This section includes only a summary of findings. The related data, mapping and analysis of each scenario can be found in Chapter 5, Appendix E of this plan.

#### **Summary of findings:**

It is the intent of Nassau County to direct growth to strategic locations and mitigate potential adverse impacts of unregulated population expansion and related sub-urbanization. Nassau County is projected to experience an 80% increase in population over the horizon of this study, 2045. It is the intent of Nassau County to establish density and intensity standards sufficient to provide for a healthy mix of housing types at various price points, support retail, service, entertainment and employment opportunities embedded within the community, create a more sustainable environment to provide public infrastructure, services and facilities, maintain a healthy jobs-to-housing balance ratio, and, most importantly, create vibrant socially engaged communities that are people-centric and programed to be work, live, play and stay communities. The Transect Based Scenario is the only development scenario analyzed as part of the WB CCB that has the capacity, if implemented via the standards of the WB CCB, to achieve the goals and objectives of the Vision 2032 Plan and 2030 Comprehensive Plan.

While initial drafts of the Transect Based Scenario included a higher minimum density standard, concern was raised that requiring too high of a minimum density at the on-set of the project could adversely impact much needed initial private capital investment within the WBD to spur development of the more critical, long-term priorities of the WBD. Moving in a direction that acknowledges a minimum amount of residential density is required to activate a village center and produce a development pattern that is not auto-dependent and is capable, over the long-term (2045 planning horizon), of being self-sufficient is a monumental step forward in land-use planning for the jurisdiction and citizens. It is also important to note that this plan is a living document that should be reviewed and updated as needed. As part of a future review of the WB CCB, the minimum density standards can, and possibly should, be increased if determined necessary to implement the WB CCB as defined by the purpose and intent of this plan.

Nassau County must choose where to direct growth, define how that growth will be delivered, and create public policy that ensures the civic facilities and public infrastructure are provided to accommodate that growth. Based on the totality of analysis and research conducted as part of the WB CCB, the WBD is not only an area where the market is naturally directing growth but, is also a sub-region of the County that, if executed in accordance with the parameters defined in the WB CCB, should be adequately planned and prepared to capture a significant percentage of the projected growth between 2019 and 2045 and serve as a means to implement the expressed goals of the 2032 Vision Plan and 2030 Comprehensive Plan. Based on the analysis performed as part of the WB CCB, the Greenfield Development Scenario, Existing FLUM Based Scenario, and Amelia Concourse Analogue Scenario will perpetuate the low density, single use development pattern which has been predominate in Nassau County over the preceding decades and stands in contradiction to the expressed goals of the 2032 Vision Plan.

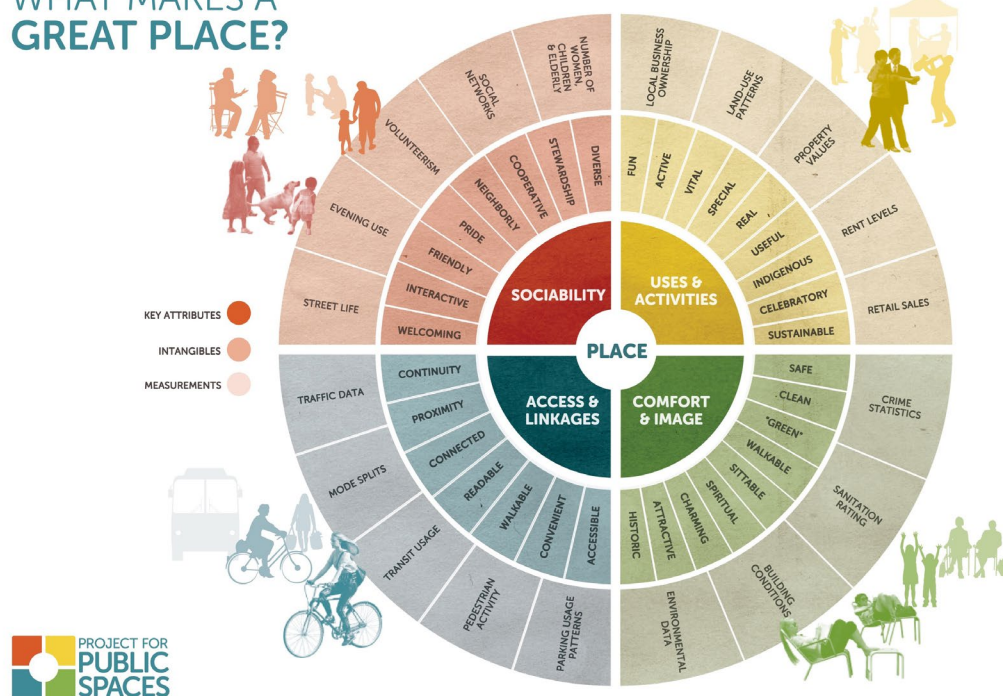
## Section 2.4 Placemaking

The WBD is designed to be a place where people live, work, play, and stay. Placemaking is key to creating a community where people want to be. It is a mechanism which helps to design a community that meets the needs of its citizens, from social, to educational, recreational, accessible, and affordable. It provides the day to day services needed from shopping, to medical, service establishments, and care facilities. A great place incorporates sociability, uses and activities, access, and comfort for its residents. The William Burgess District aims to be a great place.

*“As both an overarching idea and a hands-on approach for improving a neighborhood, city or region, placemaking inspires people to collectively reimagine and reinvent public spaces as the heart of every community. Strengthening the connection between people and the places they share, placemaking refers to a collaborative process by which we can shape our public realm in order to maximize shared value. More than just promoting better urban design, placemaking facilitates creative patterns of use, paying particular attention to the physical, cultural, and social identities that define a place and support its ongoing evolution.” (Project for Public Spaces)*

A people-centric approach to planning involves the components of placemaking as outlined by the Project for Public Spaces: sociability, uses and activities, access and linkages, and comfort and image. Nassau County has a unique opportunity to capitalize on the centralized location of the Civic Center complex, FSCJ Nassau, and approved recreation sites at the east end of William Burgess Boulevard, and utilize those significant public spaces as a base for increasing the amount of public spaces and social connectivity throughout the William Burgess area, and within the larger Yulee community, as spaces such as these do not currently exist.

### WHAT MAKES A GREAT PLACE?



*Creating identifiable, soulful and vibrant places for people to gather; designing roadways for everyone; developing communities that are walkable and bikeable; and providing parks and open space in our neighborhoods and towns are founded strategies that have been proven to improve the quality of life and solidify economic sustainability.*  
 -Economies of Place -VHB

Placemaking strategies include identifying and using existing or new spaces for libraries, parks, or museums. Placemaking can also recognize venues for theater, music, art, multi-use public spaces, wayfinding, public art, cultural activities and events, linkages to recreation and activity centers. Public spaces like parking lots, parking spaces, alleys or streets can be re-purposed to create meaningful spaces. Events and sites can be temporary, to activate spaces for special events, or permanent.

Creative placemaking adds value across the built environment, increasing stakeholder benefits and promoting healthy communities. Placemaking can take into account transportation, parks and recreation, environmental and stormwater management systems, and access to healthy food, as well as social connections and cohesion. In this sense, communities cannot afford to not have active placemaking strategies, as they are an essential part of a healthy, resilient, equitable, thriving community (Business Case for Placemaking - ULI).



Placemaking is not limited to creation by the public sector. The private sector can incorporate placemaking strategies through art and culture throughout their design and development process. Based on research by the Urban Land Institute, projects incorporating such interventions are very successful, showing “triple-bottom-line benefits – social, environmental, and financial – for all stakeholders. Anecdotally, it can be seen that communities enjoy enhanced health, well-being and economic outcomes, and that local governments see gains in tax revenues that allow them to enhance resident services, as well as employment growth and improved public safety. Developers and their partners have reported higher market values, lower turnover rates, faster lease-ups, increased community buy-in, faster approval cycles, and enhanced branding and market recognition” (Business Case for Placemaking - ULI).

Some examples of Placemaking Techniques:

