



AGENDA
FERNANDINA BEACH CITY COMMISSION
PLANNING ADVISORY BOARD
JOINT SPECIAL MEETING
FEBRUARY 22, 2023
5:00 PM
CITY HALL COMMISSION CHAMBERS
204 ASH STREET
FERNANDINA BEACH, FL 32034

1. CALL TO ORDER

2. ROLL CALL

3. PLEDGE OF ALLEGIANCE

4. DISCUSSION/ACTION ITEMS

4.1 Staff Presentation on:

- Role of the Planning Advisory Board;
- Relationship with Comprehensive Plan, Land Development Code, Capital Improvements Plan, and Budget; and
- Review of 2023 Projects and Priorities.

4.2 Request for Direction on future Comprehensive Plan Text Amendments (*Anticipated Timeframe < 6-12 Months*)

- 2030 Comprehensive Plan, as amended, is located at: www.fbfl.us/compplan
- 2045 Vision documents are found at: www.fbfl.us/vision2045
- American Planning Association's Bronze Level Recognition of Fernandina Beach 2030 Comp Plan for Creating Sustaining Places - Information at: www.planning.org/sustaining_places

4.3 Staff and the Planning Advisory Board would like to receive general direction or consensus to focus attention on areas of greatest interest to the City Commission. (*Anticipated Timeframe for completion 6-24 Months - depending on complexity of issue*)

4.4 Request for Consensus to host Joint Annual Meeting of the PAB and City Commission.

5. OTHER DISCUSSION ITEMS

6. PUBLIC COMMENT

7. ADJOURNMENT

All members of the public are invited to be present and be heard. Persons with disabilities requiring accommodations in order to participate in this program or activity should contact the City Clerk at (904) 310-3115 or TTY/TDD 711 (for the hearing or speech impaired). All interested parties may appear at said meeting and be heard as to the advisability of any action, which may be considered with respect to such matter.

City Manager Direction for Next Steps on the Comp Plan and Vulnerability Assessment

Kelly Gibson <kgibson@fbfl.org>

Thu 10/13/2022 12:47 PM

To: PAB 2023 <PAB19-20@CITYOFFERNANDINABEACH.onmicrosoft.com>; Legal Dept
<LegalDept@CITYOFFERNANDINABEACH.onmicrosoft.com>

Cc: Daphne Forehand <dforehand@fbfl.org>; Taylor Hartmann <thartmann@fbfl.org>; Salvatore Cumella
<scumella@fbfl.org>; Sylvie McCann <smccann@fbfl.org>; lchemke@comcast.net <lchemke@comcast.net>; Margaret Kirkland
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 6 attachments (3 MB)

Comp Plan Policies with Deadlines_EAR Update 2020.pdf; Statutes & Constitution _View Statutes _ Online
Sunshine_163.3177.pdf; RE_ Date Certain Comp Plan Policies - INTERNAL REVIEW ONLY - Email 2.pdf; RE_ Date Certain Comp
Plan Policies - INTERNAL REVIEW ONLY.pdf; State Required Elements vs 2030 Comp Plan.pdf; Comp Plan Graphic 2019.png;

PAB Members,

At the board's request, I am forwarding the email direction provided by the City Manager concerning next steps on the City's Comp Plan efforts and Vulnerability Assessment. In summary, we were told to eliminate all date certain required studies and streamline the Comp Plan to only the minimum elements and policies required by Florida Law. Additionally, the Vulnerability Assessment and any associated outcome tasks will be handled by the City Manager's office.

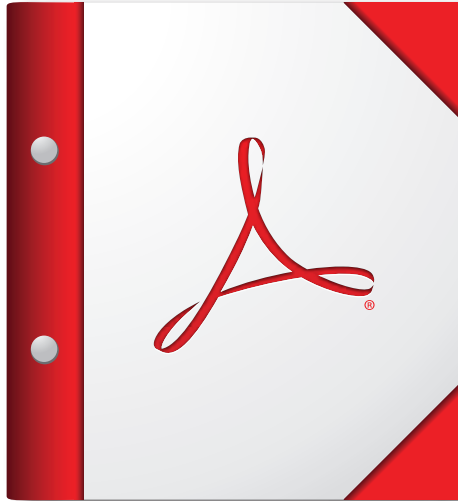
I appreciated your patience to my delayed response following a request information. I needed guidance from the City Manager before I could begin updating our internal Goals and Action plan for FY 22-23. Now that we have that knowledge, I can prepare the documents you are more accustomed to viewing each year which identifies overall goals and anticipated work products.

I've attached the following documents for your review:

- Emails from the City Manager and City Attorney,
- A graphic depicting how to achieve smart growth,
- An analysis of the existing comp plans with date certain deadlines created in 2020,
- Applicable Florida Statute for Comprehensive Planning,
- A comparison of statutory minimum requirements against the existing 2030 Comp Plan.

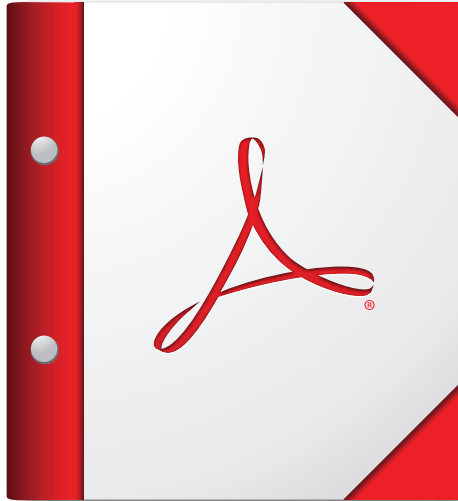
The 2030 Comp Plan is located at www.fbfl.us/compplan if you would like to get a head start in reviewing existing goals, objectives, and policies. I do not anticipate this being a central focus of the PAB until its effort with the LDC restructuring is completed. Please feel free to contact me with any questions.

Sincerely,



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Comparison of State Required Elements and COFB 2030 Comp Plan Elements

State Required Elements FS 163.3177	Existing City Elements	Directed Action Outcome
Capital Improvements Element	√	Reduced to minimum required policies
5-year Capital Improvement Plan	√	Reduced to minimum required policies
Future Land Use Element	√	Reduced to minimum required policies
Transportation Element	√	Reduced to minimum required policies
Public Facilities Element	√	Reduced to minimum required policies
Recreation and Open Space Element	√	Reduced to minimum required policies
Housing Element	√	Reduced to minimum required policies
Conservation & Coastal Management Element	√	Reduced to minimum required policies
- Port Sub-element	√	Remains the same
Intergovernmental Coordination Element	√	Reduced to minimum required policies
Private Property Rights Element	√	Remains the same
	Historic Preservation	Eliminated with some policies contained in Future Land Use Element
	Public School Facilities	Eliminated with some policies contained in Intergovernmental Coordination Element
	Economic Development	Eliminated

Data and Mapping Needs		
Required by FS 163.3177	Existing Data	Directed Action Outcome
Population Estimates and Projections	√	Expected Data Update in January 2023
Relevant Data and Analysis	√	Update
Future Land Use Map Series	√	Update with new data, if needed
Transportation Circulation Map	√	Update
Historic Districts Map	√	Update with expanded boundaries
Public School Citing Map	√	Coordinate with Nassau County School Board
Coastal Management Maps	√	Update with new data, if needed
Water Supply Map	√	Update with new population projections
Environmental and Natural Resources Series Map	√	Update with new data, if needed

Select Year: 2022 ▼ Go

The 2022 Florida Statutes

Title XI	Chapter 163	View Entire Chapter
COUNTY ORGANIZATION AND INTERGOVERNMENTAL RELATIONS	INTERGOVERNMENTAL PROGRAMS	

163.3177 Required and optional elements of comprehensive plan; studies and surveys.—

(1) The comprehensive plan shall provide the principles, guidelines, standards, and strategies for the orderly and balanced future economic, social, physical, environmental, and fiscal development of the area that reflects community commitments to implement the plan and its elements. These principles and strategies shall guide future decisions in a consistent manner and shall contain programs and activities to ensure comprehensive plans are implemented. The sections of the comprehensive plan containing the principles and strategies, generally provided as goals, objectives, and policies, shall describe how the local government's programs, activities, and land development regulations will be initiated, modified, or continued to implement the comprehensive plan in a consistent manner. It is not the intent of this part to require the inclusion of implementing regulations in the comprehensive plan but rather to require identification of those programs, activities, and land development regulations that will be part of the strategy for implementing the comprehensive plan and the principles that describe how the programs, activities, and land development regulations will be carried out. The plan shall establish meaningful and predictable standards for the use and development of land and provide meaningful guidelines for the content of more detailed land development and use regulations.

(a) The comprehensive plan shall consist of elements as described in this section, and may include optional elements.

(b) A local government may include, as part of its adopted plan, documents adopted by reference but not incorporated verbatim into the plan. The adoption by reference must identify the title and author of the document and indicate clearly what provisions and edition of the document is being adopted.

(c) The format of these principles and guidelines is at the discretion of the local government, but typically is expressed in goals, objectives, policies, and strategies.

(d) The comprehensive plan shall identify procedures for monitoring, evaluating, and appraising implementation of the plan.

(e) When a federal, state, or regional agency has implemented a regulatory program, a local government is not required to duplicate or exceed that regulatory program in its local comprehensive plan.

(f) All mandatory and optional elements of the comprehensive plan and plan amendments shall be based upon relevant and appropriate data and an analysis by the local government that may include, but not be limited to, surveys, studies, community goals and vision, and other data available at the time of adoption of the comprehensive plan or plan amendment. To be based on data means to react to it in an appropriate way and to the extent necessary indicated by the data available on that particular subject at the time of adoption of the plan or plan amendment at issue.

1. Surveys, studies, and data utilized in the preparation of the comprehensive plan may not be deemed a part of the comprehensive plan unless adopted as a part of it. Copies of such studies, surveys, data, and supporting documents for proposed plans and plan amendments shall be made available for public inspection, and copies of such plans shall be made available to the public upon payment of reasonable charges for reproduction. Support data or summaries are not subject to the compliance review process, but the comprehensive plan must be clearly

based on appropriate data. Support data or summaries may be used to aid in the determination of compliance and consistency.

2. Data must be taken from professionally accepted sources. The application of a methodology utilized in data collection or whether a particular methodology is professionally accepted may be evaluated. However, the evaluation may not include whether one accepted methodology is better than another. Original data collection by local governments is not required. However, local governments may use original data so long as methodologies are professionally accepted.

3. The comprehensive plan shall be based upon permanent and seasonal population estimates and projections, which shall either be those published by the Office of Economic and Demographic Research or generated by the local government based upon a professionally acceptable methodology. The plan must be based on at least the minimum amount of land required to accommodate the medium projections as published by the Office of Economic and Demographic Research for at least a 10-year planning period unless otherwise limited under s. 380.05, including related rules of the Administration Commission. Absent physical limitations on population growth, population projections for each municipality, and the unincorporated area within a county must, at a minimum, be reflective of each area's proportional share of the total county population and the total county population growth.

(2) Coordination of the several elements of the local comprehensive plan shall be a major objective of the planning process. The several elements of the comprehensive plan shall be consistent. Where data is relevant to several elements, consistent data shall be used, including population estimates and projections unless alternative data can be justified for a plan amendment through new supporting data and analysis. Each map depicting future conditions must reflect the principles, guidelines, and standards within all elements, and each such map must be contained within the comprehensive plan.

(3)(a) The comprehensive plan shall contain a capital improvements element designed to consider the need for and the location of public facilities in order to encourage the efficient use of such facilities and set forth:

1. A component that outlines principles for construction, extension, or increase in capacity of public facilities, as well as a component that outlines principles for correcting existing public facility deficiencies, which are necessary to implement the comprehensive plan. The components shall cover at least a 5-year period.

2. Estimated public facility costs, including a delineation of when facilities will be needed, the general location of the facilities, and projected revenue sources to fund the facilities.

3. Standards to ensure the availability of public facilities and the adequacy of those facilities to meet established acceptable levels of service.

4. A schedule of capital improvements which includes any publicly funded projects of federal, state, or local government, and which may include privately funded projects for which the local government has no fiscal responsibility. Projects necessary to ensure that any adopted level-of-service standards are achieved and maintained for the 5-year period must be identified as either funded or unfunded and given a level of priority for funding.

5. The schedule must include transportation improvements included in the applicable metropolitan planning organization's transportation improvement program adopted pursuant to s. 339.175(8) to the extent that such improvements are relied upon to ensure concurrency and financial feasibility. The schedule must be coordinated with the applicable metropolitan planning organization's long-range transportation plan adopted pursuant to s. 339.175(7).

(b) The capital improvements element must be reviewed by the local government on an annual basis. Modifications to update the 5-year capital improvement schedule may be accomplished by ordinance and may not be deemed to be amendments to the local comprehensive plan.

(4)(a) Coordination of the local comprehensive plan with the comprehensive plans of adjacent municipalities, the county, adjacent counties, or the region; with the appropriate water management district's regional water supply plans approved pursuant to s. 373.709; and with adopted rules pertaining to designated areas of critical state concern shall be a major objective of the local comprehensive planning process. To that end, in the preparation of a comprehensive plan or element thereof, and in the comprehensive plan or element as adopted, the governing body shall include a specific policy statement indicating the relationship of the proposed

development of the area to the comprehensive plans of adjacent municipalities, the county, adjacent counties, or the region, as the case may require and as such adopted plans or plans in preparation may exist.

(b) When all or a portion of the land in a local government jurisdiction is or becomes part of a designated area of critical state concern, the local government shall clearly identify those portions of the local comprehensive plan that shall be applicable to the critical area and shall indicate the relationship of the proposed development of the area to the rules for the area of critical state concern.

(5)(a) Each local government comprehensive plan must include at least two planning periods, one covering at least the first 5-year period occurring after the plan's adoption and one covering at least a 10-year period. Additional planning periods for specific components, elements, land use amendments, or projects shall be permissible and accepted as part of the planning process.

(b) The comprehensive plan and its elements shall contain guidelines or policies for the implementation of the plan and its elements.

(6) In addition to the requirements of subsections (1)-(5), the comprehensive plan shall include the following elements:

(a) A future land use plan element designating proposed future general distribution, location, and extent of the uses of land for residential uses, commercial uses, industry, agriculture, recreation, conservation, education, public facilities, and other categories of the public and private uses of land. The approximate acreage and the general range of density or intensity of use shall be provided for the gross land area included in each existing land use category. The element shall establish the long-term end toward which land use programs and activities are ultimately directed.

1. Each future land use category must be defined in terms of uses included, and must include standards to be followed in the control and distribution of population densities and building and structure intensities. The proposed distribution, location, and extent of the various categories of land use shall be shown on a land use map or map series which shall be supplemented by goals, policies, and measurable objectives.

2. The future land use plan and plan amendments shall be based upon surveys, studies, and data regarding the area, as applicable, including:

- a. The amount of land required to accommodate anticipated growth.
- b. The projected permanent and seasonal population of the area.
- c. The character of undeveloped land.
- d. The availability of water supplies, public facilities, and services.
- e. The need for redevelopment, including the renewal of blighted areas and the elimination of nonconforming uses which are inconsistent with the character of the community.
- f. The compatibility of uses on lands adjacent to or closely proximate to military installations.
- g. The compatibility of uses on lands adjacent to an airport as defined in s. [330.35](#) and consistent with s. [333.02](#).

h. The discouragement of urban sprawl.

i. The need for job creation, capital investment, and economic development that will strengthen and diversify the community's economy.

j. The need to modify land uses and development patterns within antiquated subdivisions.

3. The future land use plan element shall include criteria to be used to:

a. Achieve the compatibility of lands adjacent or closely proximate to military installations, considering factors identified in s. [163.3175\(5\)](#).

b. Achieve the compatibility of lands adjacent to an airport as defined in s. [330.35](#) and consistent with s. [333.02](#).

c. Encourage preservation of recreational and commercial working waterfronts for water-dependent uses in coastal communities.

d. Encourage the location of schools proximate to urban residential areas to the extent possible.

e. Coordinate future land uses with the topography and soil conditions, and the availability of facilities and services.

- f. Ensure the protection of natural and historic resources.
 - g. Provide for the compatibility of adjacent land uses.
 - h. Provide guidelines for the implementation of mixed-use development including the types of uses allowed, the percentage distribution among the mix of uses, or other standards, and the density and intensity of each use.
4. The amount of land designated for future planned uses shall provide a balance of uses that foster vibrant, viable communities and economic development opportunities and address outdated development patterns, such as antiquated subdivisions. The amount of land designated for future land uses should allow the operation of real estate markets to provide adequate choices for permanent and seasonal residents and business and may not be limited solely by the projected population. The element shall accommodate at least the minimum amount of land required to accommodate the medium projections as published by the Office of Economic and Demographic Research for at least a 10-year planning period unless otherwise limited under s. 380.05, including related rules of the Administration Commission.
5. The future land use plan of a county may designate areas for possible future municipal incorporation.
6. The land use maps or map series shall generally identify and depict historic district boundaries and shall designate historically significant properties meriting protection.
7. The future land use element must clearly identify the land use categories in which public schools are an allowable use. When delineating the land use categories in which public schools are an allowable use, a local government shall include in the categories sufficient land proximate to residential development to meet the projected needs for schools in coordination with public school boards and may establish differing criteria for schools of different type or size. Each local government shall include lands contiguous to existing school sites, to the maximum extent possible, within the land use categories in which public schools are an allowable use.
8. Future land use map amendments shall be based upon the following analyses:
- a. An analysis of the availability of facilities and services.
 - b. An analysis of the suitability of the plan amendment for its proposed use considering the character of the undeveloped land, soils, topography, natural resources, and historic resources on site.
 - c. An analysis of the minimum amount of land needed to achieve the goals and requirements of this section.
9. The future land use element and any amendment to the future land use element shall discourage the proliferation of urban sprawl.
- a. The primary indicators that a plan or plan amendment does not discourage the proliferation of urban sprawl are listed below. The evaluation of the presence of these indicators shall consist of an analysis of the plan or plan amendment within the context of features and characteristics unique to each locality in order to determine whether the plan or plan amendment:
 - (I) Promotes, allows, or designates for development substantial areas of the jurisdiction to develop as low-intensity, low-density, or single-use development or uses.
 - (II) Promotes, allows, or designates significant amounts of urban development to occur in rural areas at substantial distances from existing urban areas while not using undeveloped lands that are available and suitable for development.
 - (III) Promotes, allows, or designates urban development in radial, strip, isolated, or ribbon patterns generally emanating from existing urban developments.
 - (IV) Fails to adequately protect and conserve natural resources, such as wetlands, floodplains, native vegetation, environmentally sensitive areas, natural groundwater aquifer recharge areas, lakes, rivers, shorelines, beaches, bays, estuarine systems, and other significant natural systems.
 - (V) Fails to adequately protect adjacent agricultural areas and activities, including silviculture, active agricultural and silvicultural activities, passive agricultural activities, and dormant, unique, and prime farmlands and soils.
 - (VI) Fails to maximize use of existing public facilities and services.
 - (VII) Fails to maximize use of future public facilities and services.
 - (VIII) Allows for land use patterns or timing which disproportionately increase the cost in time, money, and energy of providing and maintaining facilities and services, including roads, potable water, sanitary sewer,

stormwater management, law enforcement, education, health care, fire and emergency response, and general government.

(IX) Fails to provide a clear separation between rural and urban uses.

(X) Discourages or inhibits infill development or the redevelopment of existing neighborhoods and communities.

(XI) Fails to encourage a functional mix of uses.

(XII) Results in poor accessibility among linked or related land uses.

(XIII) Results in the loss of significant amounts of functional open space.

b. The future land use element or plan amendment shall be determined to discourage the proliferation of urban sprawl if it incorporates a development pattern or urban form that achieves four or more of the following:

(I) Directs or locates economic growth and associated land development to geographic areas of the community in a manner that does not have an adverse impact on and protects natural resources and ecosystems.

(II) Promotes the efficient and cost-effective provision or extension of public infrastructure and services.

(III) Promotes walkable and connected communities and provides for compact development and a mix of uses at densities and intensities that will support a range of housing choices and a multimodal transportation system, including pedestrian, bicycle, and transit, if available.

(IV) Promotes conservation of water and energy.

(V) Preserves agricultural areas and activities, including silviculture, and dormant, unique, and prime farmlands and soils.

(VI) Preserves open space and natural lands and provides for public open space and recreation needs.

(VII) Creates a balance of land uses based upon demands of the residential population for the nonresidential needs of an area.

(VIII) Provides uses, densities, and intensities of use and urban form that would remediate an existing or planned development pattern in the vicinity that constitutes sprawl or if it provides for an innovative development pattern such as transit-oriented developments or new towns as defined in s. 163.3164.

10. The future land use element shall include a future land use map or map series.

a. The proposed distribution, extent, and location of the following uses shall be shown on the future land use map or map series:

(I) Residential.

(II) Commercial.

(III) Industrial.

(IV) Agricultural.

(V) Recreational.

(VI) Conservation.

(VII) Educational.

(VIII) Public.

b. The following areas shall also be shown on the future land use map or map series, if applicable:

(I) Historic district boundaries and designated historically significant properties.

(II) Transportation concurrency management area boundaries or transportation concurrency exception area boundaries.

(III) Multimodal transportation district boundaries.

(IV) Mixed-use categories.

c. The following natural resources or conditions shall be shown on the future land use map or map series, if applicable:

(I) Existing and planned public potable waterwells, cones of influence, and wellhead protection areas.

(II) Beaches and shores, including estuarine systems.

(III) Rivers, bays, lakes, floodplains, and harbors.

(IV) Wetlands.

(V) Minerals and soils.

(VI) Coastal high hazard areas.

(b) A transportation element addressing mobility issues in relationship to the size and character of the local government. The purpose of the transportation element shall be to plan for a multimodal transportation system that places emphasis on public transportation systems, where feasible. The element shall provide for a safe, convenient multimodal transportation system, coordinated with the future land use map or map series and designed to support all elements of the comprehensive plan. A local government that has all or part of its jurisdiction included within the metropolitan planning area of a metropolitan planning organization (M.P.O.) pursuant to s. 339.175 shall prepare and adopt a transportation element consistent with this subsection. Local governments that are not located within the metropolitan planning area of an M.P.O. shall address traffic circulation, mass transit, and ports, and aviation and related facilities consistent with this subsection, except that local governments with a population of 50,000 or less shall only be required to address transportation circulation. The element shall be coordinated with the plans and programs of any applicable metropolitan planning organization, transportation authority, Florida Transportation Plan, and Department of Transportation adopted work program.

1. Each local government's transportation element shall address traffic circulation, including the types, locations, and extent of existing and proposed major thoroughfares and transportation routes, including bicycle and pedestrian ways. Transportation corridors, as defined in s. 334.03, may be designated in the transportation element pursuant to s. 337.273. If the transportation corridors are designated, the local government may adopt a transportation corridor management ordinance. The element shall include a map or map series showing the general location of the existing and proposed transportation system features and shall be coordinated with the future land use map or map series. The element shall reflect the data, analysis, and associated principles and strategies relating to:

- a. The existing transportation system levels of service and system needs and the availability of transportation facilities and services.
- b. The growth trends and travel patterns and interactions between land use and transportation.
- c. Existing and projected intermodal deficiencies and needs.
- d. The projected transportation system levels of service and system needs based upon the future land use map and the projected integrated transportation system.
- e. How the local government will correct existing facility deficiencies, meet the identified needs of the projected transportation system, and advance the purpose of this paragraph and the other elements of the comprehensive plan.

2. Local governments within a metropolitan planning area designated as an M.P.O. pursuant to s. 339.175 shall also address:

- a. All alternative modes of travel, such as public transportation, pedestrian, and bicycle travel.
- b. Aviation, rail, seaport facilities, access to those facilities, and intermodal terminals.
- c. The capability to evacuate the coastal population before an impending natural disaster.
- d. Airports, projected airport and aviation development, and land use compatibility around airports, which includes areas defined in ss. 333.01 and 333.02.
- e. An identification of land use densities, building intensities, and transportation management programs to promote public transportation systems in designated public transportation corridors so as to encourage population densities sufficient to support such systems.

3. Municipalities having populations greater than 50,000, and counties having populations greater than 75,000, shall include mass-transit provisions showing proposed methods for the moving of people, rights-of-way, terminals, and related facilities and shall address:

- a. The provision of efficient public transit services based upon existing and proposed major trip generators and attractors, safe and convenient public transit terminals, land uses, and accommodation of the special needs of the transportation disadvantaged.
- b. Plans for port, aviation, and related facilities coordinated with the general circulation and transportation element.

c. Plans for the circulation of recreational traffic, including bicycle facilities, exercise trails, riding facilities, and such other matters as may be related to the improvement and safety of movement of all types of recreational traffic.

4. At the option of a local government, an airport master plan, and any subsequent amendments to the airport master plan, prepared by a licensed publicly owned and operated airport under s. 333.06 may be incorporated into the local government comprehensive plan by the local government having jurisdiction under this act for the area in which the airport or projected airport development is located by the adoption of a comprehensive plan amendment. In the amendment to the local comprehensive plan that integrates the airport master plan, the comprehensive plan amendment shall address land use compatibility consistent with chapter 333 regarding airport zoning; the provision of regional transportation facilities for the efficient use and operation of the transportation system and airport; consistency with the local government transportation circulation element and applicable M.P.O. long-range transportation plans; the execution of any necessary interlocal agreements for the purposes of the provision of public facilities and services to maintain the adopted level-of-service standards for facilities subject to concurrency; and may address airport-related or aviation-related development. Development or expansion of an airport consistent with the adopted airport master plan that has been incorporated into the local comprehensive plan in compliance with this part, and airport-related or aviation-related development that has been addressed in the comprehensive plan amendment that incorporates the airport master plan, do not constitute a development of regional impact. Notwithstanding any other general law, an airport that has received a development-of-regional-impact development order pursuant to s. 380.06, but which is no longer required to undergo development-of-regional-impact review pursuant to this subsection, may rescind its development-of-regional-impact order upon written notification to the applicable local government. Upon receipt by the local government, the development-of-regional-impact development order shall be deemed rescinded.

(c) A general sanitary sewer, solid waste, drainage, potable water, and natural groundwater aquifer recharge element correlated to principles and guidelines for future land use, indicating ways to provide for future potable water, drainage, sanitary sewer, solid waste, and aquifer recharge protection requirements for the area. The element may be a detailed engineering plan including a topographic map depicting areas of prime groundwater recharge.

1. Each local government shall address in the data and analyses required by this section those facilities that provide service within the local government's jurisdiction. Local governments that provide facilities to serve areas within other local government jurisdictions shall also address those facilities in the data and analyses required by this section, using data from the comprehensive plan for those areas for the purpose of projecting facility needs as required in this subsection. For shared facilities, each local government shall indicate the proportional capacity of the systems allocated to serve its jurisdiction.

2. The element shall describe the problems and needs and the general facilities that will be required for solution of the problems and needs, including correcting existing facility deficiencies. The element shall address coordinating the extension of, or increase in the capacity of, facilities to meet future needs while maximizing the use of existing facilities and discouraging urban sprawl; conserving potable water resources; and protecting the functions of natural groundwater recharge areas and natural drainage features.

3. Within 18 months after the governing board approves an updated regional water supply plan, the element must incorporate the alternative water supply project or projects selected by the local government from those identified in the regional water supply plan pursuant to s. 373.709(2)(a) or proposed by the local government under s. 373.709(8)(b). If a local government is located within two water management districts, the local government shall adopt its comprehensive plan amendment within 18 months after the later updated regional water supply plan. The element must identify such alternative water supply projects and traditional water supply projects and conservation and reuse necessary to meet the water needs identified in s. 373.709(2)(a) within the local government's jurisdiction and include a work plan, covering at least a 10-year planning period, for building public, private, and regional water supply facilities, including development of alternative water supplies, which are identified in the element as necessary to serve existing and new development. The work plan shall be updated, at a minimum, every 5 years within 18 months after the governing board of a water management district approves an

updated regional water supply plan. Local governments, public and private utilities, regional water supply authorities, special districts, and water management districts are encouraged to cooperatively plan for the development of multijurisdictional water supply facilities that are sufficient to meet projected demands for established planning periods, including the development of alternative water sources to supplement traditional sources of groundwater and surface water supplies.

4. A local government that does not own, operate, or maintain its own water supply facilities, including, but not limited to, wells, treatment facilities, and distribution infrastructure, and is served by a public water utility with a permitted allocation of greater than 300 million gallons per day is not required to amend its comprehensive plan in response to an updated regional water supply plan or to maintain a work plan if any such local government's usage of water constitutes less than 1 percent of the public water utility's total permitted allocation. However, any such local government is required to cooperate with, and provide relevant data to, any local government or utility provider that provides service within its jurisdiction, and to keep its general sanitary sewer, solid waste, potable water, and natural groundwater aquifer recharge element updated in accordance with s.

163.3191.

(d) A conservation element for the conservation, use, and protection of natural resources in the area, including air, water, water recharge areas, wetlands, waterwells, estuarine marshes, soils, beaches, shores, flood plains, rivers, bays, lakes, harbors, forests, fisheries and wildlife, marine habitat, minerals, and other natural and environmental resources, including factors that affect energy conservation.

1. The following natural resources, where present within the local government's boundaries, shall be identified and analyzed and existing recreational or conservation uses, known pollution problems, including hazardous wastes, and the potential for conservation, recreation, use, or protection shall also be identified:

a. Rivers, bays, lakes, wetlands including estuarine marshes, groundwaters, and springs, including information on quality of the resource available.

b. Floodplains.

c. Known sources of commercially valuable minerals.

d. Areas known to have experienced soil erosion problems.

e. Areas that are the location of recreationally and commercially important fish or shellfish, wildlife, marine habitats, and vegetative communities, including forests, indicating known dominant species present and species listed by federal, state, or local government agencies as endangered, threatened, or species of special concern.

2. The element must contain principles, guidelines, and standards for conservation that provide long-term goals and which:

a. Protects air quality.

b. Conserves, appropriately uses, and protects the quality and quantity of current and projected water sources and waters that flow into estuarine waters or oceanic waters and protect from activities and land uses known to affect adversely the quality and quantity of identified water sources, including natural groundwater recharge areas, wellhead protection areas, and surface waters used as a source of public water supply.

c. Provides for the emergency conservation of water sources in accordance with the plans of the regional water management district.

d. Conserves, appropriately uses, and protects minerals, soils, and native vegetative communities, including forests, from destruction by development activities.

e. Conserves, appropriately uses, and protects fisheries, wildlife, wildlife habitat, and marine habitat and restricts activities known to adversely affect the survival of endangered and threatened wildlife.

f. Protects existing natural reservations identified in the recreation and open space element.

g. Maintains cooperation with adjacent local governments to conserve, appropriately use, or protect unique vegetative communities located within more than one local jurisdiction.

h. Designates environmentally sensitive lands for protection based on locally determined criteria which further the goals and objectives of the conservation element.

i. Manages hazardous waste to protect natural resources.

j. Protects and conserves wetlands and the natural functions of wetlands.

k. Directs future land uses that are incompatible with the protection and conservation of wetlands and wetland functions away from wetlands. The type, intensity or density, extent, distribution, and location of allowable land uses and the types, values, functions, sizes, conditions, and locations of wetlands are land use factors that shall be considered when directing incompatible land uses away from wetlands. Land uses shall be distributed in a manner that minimizes the effect and impact on wetlands. The protection and conservation of wetlands by the direction of incompatible land uses away from wetlands shall occur in combination with other principles, guidelines, standards, and strategies in the comprehensive plan. Where incompatible land uses are allowed to occur, mitigation shall be considered as one means to compensate for loss of wetlands functions.

3. Current and projected needs and sources for at least a 10-year period based on the demands for industrial, agricultural, and potable water use and the quality and quantity of water available to meet these demands shall be analyzed. The analysis shall consider the existing levels of water conservation, use, and protection and applicable policies of the regional water management district and further must consider the appropriate regional water supply plan approved pursuant to s. [373.709](#), or, in the absence of an approved regional water supply plan, the district water management plan approved pursuant to s. [373.036\(2\)](#). This information shall be submitted to the appropriate agencies.

(e) A recreation and open space element indicating a comprehensive system of public and private sites for recreation, including, but not limited to, natural reservations, parks and playgrounds, parkways, beaches and public access to beaches, open spaces, waterways, and other recreational facilities.

(f)1. A housing element consisting of principles, guidelines, standards, and strategies to be followed in:

a. The provision of housing for all current and anticipated future residents of the jurisdiction.

b. The elimination of substandard dwelling conditions.

c. The structural and aesthetic improvement of existing housing.

d. The provision of adequate sites for future housing, including affordable workforce housing as defined in s. [380.0651\(1\)\(h\)](#), housing for low-income, very low-income, and moderate-income families, mobile homes, and group home facilities and foster care facilities, with supporting infrastructure and public facilities. The element may include provisions that specifically address affordable housing for persons 60 years of age or older. Real property that is conveyed to a local government for affordable housing under this sub-subparagraph shall be disposed of by the local government pursuant to s. [125.379](#) or s. [166.0451](#).

e. Provision for relocation housing and identification of historically significant and other housing for purposes of conservation, rehabilitation, or replacement.

f. The formulation of housing implementation programs.

g. The creation or preservation of affordable housing to minimize the need for additional local services and avoid the concentration of affordable housing units only in specific areas of the jurisdiction.

2. The principles, guidelines, standards, and strategies of the housing element must be based on data and analysis prepared on housing needs, which shall include the number and distribution of dwelling units by type, tenure, age, rent, value, monthly cost of owner-occupied units, and rent or cost to income ratio, and shall show the number of dwelling units that are substandard. The data and analysis shall also include the methodology used to estimate the condition of housing, a projection of the anticipated number of households by size, income range, and age of residents derived from the population projections, and the minimum housing need of the current and anticipated future residents of the jurisdiction.

3. The housing element must express principles, guidelines, standards, and strategies that reflect, as needed, the creation and preservation of affordable housing for all current and anticipated future residents of the jurisdiction, elimination of substandard housing conditions, adequate sites, and distribution of housing for a range of incomes and types, including mobile and manufactured homes. The element must provide for specific programs and actions to partner with private and nonprofit sectors to address housing needs in the jurisdiction, streamline the permitting process, and minimize costs and delays for affordable housing, establish standards to address the quality of housing, stabilization of neighborhoods, and identification and improvement of historically significant housing.

4. State and federal housing plans prepared on behalf of the local government must be consistent with the goals, objectives, and policies of the housing element. Local governments are encouraged to use job training, job creation, and economic solutions to address a portion of their affordable housing concerns.

(g) For those units of local government identified in s. 380.24, a coastal management element, appropriately related to the particular requirements of paragraphs (d) and (e) and meeting the requirements of s. 163.3178(2) and (3). The coastal management element shall set forth the principles, guidelines, standards, and strategies that shall guide the local government's decisions and program implementation with respect to the following objectives:

1. Maintain, restore, and enhance the overall quality of the coastal zone environment, including, but not limited to, its amenities and aesthetic values.
2. Preserve the continued existence of viable populations of all species of wildlife and marine life.
3. Protect the orderly and balanced utilization and preservation, consistent with sound conservation principles, of all living and nonliving coastal zone resources.
4. Avoid irreversible and irretrievable loss of coastal zone resources.
5. Use ecological planning principles and assumptions in the determination of the suitability of permitted development.
6. Limit public expenditures that subsidize development in coastal high-hazard areas.
7. Protect human life against the effects of natural disasters.
8. Direct the orderly development, maintenance, and use of ports identified in s. 403.021(9) to facilitate deepwater commercial navigation and other related activities.
9. Preserve historic and archaeological resources, which include the sensitive adaptive use of these resources.
10. At the option of the local government, develop an adaptation action area designation for those low-lying coastal zones that are experiencing coastal flooding due to extreme high tides and storm surge and are vulnerable to the impacts of rising sea level. Local governments that adopt an adaptation action area may consider policies within the coastal management element to improve resilience to coastal flooding resulting from high-tide events, storm surge, flash floods, stormwater runoff, and related impacts of sea-level rise. Criteria for the adaptation action area may include, but need not be limited to, areas for which the land elevations are below, at, or near mean higher high water, which have a hydrologic connection to coastal waters, or which are designated as evacuation zones for storm surge.

(h)1. An intergovernmental coordination element showing relationships and stating principles and guidelines to be used in coordinating the adopted comprehensive plan with the plans of school boards, regional water supply authorities, and other units of local government providing services but not having regulatory authority over the use of land, with the comprehensive plans of adjacent municipalities, the county, adjacent counties, or the region, with the state comprehensive plan and with the applicable regional water supply plan approved pursuant to s. 373.709, as the case may require and as such adopted plans or plans in preparation may exist. This element of the local comprehensive plan must demonstrate consideration of the particular effects of the local plan, when adopted, upon the development of adjacent municipalities, the county, adjacent counties, or the region, or upon the state comprehensive plan, as the case may require.

- a. The intergovernmental coordination element must provide procedures for identifying and implementing joint planning areas, especially for the purpose of annexation, municipal incorporation, and joint infrastructure service areas.
- b. The intergovernmental coordination element shall provide for a dispute resolution process, as established pursuant to s. 186.509, for bringing intergovernmental disputes to closure in a timely manner.
- c. The intergovernmental coordination element shall provide for interlocal agreements as established pursuant to s. 333.03(1)(b).
2. The intergovernmental coordination element shall also state principles and guidelines to be used in coordinating the adopted comprehensive plan with the plans of school boards and other units of local government providing facilities and services but not having regulatory authority over the use of land. In addition, the intergovernmental coordination element must describe joint processes for collaborative planning and decisionmaking on population projections and public school siting, the location and extension of public facilities

subject to concurrency, and siting facilities with countywide significance, including locally unwanted land uses whose nature and identity are established in an agreement.

3. Within 1 year after adopting their intergovernmental coordination elements, each county, all the municipalities within that county, the district school board, and any unit of local government service providers in that county shall establish by interlocal or other formal agreement executed by all affected entities, the joint processes described in this subparagraph consistent with their adopted intergovernmental coordination elements. The agreement must:

a. Ensure that the local government addresses through coordination mechanisms the impacts of development proposed in the local comprehensive plan upon development in adjacent municipalities, the county, adjacent counties, the region, and the state. The area of concern for municipalities shall include adjacent municipalities, the county, and counties adjacent to the municipality. The area of concern for counties shall include all municipalities within the county, adjacent counties, and adjacent municipalities.

b. Ensure coordination in establishing level of service standards for public facilities with any state, regional, or local entity having operational and maintenance responsibility for such facilities.

(i)1. In accordance with the legislative intent expressed in ss. 163.3161(10) and 187.101(3) that governmental entities respect judicially acknowledged and constitutionally protected private property rights, each local government shall include in its comprehensive plan a property rights element to ensure that private property rights are considered in local decisionmaking. A local government may adopt its own property rights element or use the following statement of rights:

The following rights shall be considered in local decisionmaking:

1. The right of a property owner to physically possess and control his or her interests in the property, including easements, leases, or mineral rights.
2. The right of a property owner to use, maintain, develop, and improve his or her property for personal use or for the use of any other person, subject to state law and local ordinances.
3. The right of the property owner to privacy and to exclude others from the property to protect the owner's possessions and property.
4. The right of a property owner to dispose of his or her property through sale or gift.

2. Each local government must adopt a property rights element in its comprehensive plan by the earlier of the date of its adoption of its next proposed plan amendment that is initiated after July 1, 2021, or the date of the next scheduled evaluation and appraisal of its comprehensive plan pursuant to s. 163.3191. If a local government adopts its own property rights element, the element may not conflict with the statement of rights provided in subparagraph 1.

(7)(a) The Legislature finds that:

1. There are a number of rural agricultural industrial centers in the state that process, produce, or aid in the production or distribution of a variety of agriculturally based products, including, but not limited to, fruits, vegetables, timber, and other crops, and juices, paper, and building materials. Rural agricultural industrial centers have a significant amount of existing associated infrastructure that is used for processing, producing, or distributing agricultural products.

2. Such rural agricultural industrial centers are often located within or near communities in which the economy is largely dependent upon agriculture and agriculturally based products. The centers significantly enhance the economy of such communities. However, these agriculturally based communities are often socioeconomically challenged and designated as rural areas of opportunity. If such rural agricultural industrial centers are lost and not replaced with other job-creating enterprises, the agriculturally based communities will lose a substantial amount of their economies.

3. The state has a compelling interest in preserving the viability of agriculture and protecting rural agricultural communities and the state from the economic upheaval that would result from short-term or long-term adverse changes in the agricultural economy. To protect these communities and promote viable agriculture for the long term, it is essential to encourage and permit diversification of existing rural agricultural industrial centers by providing for jobs that are not solely dependent upon, but are compatible with and complement, existing agricultural industrial operations and to encourage the creation and expansion of industries that use agricultural products in innovative ways. However, the expansion and diversification of these existing centers must be accomplished in a manner that does not promote urban sprawl into surrounding agricultural and rural areas.

(b) As used in this subsection, the term “rural agricultural industrial center” means a developed parcel of land in an unincorporated area on which there exists an operating agricultural industrial facility or facilities that employ at least 200 full-time employees in the aggregate and process and prepare for transport a farm product, as defined in s. [163.3162](#), or any biomass material that could be used, directly or indirectly, for the production of fuel, renewable energy, bioenergy, or alternative fuel as defined by law. The center may also include land contiguous to the facility site which is not used for the cultivation of crops, but on which other existing activities essential to the operation of such facility or facilities are located or conducted. The parcel of land must be located within, or within 10 miles of, a rural area of opportunity.

(c)1. A landowner whose land is located within a rural agricultural industrial center may apply for an amendment to the local government comprehensive plan for the purpose of designating and expanding the existing agricultural industrial uses of facilities located within the center or expanding the existing center to include industrial uses or facilities that are not dependent upon but are compatible with agriculture and the existing uses and facilities. A local government comprehensive plan amendment under this paragraph must:

- a. Not increase the physical area of the existing rural agricultural industrial center by more than 50 percent or 320 acres, whichever is greater.
- b. Propose a project that would, upon completion, create at least 50 new full-time jobs.
- c. Demonstrate that sufficient infrastructure capacity exists or will be provided to support the expanded center at the level-of-service standards adopted in the local government comprehensive plan.
- d. Contain goals, objectives, and policies that will ensure that any adverse environmental impacts of the expanded center will be adequately addressed and mitigation implemented or demonstrate that the local government comprehensive plan contains such provisions.

2. Within 6 months after receiving an application as provided in this paragraph, the local government shall transmit the application to the state land planning agency for review pursuant to this chapter together with any needed amendments to the applicable sections of its comprehensive plan to include goals, objectives, and policies that provide for the expansion of rural agricultural industrial centers and discourage urban sprawl in the surrounding areas. Such goals, objectives, and policies must promote and be consistent with the findings in this subsection. An amendment that meets the requirements of this subsection is presumed not to be urban sprawl as defined in s. [163.3164](#) and shall be considered within 90 days after any review required by the state land planning agency if required by s. [163.3184](#). This presumption may be rebutted by a preponderance of the evidence.

(d) This subsection does not apply to an optional sector plan adopted pursuant to s. [163.3245](#), a rural land stewardship area designated pursuant to s. [163.3248](#), or any comprehensive plan amendment that includes an inland port terminal or affiliated port development.

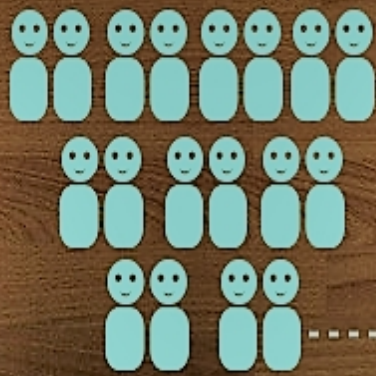
(e) This subsection does not confer the status of rural area of opportunity, or any of the rights or benefits derived from such status, on any land area not otherwise designated as such pursuant to s. [288.0656\(7\)](#).

History.—s. 7, ch. 75-257; s. 1, ch. 77-174; s. 1, ch. 80-154; s. 6, ch. 83-308; s. 1, ch. 85-42; s. 6, ch. 85-55; s. 1, ch. 85-309; s. 7, ch. 86-191; s. 5, ch. 92-129; s. 6, ch. 93-206; s. 898, ch. 95-147; s. 3, ch. 95-257; s. 4, ch. 95-322; s. 10, ch. 95-341; s. 10, ch. 96-320; s. 24, ch. 96-410; s. 2, ch. 96-416; s. 2, ch. 98-146; s. 4, ch. 98-176; s. 4, ch. 98-258; s. 90, ch. 99-251; s. 3, ch. 99-378; s. 40, ch. 2001-201; s. 64, ch. 2001-279; s. 24, ch. 2002-1; s. 58, ch. 2002-20; s. 70, ch. 2002-295; s. 2, ch. 2002-296; s. 904, ch. 2002-387; s. 61, ch. 2003-286; s. 2, ch. 2004-230; s. 4, ch. 2004-372; s. 2, ch. 2004-381; s. 2, ch. 2005-36; s. 1, ch. 2005-157; s. 2, ch. 2005-290; s. 10, ch. 2005-291; s. 2, ch. 2006-220; s. 57, ch. 2007-196; s. 1, ch. 2007-198; s. 2, ch. 2007-204; s. 2, ch. 2008-191; s. 10, ch. 2009-21; s. 3, ch. 2009-85; s. 3, ch. 2009-96; s. 1, ch. 2009-154; s. 43, ch. 2010-102; s. 2, ch. 2010-182; s. 4, ch. 2010-205; s. 3, ch. 2011-14; s. 12, ch. 2011-139; s. 3, ch. 2011-189; s. 4, ch. 2012-99; s. 24, ch. 2014-218; s. 2, ch. 2015-30; s. 13, ch. 2016-10; s. 31, ch. 2019-3; s. 2, ch. 2021-195.

YOUR COMMUNITY'S VISION

The Fernandina Beach Comprehensive Plan

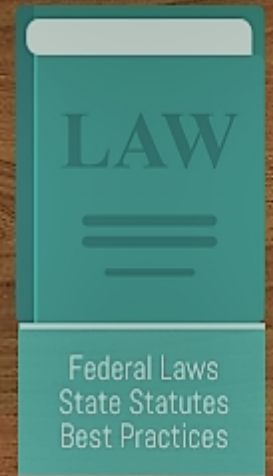
How is the future of our City shaped?



Citizens/ Public



CITY COMMISSION



Planning & Conservation Department

Comprehensive Plan (Policy)

Land Development Code (Resulting Regulations)

- Defines Zoning Districts
- Provides Site Design Standards
- Sets Criteria for Building Placement
- Outlines Processes & Procedures
- Determines Board Requirements

5- Year Capital Improvements Program (Infrastructure Funding)

ANNUAL BUDGET

(Operational Funding)

Goal Driven

Sustainable

SMART GROWTH

Efficient

Proactive

Balances Resources with Economic Development

Provides Accountability

Creates Safe and Vibrant Communities

EXISTING POLICY	STATUS	PROPOSED REVISIONS/ IMPLEMENTATION STRATEGIES
<u>Policy 1.01.06.</u> By December 2013, the City shall develop solar, wind and alternative energy technology design guidelines for new development and redevelopment that address such items as energy efficiency, urban forestry, street and passageway alignments, landscaping, setbacks, building orientation, and relationship to water bodies. Guidelines shall be utilized in all site plan reviews by the City's planning, building, engineering, utilities, police, and streets maintenance departments.		By December 2013, the City shall <u>must</u> develop solar, wind and alternative energy technology design guidelines for new development and redevelopment that address such items as energy efficiency, urban forestry, street and passageway alignments, landscaping, setbacks, building orientation, and relationship to water bodies. ... <i>Complete LDC Revision with focus on developing guidelines to fully implement policy.</i>
<u>Policy 2.01.01.</u> The City shall create a Mobility Plan and begin to implement mobility strategies by December 2012. The Mobility Plan shall periodically be evaluated and revised or updated as necessary.		The City shall <u>must</u> create a Mobility Plan and begin to implement mobility strategies by December 2012. The Mobility Plan shall <u>must</u> periodically be evaluated and revised or updated as necessary. <i>Abandon Policy OR Fund revisions to draft Mobility Study with evaluation of alternative revenue generation to support infrastructure needs OR Adopt by reference Nassau County Mobility Plan.</i>
<u>Policy 2.01.03.</u> The City shall develop polices which strive to reduce its per capita Vehicle Miles Traveled (VMT) by 20% by 2030, consistent with the goals of the Federal Transportation Policy and Planning Act of 2009. As part of the City's Mobility Plan, a baseline for the City's VMT shall be developed by December 2012 in order to determine the progress of this goal.		The City shall <u>must</u> develop polices which strive to reduce its per capita Vehicle Miles Traveled (VMT) by 20% by 2030, consistent with the goals of the Federal Transportation Policy and Planning Act of 2009. As part of the City's Mobility Plan, a baseline for the City's VMT shall <u>must</u> be developed by December 2012 in order to determine the progress of this goal. <i>Abandon policy OR Establish Baseline and strategies as part of revisions to draft Mobility Study and transportation planning needs.</i>
<u>Policy 2.01.05.</u> The following multi-modal performance measures shall be met by December 2030: Establish or form a partnership to provide a		<i>Status Update:</i> • <i>Partnership with Nassau Transit formed to provide community trolley route, street;</i>

EXISTING POLICY	STATUS	PROPOSED REVISIONS/ IMPLEMENTATION STRATEGIES
community transit system based on the results of a 2012 Community Transit Feasibility assessment; construct sidewalks on both sides of the street or shared use pathways on at least one side of the street with a sidewalk on the other side along streets within a ½ mile of schools, parks and civic operations within the City; provide for safe pedestrian crossings with crosswalks, pedestrian-activated signals, median refuges, bulb-out, and other necessary features along arterial and collector roadways within the City; develop a cohesive signage scheme for the City's future transit system, trails, downtown circulation, parks, parking areas and beach access locations. Provide pedestrian and bicycle access and supportive bike facilities at all municipal buildings and encourage their creation at private facilities where appropriate.		• Sidewalk assessment completed in 2019 (fund improvements and maintenance of streets and sidewalks); • Continue to evaluate shared use paths, seek grant resources and dedicate funding through CIP and annual budgeting process; • Signage for transit has been coordinated with Nassau Transit; • Bike racks have been provided downtown and at City Hall; and • LDC requires installation of bike racks as part of all new and redevelopment projects and further encourages creative design in an effort to address the comments provided by the City's Bicycle friendly status.
<u>Policy 2.05.01.</u> By December 2012, the City shall revise its Land Development Code to ensure consistency with the policies contained in this Plan. Development review procedures will be revised to ensure predictable valuation criteria for assessing site plan design. The highest priority standards will be required, while other secondary standards will be more flexible, allowing trade-offs when meeting these standards. These procedures will include flexibility for applicants to substitute offsite multi-modal mitigation in-lieu of meeting on-site design criteria in circumstances where site constraints preclude an applicant's ability to reasonably meet all design criteria. The total required multi-modal mitigation will be proportionate to the size, location, and projected traffic impact of the project.		By December 2012, the City shall <u>must</u> revise its Land Development Code to ensure consistency with the policies contained in this Plan.(...) <i>Abandon policy OR Establish measures for full implementation</i> <i>*Transportation Planning/ Engineering support is needed.</i>
<u>Policy 2.05.05.</u> The City shall amend the Land Development Code to incorporate and implement a VMT-based mobility fee following the creation of its 2012 Mobility Plan. The City shall work with the NEFRC to implement the Florida Standard Urban Transportation Model Structure (FSUTMS) as powered by Cube Voyager from Citilabs or other acceptable methodology will be used to produce average VMT to calculate the fee per VMT for the horizon year of 2030.		The City shall <u>must</u> amend the Land Development Code to incorporate and implement a VMT-based mobility fee following the creation of its 2012 Mobility Plan. The City shall <u>must</u> work with the NEFRC to implement the Florida Standard Urban Transportation Model Structure (FSUTMS) as powered by Cube Voyager from Citilabs or other acceptable

EXISTING POLICY	STATUS	PROPOSED REVISIONS/ IMPLEMENTATION STRATEGIES
		methodology will be used to produce average VMT to calculate the fee per VMT for the horizon year of 2030. <i>Abandon policy OR Establish measures for full implementation *Transportation Planning/ Engineering support is needed.</i>
<u>Policy 2.05.13.</u> The City shall continue to use general funds, transportation funds, special assessments, federal and state funds and other revenue sources, as available, to fund multi-modal transportation improvements in the City. By December 2013, the City shall define additional dedicated funding sources to finance the cost of proposed transportation and general liability improvements.		The City shall <u>must</u> continue to use general funds, transportation funds, special assessments, federal and state funds and other revenue sources, as available, to fund multi-modal transportation improvements in the City. By December 2013, †The City shall <u>must</u> define additional dedicated funding sources to finance the cost of proposed transportation and general liability improvements. <i>Abandon policy OR Establish measures for full implementation *Transportation Planning/ Engineering support is needed.</i>
<u>Policy 2.08.04.</u> By December 2012, the City shall develop and utilize a Future Multi-modal Transportation Circulation Map to assure the continuity of the multi-modal transportation system, determine additional lane needs on the City's roadway facilities, provide for sidewalk and bicycle connectivity, assist in the creation of a community transit or trolley service and to identify facilities that have important residential neighborhood and/or historic characteristics. The Multi-modal Transportation Circulation Map shall protect future corridors and rights-of-way from permanent encroachment and ensure availability consistent with the Future Land Use Map (FLUM).		By December 2012, †The City shall <u>must</u> develop and utilize a Future Multi-modal Transportation Circulation Map to assure the continuity of the multi-modal transportation system, determine additional lane needs on the City's roadway facilities, provide for sidewalk and bicycle connectivity, assist in the creation of a community transit or trolley service and to identify facilities that have important residential neighborhood and/or historic characteristics.(...) <i>Abandon policy OR Establish measures for full implementation *Transportation Planning/ Engineering support is needed.</i>
<u>Policy 2.10.01.</u> The City shall encourage the safe movement of bicycles and other non-motorized vehicular transportation through the establishment and maintenance of bicycle paths or multi-use greenways within the community. These facilities shall be consistent with the First Coast Regional Greenways and Trails Plan. A Sidewalk Master Plan developed with appropriate consideration of the "Safe Routes to		...and a Bicycle and Pedestrian Circulation Study, are to be completed by December 2012. Change Shall to <u>Must</u> <i>In partnership with Nassau County and the North Florida Transportation Organization, City completed a Bicycle and Pedestrian Study in 2016.</i>

EXISTING POLICY	STATUS	PROPOSED REVISIONS/ IMPLEMENTATION STRATEGIES
School” program, and a Bicycle and Pedestrian Circulation Study are to be completed by December 2012.		
<u>Policy 2.10.03.</u> The City shall conduct a bicycle and pedestrian facilities and circulation assessment and develop a Bicycle and Pedestrian Master Plan by December 2012. The Bicycle and Pedestrian Master Plan shall be developed with consideration of the North Florida TPO trail plans, the Safe Routes to School program and the Amelia Island Trails recommended network.		The City shall conduct a bicycle and pedestrian facilities and circulation assessment and develop a Bicycle and Pedestrian Master Plan by December 2012. The Bicycle and Pedestrian Master Plan <u>shall must</u> be developed coordinated with consideration of the North Florida TPO trail plans, the Safe Routes to School program and the Amelia Island Trails recommended network.
<u>Policy 2.10.05.</u> Bicycle and pedestrian facilities and features shall be added on all roadway corridors that are being milled or resurfaced, where sufficient right-of-way exists, in order to accommodate and promote bicycle and pedestrian use. This shall include provision of paved shoulders and sidewalks on roadway segments identified as part of a bicycle route network. Where applicable, any unfunded gaps in the sidewalk coverage as indicated in the 2012 Bicycle and Pedestrian Master Plan that are adjacent to or part of a proposed new development or redevelopment project will be subject to the City’s mobility fee.		<u>Policy 2.10.05.</u> Bicycle and pedestrian facilities and features shall <u>must</u> be added on all roadway corridors that are being milled or resurfaced, where sufficient right-of-way exists, in order to accommodate and promote bicycle and pedestrian use. This shall may include provision of paved shoulders and sidewalks on roadway segments identified as part of a bicycle route network. Where applicable, any unfunded gaps in the sidewalk coverage as indicated in the 2012 Bicycle and Pedestrian Master Plan that are adjacent to or part of a proposed new development or redevelopment project will be subject to the City’s <u>County’s</u> mobility fee <u>or any City based fee as may be established.</u> <i>The City maintains policies which require creation of sidewalks on City rights-of-way for new development. Newly established sidewalks provided by the City of Fernandina Beach are prioritized and allocated through the annual budget process or as grant funding becomes available.</i>
<u>Policy 2.16.09.</u> The City shall coordinate and provide limited administrative support to the Ocean & Highway Port Authority as it works to update the Port Element by December 2013. The updated Port Element may require amendments to the Multi-modal Transportation Element in order to be		<u>Policy 2.16.09.</u> The City shall <u>must</u> coordinate and provide limited administrative support to the Ocean & Highway Port Authority as it works to update the Port Element by December 2013. The updated Port Element may require amendments to the Multi-

EXISTING POLICY	STATUS	PROPOSED REVISIONS/ IMPLEMENTATION STRATEGIES
fully integrated with this Plan. The City shall review all plans or proposals for expansion of the port, in order to ensure that the roadway network meets the need for safe and efficient access to the port.		modal Transportation Element in order to be fully integrated with this Plan. The City shall <u>must</u> review all plans or proposals for expansion of the port, in order to ensure that the roadway network meets the need for safe and efficient access to the port. <i>Attempts were made to provide support in updating the Port Element. At this time, the Port Element remains unchanged and outdated.</i>
<u>Policy 3.01.01.</u> The City shall perform a housing needs assessment by December 2013. Information contained in the assessment should include, but not be limited to, information regarding housing trends; the number, type and condition of existing housing units; identification of substandard housing units; the number and types of housing units needed in the future for all income ranges based on growth projections; and shortages and/or deficiencies in the existing housing stock. The housing needs assessment should be updated a minimum of every five (5) years.		The City shall <u>must</u> perform <u>maintain</u> a housing needs assessment by December 2013.(...) <i>The housing needs assessment was completed as a partnership with Nassau County in 2018.</i>
<u>Policy 4.03.05.</u> By December 2013, the City shall evaluate the feasibility of a reclaimed water program for uses, such as irrigation, that do not require potable water. When a reclaimed water program is determined to be feasible, the City shall establish a reclaimed water program. The City will expand the availability of reclaimed water as the City determines it is economically feasible and practical to expand the program.		<u>Policy 4.03.05.</u> By December 2013, the City shall <u>must</u> evaluate the feasibility of a reclaimed water program for uses, such as irrigation, that do not require potable water. When a reclaimed water program is determined to be feasible, the City shall establish a reclaimed water program. The City will expand the availability of reclaimed water as the City determines it is economically feasible and practical to expand the program. <i>The City continues to evaluate the feasibility of a reclaimed water program for irrigation At this time, it is not financially feasible.</i>
<u>Policy 4.03.09.</u> By December 2012, the City shall provide standards, adopt best management practices and develop land development regulations that reduce impervious areas and support low impact development (LID)		<u>Policy 4.03.09.</u> By December 2012, the City shall provide standards, adopt best management practices and develop land development regulations that reduce impervious areas and support low

EXISTING POLICY	STATUS	PROPOSED REVISIONS/ IMPLEMENTATION STRATEGIES
measures on both City projects and private development in order to mitigate the effect of impervious surfaces and stormwater pollutants on increased runoff volumes. LID design measures may include, but are not limited to, bio-retention areas, porous pavement, roof gardens, rainwater/stormwater recycling, bioswales, etc.		impact development (LID) measures on both City projects and private development in order to mitigate the effect of impervious surfaces and stormwater pollutants on increased runoff volumes. LID design measures may include, but are not limited to, bio-retention areas, porous pavement, roof gardens, rainwater/stormwater recycling, bioswales, etc. <i>Recommendation from staff is to remove the policy statement from the groundwater objective and retain policy direction provided in the stormwater objective 4.05 in revised policy 4.05.10. Renumbering remaining policies which follow. Portions pertaining to revised land development standards have been implemented, the City has staffed a Stormwater Department, revised its Stormwater Master Plan, and initiated draft documents to fulfill design measures and guidelines for low impact development (LID) on residential infill properties.</i>
<u>Policy 4.04.02.</u> The City shall prepare a waste management plan to identify specific recycling targets and waste reduction goals by December 2013.	UNSURE	<u>Policy 4.04.02.</u> The City shall <u>must</u> prepare <u>maintain</u> a waste management plan to identify <u>achieve</u> specific recycling targets and waste reduction goals by December 2013. <i>As part of its waste management contract with Advanced Disposal, the City established recycling targets and waste reduction goals in ____.</i>
<u>Policy 4.04.08.</u> The City shall develop guidelines and/or policies for the procurement of sustainably sourced products including but not limited to, products made with recycled material, by December 2013.		<u>Policy 4.04.08.</u> The City shall <u>must</u> develop <u>maintain</u> guidelines and/or policies for the procurement of sustainably sourced products including but not limited to, products made with recycled material, by December 2013. <i>The City established revised purchasing policies as part of its Sustainable Fernandina subcommittee in the Fall of 2013.</i>
<u>Policy 4.05.10.</u>		<u>Policy 4.05.10.</u>

EXISTING POLICY	STATUS	PROPOSED REVISIONS/ IMPLEMENTATION STRATEGIES
By December 2012, the City shall provide design standards for low impact design (LID) measures to mitigate the effect of impervious surfaces and stormwater pollutants on increased runoff volumes.		By December 2012, The City shall <u>must</u> provide design standards for low impact design (LID) measures to mitigate the effect of impervious surfaces and stormwater pollutants on increased runoff volumes <u>through the adoption of best management practices and develop land development regulations that reduce impervious areas and support low impact development (LID) measures on both City projects and private development in order to mitigate the effect of impervious surfaces and stormwater pollutants on increased runoff volumes. LID design measures may include, but are not limited to, bio-retention areas, porous pavement, roof gardens, rainwater/stormwater recycling, bioswales, etc.</u> <i>Portions pertaining to revised land development standards have been implemented, the City has staffed a Stormwater Department, revised its Stormwater Master Plan, and initiated draft documents to fulfill design measures and guidelines for low impact development (LID) on residential infill properties. The policy is almost fully implemented with the noted exception of a formal LID manual or document to provide guidance. At this time, the Stormwater Department has provided technical guidance for residential development and works with individual development sites to design LID into projects as may be appropriate.</i>
<u>Policy 4.06.04.</u> The FBFRD shall prepare and adopt a Fire Rescue Master Plan by December 2014.		<u>Policy 4.06.04.</u> The FBFRD shall <u>must</u> prepare and adopt <u>maintain</u> a Fire Rescue Master Plan by December 2014 <u>to support annual budget and capital improvement decision making.</u> <i>A Fire Rescue Master Plan was prepared by the City's Fire Chief. This document was submitted to the City Manager in 2018. At this time, the document has not been prepared for City Commission consideration.</i>
<u>Policy 4.09.05.</u>		<u>Policy 4.09.05.</u>

EXISTING POLICY	STATUS	PROPOSED REVISIONS/ IMPLEMENTATION STRATEGIES
The City shall seek to upgrade existing animal services facilities to be consistent with contemporary trends in animal shelter management. The City shall work with the third-party provider to partner on construction of a new facility by December 2016.		The City shall <u>must</u> seek to upgrade existing <u>maintain</u> animal services facilities to be <u>which are</u> consistent with contemporary trends in animal shelter management. The City shall work with the third-party provider to partner on construction of a new facility by December 2016. <i>The City successfully accomplished this policy in the Spring of 2016. CHECK DATE!</i>
<u>Policy 5.01.07.</u> The City shall determine a regular schedule for updating way-finding signage for all public access points by 2013.		<u>Policy 5.01.07.</u> The City shall <u>must</u> determine a regular schedule for updating way-finding signage for all public access points by 2013.
<u>Policy 5.02.02.</u> The City shall establish a dune management program by 2013, including developing and implementing standards for dune protection at public and private crossovers, and for dune stabilization and restoration projects. The dune management program will strictly limit excavation, destruction of native vegetation, and other activities which cumulatively or separately interfere with the normal transport of dune sediments or interfere with the natural protection afforded by natural beach dunes and dune systems.		<u>Policy 5.02.02.</u> The City shall <u>must</u> establish <u>maintain</u> a dune management program by 2013, including developing and implementing standards for dune protection at public and private crossovers, and for dune stabilization and restoration projects. The dune management program will strictly limit excavation, destruction of native vegetation, and other activities which cumulatively or separately interfere with the normal transport of dune sediments or interfere with the natural protection afforded by natural beach dunes and dune systems. <i>Policy implemented by Resolution 2020-__ to adopt the US Army Corps of Engineers study dated 2019.</i>
<u>Policy 5.03.08.</u> The City shall coordinate coastal area population densities with hurricane evacuation plans. The City shall enforce land development regulations which ensure that land use decisions impacting population density within the Level A evacuation zone, as delineated in the 2010 Northeast Florida Regional Hurricane Evacuation Study, and the		Completed. Policy should remain in place for compliance with F.S. direction of population densities.

EXISTING POLICY	STATUS	PROPOSED REVISIONS/ IMPLEMENTATION STRATEGIES
category 1 and 2 storm surge inundation zones are coordinated with the County's hurricane evacuation plan and applicable regional or State hurricane evacuation study.		
<u>Policy 5.04.01.</u> The City shall designate Coastal High Hazard Areas (CHHA) on the Future Land Use Map (FLUM) series and ensure the criteria for mitigation found in a coastal high-hazard area is met, as defined in F.S. 163.3178(9). The CHHA is the area below the elevation of the Category 1 storm surge line as established by a Sea, Lake, and Overland Surges from Hurricanes (SLOSH) computerized storm surge model and as mapped in the Storm Tide Atlas 2011 as part of the Regional Evacuation Study.		Completed. Policy should remain in place for compliance with F.S. direction of population densities.
<u>Policy 5.11.02.</u> By 2014, the City shall complete the street tree inventory for the remainder of City limits not covered under the 2009 Street Tree Management Plan.		<u>Policy 5.11.02.</u> By 2014, the City shall complete <u>will maintain and expand its existing</u> the street tree inventory, for the remainder of City limits not covered under the 2009 Street Tree Management Plan. <i>Item completed in 2017. It is anticipated that the City will be able to obtain an annually updated canopy coverage analysis utilizing the Nassau County Property Appraiser Interlocal Agreement for GIS services. Additionally, the City will continue to seek grant funding to update the City tree inventory on a 5-10 year rotation schedule through the USDA Urban Forestry program.</i>
<u>Policy 5.13.01.</u> The City shall develop and begin to implement an energy conservation plan by 2014.		<i>In partnership with citizen volunteers, the City purchased software programs to support energy conservation measures for public facilities. Additionally, the City completes annual</i>

EXISTING POLICY	STATUS	PROPOSED REVISIONS/ IMPLEMENTATION STRATEGIES
		<i>maintenance audits to review for issues before problems are noted.</i>
<u>Policy 6.01.01.</u> Utilize the City's most current Parks and Recreation Master Plan as a guide for decision-making and planning. The Parks and Recreation Master Plan, prepared by Barth and Associates, dated April 2015, as may be amended from time to time, is incorporated by reference into the Comprehensive Plan.		<i>The City should consider amendments to the P&R Master Plan which better reflect the direction for improvements. At this time, the plan itself is not fully utilized as a guidance document for decision-making and capital planning efforts. Review and update of the P&R Masterplan should occur on 5-year intervals.</i>
<u>OBJECTIVE 6.07. BOATING AND WATERWAYS</u> The City shall include boating and waterways in parks and recreation planning efforts by 2017, in conjunction with the Parks and Recreation Master Plan.		<u>OBJECTIVE 6.07. BOATING AND WATERWAYS</u> The City shall must include boating and waterways in parks and recreation planning efforts by 2017, in conjunction with the Parks and Recreation Master Plan. <i>Evaluation prepared as part of 2016 Parks and Recreation Master Plan.</i>
<u>Policy 6.07.03.</u> The City shall conduct a boating needs assessment including motorized and non-motorized boating needs, including access points, parking, and other related facilities.		<i>Not completed as a formal independent document. Parts of this policy have been evaluated as tasks in grants reports and requirements and improvements have been made to facilities through this evaluation period. The City is generally aware of existing access points, parking, and boaters needs. This is a potential project for Marina Advisory Board to provide input and documentation to support needs.</i>
<u>Policy 8.06.02.</u> The City hereby incorporates by reference the School District's Five-Year Facilities Work Program for fiscal years 2010-2011 through 2014-15, adopted September 2010, that includes school capacity sufficient to meet anticipated student demands projected by the County and municipalities, in consultation with the School Board's projections of student enrollment, based on the adopted level of service standards for public schools.		<u>Policy 8.06.02.</u> The City hereby incorporates by reference the School District's Five-Year Facilities Work Program for fiscal years 2010-2011 <u>2020-2021 through 2014-15 2024-2025</u>, adopted September 2010 , 2020, that includes school capacity sufficient to meet anticipated student demands projected by the County and municipalities, in consultation with the School Board's projections of student enrollment, based on the adopted level of service standards for public schools.

EXISTING POLICY	STATUS	PROPOSED REVISIONS/ IMPLEMENTATION STRATEGIES
		<i>Update years to current fiscal years</i>
<u>Policy 8.07.02.</u> The following plans (and updates to these plans) shall be incorporated by reference as part of the Comprehensive Plan: Airport Master Plan (1990), Stormwater Master Plan (1998), Airport Layout Plan (1999), Waterfront Master Plan (2009), Historic Properties Survey (1985), Historic Properties Resurvey (2007), Street Tree Management Plan (2009), Nassau County Local Mitigation Strategy 2009- 2010, Nassau County Post Disaster Redevelopment Plan (2009), and Reconnaissance Level Architectural Survey (2011). Capital improvement needs that have been identified in these plans, but not yet completed, shall be included in both the five year and the twenty-year capital plans.		<i>Update Years based on recent adoption of planning documents</i>
<u>Policy 8.04.07.</u> The City shall adopt a twenty year capital improvement program that includes the five year capital improvement program as required by Section 163.3177, Florida Statutes.		No priority has been established to complete this planning work. Strike the policy or complete the effort as directed by this policy.
<u>Policy 8.04.11.</u> The City shall establish minimum reserve levels for capital expenditures for each enterprise fund.		No priority has been established to complete this planning work. Strike the policy or complete the effort as directed by this policy.
<u>Policy 10.05.03.</u> The City hereby incorporates by reference the School District's Five-Year Facilities Work Program for fiscal years 2010-2011 through 2014-15, that includes school capacity sufficient to meet anticipated student demands projected by Nassau County and municipalities, in consultation with the School Board's projections of student enrollment, based on the adopted level of service standards for public schools.		<u>Policy 10.05.03.</u> The City hereby incorporates by reference the School District's Five-Year Facilities Work Program for fiscal years 2010-2011 <u>2020-2021</u> through 2014-15 <u>2024-2025</u>, that includes school capacity sufficient to meet anticipated student demands projected by Nassau County and municipalities, in consultation with the School Board's projections of student enrollment, based on the adopted level of service standards for public schools. <i>Update years to current time as required or eliminate policy to avoid annual updating.</i>
<u>Policy 11.02.01.</u>		<u>Policy 11.02.01.</u>

EXISTING POLICY	STATUS	PROPOSED REVISIONS/ IMPLEMENTATION STRATEGIES
The City shall, by December 2012, initiate a survey project to identify and model areas of potential archaeological and paleontological significance within Fernandina Beach. If feasible, the survey shall include submerged cultural resources. The City will pursue grant funding to assist in conducting the survey. Information from the survey shall be included and maintained in the City's GIS mapping system.		The City shall, by December 2012, initiate a survey project to identify and model areas of potential archaeological and paleontological significance within Fernandina Beach. If feasible, the survey shall include submerged cultural resources. The City will pursue grant funding to assist in conducting the survey. Information from the survey shall be included and maintained in the City's GIS mapping system. <i>Re-number the policies which follow.</i> <i>This was completed in 2014. The City is working with Nassau County Property Appraiser's website to display data through an interactive dashboard.</i>
<u>Policy 11.08.02.</u> The City shall use the 2011 Reconnaissance-level Architectural Survey of the City Limits to identify non-designated historic structures and neighborhoods within the City, and shall evaluate strategies for encouraging revitalization of these structures and neighborhoods in a manner that is consistent with their original development.		Implementation has occurred through consideration of context sensitive setbacks and adjustments to accessory structures. Recommendation to retain policy for future policy considerations which may better respect non-designated historic neighborhoods.

planning case studies

infill & redevelopment



DIVISION OF COMMUNITY DEVELOPMENT
DRAFT #4 – JANUARY 14, 2013

Acknowledgments

The Division of Community Development wishes to thank the following agencies for their assistance in providing information utilized in "*Planning Case Studies: Infill and Redevelopment*":

- ✓ South Florida Regional Planning Council
- ✓ Altamonte Springs Growth Management Department
- ✓ Broward County Planning and Redevelopment Department
- ✓ Fernandina Beach Planning Department
- ✓ Gainesville Planning Department
- ✓ Jupiter Planning Department
- ✓ Miami-Dade County Department of Regulatory and Economic Resources
- ✓ Orange County Planning and Development Department
- ✓ Orlando Economic Development Department
- ✓ Palm Beach County Department of Planning, Zoning & Building
- ✓ Pensacola Planning Services Division
- ✓ Sarasota Planning, Development and Zoning Division
- ✓ St. Petersburg Planning & Economic Development Department



DIVISION OF COMMUNITY DEVELOPMENT

Introduction

This report is entitled “*Planning Case Studies: Infill and Redevelopment*”. It explores a variety of tools used by local governments in Florida to encourage new growth as infill development or redevelopment. Generally, infill development occurs on vacant parcels in otherwise built-up areas where public facilities are already in place. In contrast, redevelopment involves the demolition and reconstruction or substantial renovation of existing buildings.

The report provides a snapshot of planning techniques used by twelve counties and cities from throughout the State, ranging from Pensacola in the northwest to Miami-Dade County in the south. This report does not seek to document every facet of a local government’s infill and redevelopment strategy. Instead, its goal is to highlight key elements of that strategy so that they might be more readily applied in other jurisdictions, as may be deemed appropriate by local elected officials.

The surveyed local governments include Altamonte Springs, Broward County, Fernandina Beach, Gainesville, Jupiter, Miami-Dade County, Orange County, Orlando, Palm Beach County, Pensacola, Sarasota, and St. Petersburg.

The report includes four sections, as follows:

- ✓ It explains how this topic is currently addressed in the Florida Statutes (2012).
- ✓ The challenges inherent in infill and redevelopment projects are identified.

Local governments must overcome a variety of obstacles to achieve success, including undersized or obsolete infrastructure, neighborhood opposition, lack of financing, multiple parcel ownership, and difficulties in assembling a sufficient number of adjacent lots.

- ✓ Seven specific tools are identified that are currently used by local governments to encourage infill and redevelopment, and to overcome the challenges identified in Section 2. These techniques are practical, transferrable tools that can be applied in any community. This toolbox of planning ideas highlights best practices throughout the State, with the hope that they may be of benefit to other local governments.
- ✓ Five case studies are offered which explore the infill and redevelopment experiences of local governments with an established record of success.

There is no “one size fits all” approach to implementing infill and redevelopment. However, local governments appear to be drawn to it for six reasons. First, infill and redevelopment supports smart growth, which emphasizes quality of life issues like walkability, mixed uses, and urban design. Second, infill and redevelopment strengthens existing neighborhoods and engages neighbors in their communities. Third, cities and counties do not have an unlimited supply of vacant, developable land. Well designed infill and redevelopment helps to meet Florida’s

future housing needs. Fourth, infill and redevelopment supports the economy through new construction, but also by creating unique places that invite additional private investment. Fifth, in contrast to urban sprawl, infill and redevelopment allows local governments to provide public infrastructure which is more affordable, efficient, and effective. Sixth, infill and redevelopment helps to heal blighted conditions by replacing urban decay with new construction.

Section 1: Florida Statutes

The Florida Statutes recognize that infill and redevelopment are important because they support good planning and facilitate economic development. The pertinent citations from Chapter 163, Part II, F.S. (2012), are as follows:

- ✓ Section 163.2511(2), F.S. – It notes that strong urban centers benefit regional and state economies, that State policy should guide the preservation and redevelopment of existing urban cores, that infill and redevelopment are useful mechanisms for promoting urban cores, and that infill and redevelopment should be encouraged through incentives.
- ✓ Section 163.2514(2), F.S. – It defines the term “Urban Infill and Redevelopment Area”.
- ✓ Section 163.2517, F.S. – It authorizes local governments to create urban infill and redevelopment areas to target economic development, job creation, housing, transportation, crime prevention, neighborhood revitalization and preservation, and land use incentives to encourage urban infill and redevelopment. Urban infill and redevelopment areas must be based on a written plan and a neighborhood participation process.
- ✓ Section 163.2520, F.S. – It allows local governments with adopted urban infill and redevelopment plans to issue revenue bonds and employ tax increment financing to finance the implementation of the plan. Also, such local governments may utilize community redevelopment neighborhood improvement districts, with the authority to levy special assessments. Finally, areas designated as urban infill and redevelopment areas are given a priority in the allocation of private activity bonds from the state pool.
- ✓ Section 163.3164(48) and (49), F.S. – Urban Infill is defined as “The development of vacant parcels in otherwise built-up areas where public facilities... are already in place...” Urban Redevelopment is defined as “Demolition and reconstruction or substantial renovation of existing buildings or infrastructure...”
- ✓ Section 163.3177(6)(a)2.e, F.S. – Each local government's Future Land Use Element must address the need for redevelopment.
- ✓ Section 163.3177(6)(a)9.a(X), F.S. – It notes that one of the “primary indicators” of urban sprawl is if a project “Discourages or inhibits infill development or the redevelopment of existing neighborhoods and communities.”
- ✓ Section 163.3177(2)(b) and (d), F.S. – Public school interlocal agreements must include a process to share information regarding local government plans for redevelopment. They must also include a process for determining the need for and timing of improvements to support redevelopment of existing schools.
- ✓ Section 163.3180(5)(e) and (f), F.S. – Local governments are encouraged to

consider the following: a.) Transportation concurrency's potential negative impacts on future infill and redevelopment; and b.) Exempting or discounting impacts of redevelopment from transportation concurrency.

- ✓ Section 163.3246(2)(e), F.S. – To be eligible for the Local Government Comprehensive Planning Certification program, a local government must demonstrate that it has adopted programs which promote infill and redevelopment.

Section 2: The Challenges

Infill and redevelopment is not easy. Such projects are surrounded by existing residents and businesses. Infill and redevelopment sites are part of an existing urban fabric, with neighbors that have a sense of their community's history and expectations about its future. Local governments and developers face a variety of challenges on the path to successful infill and redevelopment, including the following:

- ✓ Identifying Opportunities – Each potential site has numerous variables which will determine the chance of success, ranging from the availability of infrastructure to the permitted land uses. Local governments can improve the odds for successful infill and redevelopment by creating an inventory of potential sites.
- ✓ Neighborhood Opposition – The site may be a vacant eyesore, or it might be an older building in a state of disrepair. However, an infill or redevelopment project does not occur in a vacuum. Surrounding residents and businesses will likely have strong opinions about what is acceptable on the site. Their feedback must be given thoughtful consideration.
- ✓ Infrastructure – Given that the candidate site is part of an existing

urban area, infrastructure will likely be older or even obsolete. Moreover, the higher densities and intensities that are typically required for successful infill and redevelopment may also cause the existing infrastructure to be undersized.

- ✓ Lot Assembly and Ownership – Infill and redevelopment sites typically include multiple lots with more than one owner. A successful project will have to assemble the necessary lots into single ownership.
- ✓ Financing – Due to the challenges described above, along with the current financial crisis, financing an infill and redevelopment project can be difficult. The project could be made more financially viable through public-private partnerships that attempt to lessen these challenges.
- ✓ Land Use Restrictions – An infill and redevelopment project might not be feasible if the local government's comprehensive plan and land development regulations do not offer sufficient flexibility. As explained in Section 3 below, many local governments offer flexible use, density, intensity, parking, height, landscaping, stormwater, or setback standards to encourage infill and redevelopment.
- ✓ Review Process – Local governments have also created expedited or streamlined review processes to increase the odds of successful infill and redevelopment.

Section 3: The Toolbox

The survey of the local governments noted earlier identified seven tools that are part of their comprehensive infill and redevelopment strategy. The Future Land Use Element (FLUE) of each local government contains goals, objectives, and policies (GOPs) which define the role of

each tool. This section outlines how the FLUE lays the groundwork for each tool, which is then implemented through the land development code or other means. A list of sample GOPs follows the discussion of each tool. Attachment 1 provides links to the Future Land Use Element at each local government's website. Please refer to the link to review the text of the referenced GOPs.

3.1 Location

The surveyed local governments focus their infill and redevelopment efforts on a specific geographic area within their jurisdictions. How the area is chosen varies widely, but can be broadly grouped into the following four categories:

- ✓ Several local governments utilize planning areas defined by the Florida Statutes, such as Urban Infill and Redevelopment Areas (Section 163.2517, F.S.) or Community Redevelopment Areas (Section 163.340(10), F.S.).
- ✓ Other local governments create FLUM designations or districts designed to encourage infill and redevelopment. For example, Gainesville's Urban Village is designed to encourage redevelopment in the vicinity of the University of Florida campus. Similar efforts can also be found in Jupiter's Mixed Use designation, Pensacola's Redevelopment District, St. Petersburg's Community Redevelopment District, Miami-Dade County's Urban Centers, and Altamonte Springs' Activity Centers.
- ✓ Some local governments have engaged in infill and redevelopment in response to evolving trends. For example, the closure of the Naval Training Center in Orlando created an opportunity for the City to redevelop the site as Baldwin Park, a successful mixed use Traditional Neighborhood Development.

- ✓ Local governments can also build their infill and redevelopment strategy by identifying areas which present the ripest opportunities for infill and redevelopment. For example, a local government could conduct an assessment of vacant land and the associated likelihood of its successful redevelopment. Orange County has taken this approach with its Infill Master Plan.

Sample FLUE Policies (Location):

- Altamonte Springs – 1-1.2.1, 1-1.16.1
 - Fernandina Beach – 1.03.04
 - Gainesville – 2.1.1 to 2.1.3, 4.3.7
 - Jupiter – 1.3.8, 1.3.10 to 1.3.12, 1.9.12
 - Miami-Dade County – 7, 12, 12D, and page I-46
 - Orange County – 1.4.21, 2.1.1 to 2.1.3
 - Orlando – S.7.1, S.7.4, S.12.7, S.14.5, S.14.13, S.16.4, S.16.7
 - Palm Beach County – 1.2.1 to 1.2.3
 - Pensacola – 1.1.5, 1.2
 - Sarasota – 5.4, 6.1, 9
 - St. Petersburg – 3.1.E.4, 3.1F, 11, 13.1
-

3.2 Incentives

After defining the geographic area for infill and redevelopment, the next step is to identify possible incentives to attract development to the targeted area. The survey of twelve local governments identified a wide array of incentives in their FLUEs, including the following:

- ✓ Provide density and/or intensity bonuses;
- ✓ Create an expedited review process;
- ✓ Facilitate or take the lead in assembling land to better create infill opportunities; and
- ✓ Implement alternative development standards with flexible criteria, including the following:

- Types and mixing of uses;
- Height bonuses;
- Landscaping standards;
- Reduced or shared parking;
- Flexible level of service standards;
- Site design standards;
- Setback standards; and
- Apartments as an accessory use.

Sample FLUE Policies (Incentives):

- Altamonte Springs – 1-1.2.1, 1-1.2.16, 1-1.5.1, 1-1.5.5, 1-1.5.8, 1-1.7.4, 1-1.9.1
 - Fernandina Beach – 1.03.01, 1.03.04
 - Jupiter – 1.3.4.c, 1.3.23, 1.13, 1.13.2
 - Miami-Dade County – 9R, 12B, and pages I-31 and I-32.1
 - Orange County – 2.1, 2.1.1, 2.1.3, 2.1.4, 2.1.5, 2.2, 2.2.4, 2.2.5
 - Orlando – 1.3
 - Palm Beach County – 1.2.1 to 1.2.3, 2.2.1
 - Pensacola – 1.9.3
 - Sarasota – 2.9, 4.10, 4.14
-

3.3 Mixed Use

The survey suggests that the promotion of mixed use development is a prominent feature of local governments' infill and redevelopment efforts. However, it should be noted that mixed use is not always an essential component of infill and redevelopment. For example, the specific circumstances of a particular site could make a single use very appropriate for an infill or redevelopment project. Nevertheless, local governments appear to be taking advantage of the opportunity afforded by infill and redevelopment to promote mixed use projects.

The activities listed below create an environment in which mixed use development can flourish. Collectively, they paint a picture of an active, interconnected, mixed use, urban landscape. Local governments promoted mixed use development in their

comprehensive plans with GOPs that encourage the activities listed below.

- ✓ Ensures a strong residential component to allow residents to both live and work in the vicinity of the project;
- ✓ Increases residential densities and nonresidential intensities of use;
- ✓ Supports multi-modal transportation and pedestrian access;
- ✓ Seeks to reduce trip lengths;
- ✓ Provides interconnected streets;
- ✓ Promotes efficient use of public infrastructure;
- ✓ Encourages mixing of uses both horizontally and vertically;
- ✓ Advocates an urban experience with a range of choice and living options;
- ✓ Promotes a sense of community;
- ✓ Provides multiple housing types; and
- ✓ Encourages street level activity.

Sample FLUE Policies (Mixed Use):

- Broward County – 2.9, 2.9.1, 2.9.2
 - Gainesville – 1.3, 1.3.1 to 1.3.3
 - Jupiter – 1.9.12
 - Miami-Dade County – 7, 9P, 10A, pages I-46 and I-69
 - Orange – 1.1.5, 2, 2.2, 2.2.4, 2.2.8
 - Orlando – S.16.4
 - Palm Beach County – 1.2.2-b, d, e, k
 - Pensacola – 1.2.3
 - St. Petersburg – 3.1.E.4, 17B.2
-

3.4 Multi-Modal Transportation

The surveyed local governments encourage land use patterns that are supportive of multi-modal transportation. The underlying objective is to de-emphasize the role of the automobile, and to create viable, new transportation opportunities for transit, bicycling, and walking.

Multi-modal transportation and mixed use development are directed to the same goal of achieving a more urban, smart growth form of development. The local government GOPs indicate an interest in the following:

- ✓ Make public transportation viable through higher densities and intensities of use;
- ✓ Offer transportation choices;
- ✓ Create interconnections between different transportation modes;
- ✓ Promote an attractive and protected streetscape to encourage pedestrian activity;
- ✓ Provide support facilities such as bus shelters, bus turnout facilities, and bicycle storage facilities;
- ✓ Permit reduced or shared parking requirements; and
- ✓ Base new roads on a "Complete Streets" philosophy, which provides multimodal options and reduces cyclist and pedestrian barriers such as the following:
 - High speed, multi-lane roads;
 - Lack of protection between automobiles and other users; and
 - Lack of protected street crossings.

Sample FLUE Policies (Multi-Modal):

- Altamonte Springs – 1-1.9.1, 1-1.11.2
 - Broward County – 2.9.2
 - Gainesville – 2, 2.1, 4.3.7(a)(b)
 - Miami-Dade County – 1A, 7, 7D, page I-46
 - Orange – 1.1.5
 - Palm Beach County – 1.2.2-a, b, e
 - Sarasota – 9.4, 9.5
 - St. Petersburg – 3.1.E.4
-

3.5 Design Standards

If one of the goals of Infill and redevelopment is to eliminate blight with mixed use, multi-modal development, it is reasonable to set standards for what the new development should look like. Most of the surveyed local governments addressed this question with design standards that shared many of the features identified below.

- ✓ Mixed Uses
- ✓ Architecture
 - Promotes compact building design;
 - Requires articulated front facades;
 - Places buildings and front entrances close to the sidewalk;
 - Ensures that architecture supports regional traditions; and
 - Blends with the established scale and character of the surrounding neighborhood.
- ✓ Encourages use of LEED or similar green building standards
- ✓ Exterior Areas:
 - Preserves open space;
 - Creates and maintains low maintenance landscapes;
 - Promotes an attractive streetscape with appropriate street trees;

- Prohibits walled and/or gated communities;
- Incorporates Crime Prevention Through Environmental Design;
- Creates a distinct sense of identity along the pedestrian system; and
- Creates community focal points and the termination of vistas.

Sample FLUE Policies (Design Standards):

- Altamonte Springs – 1-1.12.2
 - Broward County – 2.9.1 to 2.9.5
 - Gainesville – 2.1.1 (a)(b), 4.3.7(a)
 - Jupiter – 1.9.12
 - Miami-Dade County – page I-46
 - Orange – 2.2.18
 - Orlando – 1.5.8, S.16.7
 - Palm Beach County – 1.2.2-e, 1.2.2-f, 4.3-o
 - Sarasota – 2.4, 9.7
-

3.6 Site Inventory

Many local governments that commit to an infill and redevelopment strategy also market the available properties within their jurisdictions using the following techniques:

- ✓ Identify potential infill and redevelopment sites and publish the list of those properties in an inventory.
- ✓ Identify key characteristics of each parcel in the inventory, including the following:
 - Appropriate land uses;
 - Densities and intensities;
 - The land development regulations which apply to the site;
 - Infrastructure availability;
 - Major site limitations;
 - Available public incentives; and
 - Economic factors, such as land values, land requirements, market area standards, and current development prototypes;

- ✓ Maintain and regularly update a land use capacity analysis which evaluates the local demand for and supply of residential and/or non-residential land.
- ✓ Develop an overall strategy for the development of the available sites which could include one or more of the following features:

- Code changes;
 - New incentive programs; or
 - Overlays or special districts.
-

Sample FLUE Policies (Site Inventory):

- Gainesville – 2.1.1 (c)
 - Jupiter – 1.13.1
 - Miami-Dade County – 5C, 5D, 11A, 11B, 12A
 - Orange – 1.1.2E, 1.1.5, 2.1.1 to 2.1.3
 - Palm Beach County – 2.1-c
-

3.7 Community

Successful infill and redevelopment must include the community and often cannot stop at a local government's boundaries. Accordingly, many of the surveyed local governments implement the following tools:

- ✓ Coordinate infill and redevelopment activities with those of adjacent local governments to ensure that such efforts are consistent with and complimentary to the strategies of neighboring jurisdictions; and
- ✓ Ensure citizen participation in infill and redevelopment projects by using charrettes, community meetings, and other public involvement techniques.

Sample FLUE Policies (Community):

- Broward – 2.3.3
 - Orange – 2.4
 - Orlando – 1.8.3
 - Palm Beach – 1.2.2-j, 4.2-b
-

3.8 Public Infrastructure

The final tool available to local governments to promote infill and redevelopment is their ability to choose where to locate infrastructure improvements or major public buildings. This tool was not discussed in the GOPs of the surveyed local governments, but it is one of the most powerful tools available to cities and counties.

For example, a local government's decision to build a park, add streetscaping, or provide mass transit service, is often the first domino that falls in a series of steps leading to successful infill and redevelopment. A city or county's decision to make an infrastructure investment can be a magnet attracting private sector investment in infill and redevelopment.

The decision of where to site a major public building can play a similar role. A government office, a sports arena, or a community center are significant public investments in a community that can spark even greater private sector activity if done thoughtfully with the other tools described above. Examples of such investments can be found throughout the State, from the American Airlines arena in Miami, to the Renaissance government office building in Tallahassee.

Section 4 – Local Case Studies

Many local governments throughout the State are actively engaged in promoting infill development and redevelopment. This section provides case studies that highlight the efforts of five Florida communities.

4.1 Urban Centers – Miami-Dade County

Over the last two decades, Miami-Dade County's Comprehensive Development Master Plan (CDMP) and zoning code have evolved with smart growth principles to achieve the following:

- ✓ Promote development with a vertically integrated mix of land uses;
- ✓ Support compact building design;
- ✓ Provide a range of housing opportunities;
- ✓ Facilitate transit-oriented development;
- ✓ Retrofit neighborhoods from auto to pedestrian-oriented developments; and
- ✓ Accommodate infill development.

A key component of the County's smart growth strategy is its urban centers. Urban Centers are designated on the County's Future Land Use Map, primarily along the County's premium transit corridors, and within redevelopment and infill areas (see Attachment 2). The Urban Centers are unique planning areas for three reasons. First, they are intended to be focal points for higher densities and intensities. Second, they are sited at key locations with access to transit. Third, the County is committed to upgrading the infrastructure to support infill and redevelopment.

Urban Centers are designed to achieve the goals noted below.

- ✓ Replace suburban sprawl with pedestrian-oriented, sustainable communities. These diversified urban centers are envisioned as moderate to high-intensity design-unified areas, with a full range of services, diversified housing, and a concentration of different urban functions integrated both horizontally and vertically. Urban Centers are characterized by an urban form that is physically cohesive, by direct accessibility to mass transit service, and by streets and buildings with a high quality urban design.

- ✓ Preserve the County's natural resources by redeveloping existing urban areas with higher densities and intensities.
- ✓ Support the CDMP's Urban Development Boundary, an urban growth line that delineates the urbanized portion of the County from the agricultural region and natural preserves.

The County's commitment to urban infill and redevelopment is also supported by the efforts of several municipalities within the Urban Infill Area, including Miami, Miami Beach, and Coral Gables. Their collective efforts are focused on achieving highly connected, compact urban areas containing quality pedestrian-oriented streets with a range of services and a diversified housing stock. A considerable amount of development in urban centers is already completed or well underway. As a result, the County's urban landscape is increasingly characterized by developments with higher densities and intensities, and vertically integrated land uses.

Emerging Urban Centers such as Naranja or Downtown Kendall (see Attachment 3) demonstrate the effectiveness of the County's urban center strategy. A map of the Naranja Urban Center in Attachment 4 depicts the transition of the maximum permitted height from 6 stories adjacent to an arterial roadway to 2 stories as the Urban Center begins to transition into the surrounding neighborhoods.

For further reading, the Future Land Use Element of the Miami-Dade County CDMP addresses Urban Centers at objective LU-7; at policies LU-1A, LU-7A, LU-8E, LU-8G, LU-9F, LU-9H, LU-9P, LU-9R, and LU-9T; and at pages I-46 through I-49.

4.2 Infill Master Plan – Orange County

Orange County projects its population to increase by almost 700,000 persons by 2030. The County's Infill Master Plan is designed to

help accommodate this growth within the existing urban service area by better utilizing vacant and underutilized parcels. The Infill Master Plan serves two purposes. First, it provides policy recommendations to guide the County in achieving infill and redevelopment. Second, it identifies candidate locations for infill and redevelopment projects.

Policy Recommendations

The Infill Master Plan's recommendations include six primary strategies, as follows:

- ✓ Develop infrastructure strategies that support infill;
- ✓ Adopt infill and redevelopment design guidelines;
- ✓ Administer a survey of owners of underutilized parcels (businesses only);
- ✓ Propose amendments to the Comprehensive Policy Plan, zoning ordinance, and land development regulations that encourage infill and redevelopment;
- ✓ Create an infill and redevelopment project certification program; and
- ✓ Establish an infill and redevelopment incentive program.

These recommendations are intended to lead to changes in the County's development regulations that will benefit infill and redevelopment projects located anywhere in the County. In addition to this Countywide approach, the Infill Master Plan also identifies five corridors with high potential for successful infill and redevelopment.

Candidate Locations

Parcels which are recommended as candidates for targeted infill and

redevelopment incentives are identified through the steps described below.

- ✓ Potential infill parcels were identified based on Department of Revenue use codes and building values, as follows: a.) Parcels smaller than 5,000 square feet were excluded; b.) Agricultural parcels were classified as vacant if the ratio of building value to land value was less than 1.0; c.) Non-agricultural parcels were defined to be vacant if the building value was less than \$10,000; and d.) Parcels in Planned Developments were excluded because they have specific development programs. The vacant parcels that met the above standards were then further narrowed by applying the following criteria: a.) Must be within the Urban Service Area; b.) Must not be within a Joint Planning Area; c.) Must be within ¼ mile of a major street; and d.) Must be within ¼ mile of a public bus route.
- ✓ Potential redevelopment parcels were identified based on the following criteria: a.) For residential parcels, the parcel size must be at least 2.5 times the minimum size required for the zoning district; b.) For non-residential parcels, the building value must equal half or less of the land value. The underutilized parcels that met the above standards were then further narrowed by removing buildings built after 1970.
- ✓ The County then identified eight initial infill and redevelopment areas, based on the geographic distribution of the parcels identified in steps 1 and 2 above.
- ✓ The eight areas identified in the previous step were then refined with the goal of creating a “cohesive grouping of parcels that appeared to have spatial relationships.” This analysis considered the following: a.) The proximity of the eight areas to the boundaries of key redevelopment districts was determined,

including community reinvestment areas, enterprise zones, and safe neighborhood improvement districts; b.) Due to the potential for neighborhood opposition, parcels were excluded if they were part of a large grouping of vacant or underutilized parcels within a residential subdivision; and c.) Due to the potential for future annexation, parcels were excluded if they were located within enclaves or pockets of unincorporated land. As a result of this process, the initial list of eight areas was refined to five targeted infill corridors.

4.3 State Road 7/U.S. 441 Collaborative

The State Road 7/U.S. 441 Collaborative (the Collaborative) was created in 2001 as a regional redevelopment partnership. The initial members included Broward County and many of the cities abutting the State Road 7/U.S. 441 corridor. Ex-officio membership was also extended to various State and regional agencies, such as the Florida Department of Transportation and the South Florida Regional Planning Council. The goal of the Collaborative is to be a catalyst for redevelopment along the State Road 7/U.S. 441 corridor. A map of the Corridor is provided in Attachment 5.

The scope of the Collaborative makes it a unique regional planning effort. As noted by the South Florida Regional Planning Council's report, “*10 Years Down the Road*”, the Collaborative “...is the representative for the longest and most inclusive corridor in the country, with 32 miles of roadway and 16 municipal jurisdictions.”

The development potential within the 32 miles that is addressed by the Collaborative is immense. The Urban Land Institute (ULI) issued an Advisory Services Panel Report concerning the State Road 7/U.S. 441 corridor in March 2004. The ULI report notes that, “To summarize the estimates for long-term development demand in the SR 7/U.S. 441 corridor: a total of 56.5 million square feet of added space will be needed to

accommodate the projected demand for urban uses by 2020; 99.3 million square feet will be needed by 2030." Although the economy entered the financial crisis of 2008, the sheer scale of this estimate indicates tremendous potential along the corridor. The Collaborative is an outstanding example of infill and redevelopment planning occurring through intergovernmental coordination. The timeline of this coordination is summarized below.

- ✓ 2001: The Collaborative was formed as a regional partnership.
- ✓ 2002: The Regional Plan Association and the Lincoln Land Institute analyzed the Corridor's redevelopment potential in "*The Sustainable Corridor Study*".
- ✓ 2003: The Federal Highway Administration provided a \$1.9 million grant to fund a Corridor Strategic Master Plan. The value of potential new development within the Corridor was estimated at over \$17 billion.
- ✓ 2003 to 2005: The local governments along the Corridor adopted community specific visions based on seven-day planning charrettes.
- ✓ 2005: The Collaborative and the Broward County Planning Council jointly created the Transit Oriented Corridor designation, which could be adopted by each local government on their Future Land Use Maps.

The Collaborative is rooted in the series of community based charrettes described above. The charrettes formed the basis for the Corridor Strategic Master Plan, which in turn led to the Transit Oriented Corridor Future Land Use Map designation. It is an "off the shelf" planning tool designed to be used by any of the local governments within the Collaborative to support and facilitate infill and redevelopment.

Obviously, the true test of success is the degree to which infill and redevelopment occur. A wide variety of public improvements have occurred to infrastructure along the Corridor. Despite the economic downturn, private sector investment has remained steady since 2005, as summarized below.

- ✓ Coconut Creek – 350,000 square feet of commercial
- ✓ Lauderdale Lakes – 30-acre mixed-use project with 541 dwelling units and 18,000 square feet of retail
- ✓ North Lauderdale – 2 residential subdivisions (San Remo and Altis)
- ✓ Plantation – Projects include the following:
 - 220 condominium units with 17,650 square feet of retail/office;
 - 70 two-story townhomes;
 - 8,850 square foot office/retail building; and
 - 7,614 square foot commercial building.

4.4 Baldwin Park – Orlando

The land that is now home to Baldwin Park has very deep roots in the history of Orlando. Between World War II and the 1990s, the site was used for military purposes. Beginning in the 1940s, it functioned as the Orlando Army Air Station, which was replaced by the Orlando Naval Training Center (NTC) in the 1960s. Over 650,000 navy recruits received basic training at the NTC.

The closure of the NTC in the 1990s left a 1,093 acre gap in Orlando's urban fabric, only three miles from downtown. Orlando embraced this challenge as an opportunity, and embarked on a redevelopment process that culminated in the traditional neighborhood development that is known today as Baldwin Park.

Baldwin Park is a remarkable infill and redevelopment project for many reasons, not the least of which is its size. The Urban Land Institute refers to Baldwin Park as “One of the largest infill redevelopment projects in the United States.” The former NTC site was located in a highly urbanized area and was surrounded by established existing neighborhoods. The current land use plan for Baldwin Park is provided in Attachment 6.

The development of Baldwin Park was guided by the principles of New Urbanism, including the strategies noted below.

- ✓ Anchor the project with a Village Center, surrounded by a collection of neighborhoods.
- ✓ Provide a mix of uses.
- ✓ Integrate the project into the City's existing urban pattern. Baldwin Park has no gates or walls, and provides a road network with over two dozen points of entry and exit to the surrounding neighborhoods.
- ✓ Emulate the architectural styles in pre-World War II neighborhoods in the surrounding community. For example, over 90% of the residences have usable front porches.

According to the City of Orlando's website, the current land use program includes 4,400 residences, 310,000 square feet of village center commercial, 250,000 square feet of village center office, 614,798 square feet of office, and 244,362 square feet of civic uses. A substantial amount of development has already occurred at Baldwin Park. Given the importance of the site to the surrounding community, Orlando engaged in an intensive planning process which gave residents an important role. For example, a visual preference survey was conducted over four public meetings. The results of the survey were an important corner stone in

the City's urban design plan for Baldwin Park.

A more fundamental challenge in the path to redevelopment of the NTC was the extensive building demolition and environmental remediation that had to occur on site to prepare the property for development. The City's website indicates that a total of 256 buildings (4.5 million square feet) were demolished, 25 miles of substandard roads were excavated, and 200 miles of underground utilities were removed. Environmental remediation included the disposal of asbestos and lead-based paint, and the removal of contaminated soil from the greens of the NTC golf course.

The City financed the redevelopment of the Naval Training Center through the public / private approach described below.

- ✓ The City held over 200 planning meetings, leading to the creation of the Base Reuse Plan, a Business Plan, an Urban Design Plan, Urban Design Guidelines, and the associated Comprehensive Plan amendments. The City laid the foundation for the project by ensuring that it was thoroughly planned and ready for development.
- ✓ The City purchased the NTC property from the Navy for \$1.2 million plus 75% of the developer's purchase price. On the same day, the City sold the site to the developer for \$5.8 million.
- ✓ A Community Development District was created for the project and allowed the developer to issue \$76 million in tax-free bonds to pay for project infrastructure.
- ✓ The City provided the developer with a line of credit to be used for the demolition and the environmental remediation.

The City's decision to partner with a single, large developer was likely a critical choice

given the scale of this project. Orlando approached the closure of the NTC as an infill and redevelopment opportunity. What could have been a potential source of blight was instead replaced with a vibrant, mixed-use, walkable community. Baldwin Park has also had a positive economic effect locally. For example, the Orlando Sentinel noted that the project is estimated to result in 5,000 jobs and \$500 million in taxes over the next 30 years.

4.5 Urban Village – Gainesville

The City of Gainesville's Urban Village includes about 396 acres near the University of Florida campus, as depicted by the map in Attachment 7. The eastern edge of the Urban Village is across the street from the University's main campus, and no part of the Urban Village is more than 6,000 feet from University-owned property. The details of the Urban Village are discussed below, but its focus is the redevelopment of the neighborhood with higher densities, a mix of uses, a gridded street network, and multi-modal transportation opportunities to serve the needs of the University's students. Gainesville's Urban Village is unique given that it is adjacent to the University of Florida, which provides an existing customer base.

Only about 13% of the 396 acres in the Urban Village are vacant, developable land. Consequently, future development is anticipated to focus on redevelopment of existing underdeveloped properties. Current development within the Urban Village is summarized as follows:

59%	Multi-family
4%	Commercial
1%	Institutional
13%	Vacant and Developable
<u>23%</u>	<u>Park, Conservation, or Utilities</u>
100%	

Multi-family development is generally at a density between 10 to 15 units per acre and was built between 1972 and 2005, with an average age of 26 years. The vacant

parcels are generally less than 4 acres, with the largest at about 10 acres.

The Urban Village is discussed in the City's Future Land Use Element at Policy 4.3.7. The key components of Policy 4.3.7 are as follows:

- ✓ Creates a long term vision for infill and redevelopment, with a focus on a pedestrian environment, multi-modal connections, a gridded street network, mixed uses, locations for employment in the innovation economy, and quality urban design.
- ✓ Establishes criteria for the approval of new development and redevelopment based on the extent to which it achieves the following:
 - Supports transit with development at sufficient densities and intensities and with related infrastructure like bus shelters, bicycle storage, and similar facilities;
 - Achieves specified minimum residential densities and minimum intensities;
 - Dedicates land for right-of-way to achieve a gridded street network;
 - Facilitates pedestrian scaled blocks, generally no larger than 1,600 feet in perimeter;
 - Incorporates urban design elements; and
 - Utilizes appropriate street types and sections.
- ✓ Prohibits single story, single occupant retail uses larger than 100,000 square feet, and also prohibits surface parking as a principal use.
- ✓ Allows densities for multi-family residential of 125 units per acre and/or a height of up to 8 stories if structured parking is provided. Non-residential development is also permitted at a height of up to 8 stories if structured parking is included in the project.

Gainesville's Urban Village presents the City with a unique planning and economic development opportunity. The potential economic development that can be sparked by redeveloping 396 acres adjacent to one of the State's leading universities is tremendous. The City recognizes this potential by seeking to build upon the synergies that exist between the University of Florida and its surrounding community. As noted by FLUE Policy 4.3.7, the City seeks to promote "...the local innovation economy by providing locations for employment opportunities in close proximity to the University of Florida campus within a mixed-use setting."

The City recognizes that the full redevelopment of the Urban Village will require a long term commitment of 40 to 60 years. The path to achieving this desired redevelopment will face several challenges, including the following:

- ✓ The current economic downturn;
- ✓ Difficulty acquiring credit for new development;
- ✓ The limited supply of assembled parcels in single ownership;
- ✓ The size and limited supply of vacant, developable land; and
- ✓ Most new development will probably take place as redevelopment of older sites.

Conclusion

This report summarizes the infill and redevelopment experiences of twelve local governments in Florida. According to the Bureau of Economic and Business Research, five of the twelve local governments had a 2011 population of less than 60,000 persons (i.e. the cities of Altamonte Springs, Fernandina Beach, Jupiter, Pensacola, and Sarasota). The local government with the smallest population was Fernandina Beach at 11,510 persons, while the largest was Miami-Dade County at 2,516,515 persons.

The infill and redevelopment approach used by each local government reflected their size and circumstances. There is no "one size fits all" approach to successful infill and redevelopment. Smaller local governments appear to tailor their infill and redevelopment strategies on a parcel by parcel basis, to take advantage of opportunities as they might arise. Many of the larger local governments, however, focus their infill and redevelopment efforts on a jurisdiction or even region wide basis. For example, the State Road 7/U.S. 441 Collaborative began in Broward County and recently expanded south into Miami-Dade County.

The common thread that connects all of the surveyed local governments is their decision to thoughtfully consider and capitalize on their strengths, while also identifying and overcoming the threats that might lay in their path. The case studies outlined above illustrate this point.

- ✓ Miami-Dade County and Orange County are planning for some of the highest population growth rates in the State through growth management tools that encourage infill and redevelopment by allowing greater densities and intensities in their urban development boundaries, instead of urban sprawl.
- ✓ Broward County recognized that State Road 7 / U.S. 441 suffers from blight and is in need of infill and redevelopment. Given the 32 mile length of this corridor, a comprehensive solution is required. The County, 16 cities, and the South Florida Regional Planning Council jointly created the Transit Oriented Corridor FLUM designation to create a regional framework for new infill and redevelopment.
- ✓ Orlando capitalized on the closure of the Naval Training Center by partnering with local stakeholders and a large

developer to create Baldwin Park, one of the largest infill projects in the country. This is one of the best examples of a public-private partnership.

- ✓ Gainesville is working to build an "innovation economy", using the University of Florida as the anchor to its Urban Village.

This report concludes that there are common tools used in many infill and

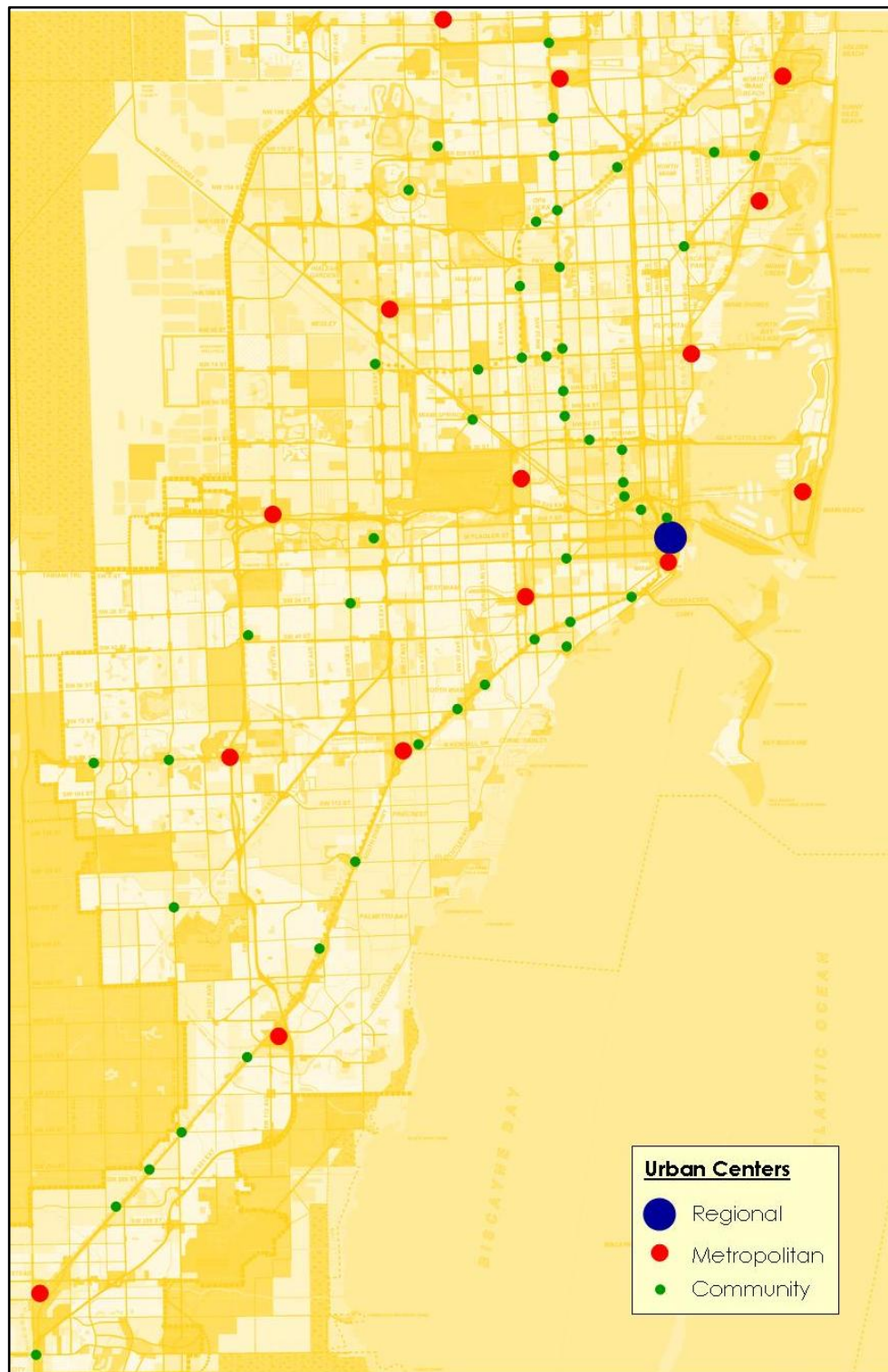
redevelopment programs. Such programs focus on a specific area, offer incentives, promote mixed use, advocate multi-modal transportation, implement design standards, inventory available sites, engage the surrounding community, and use targeted public investments. The challenge for policy makers is to determine what mix of tools will successfully address the infill and redevelopment needs of their city or county.

The Division of Community Development invites local governments to share their infill and redevelopment experiences with our office so that they might be included in future updates to this report. Please send a summary of your infill and redevelopment efforts to Bill Pable, AICP, at bill.pable@deo.myflorida.com.

Attachment 1 – Websites for Local Government Future Land Use Elements

- ✓ Altamonte Springs
<http://www.altamonte.org/departments/growth/Pdf/GOP/Future%20Land%20Use%20Element%20GOP.pdf>
- ✓ Broward County
<http://www.broward.org/PlanningAndRedevelopment/ComprehensivePlanning/Documents/FUALUEGOPS2012.pdf>
- ✓ Fernandina Beach
<http://www.fbfl.us/DocumentCenter/Home/View/5372>
- ✓ Gainesville
<http://www.cityofgainesville.org/LinkClick.aspx?fileticket=OjxD6xYZJtU%3d&tabid=246>
- ✓ Jupiter
<http://www.jupiter.fl.us/Planning/upload/-1-Future-Land-Use-Element-120710.pdf>
- ✓ Miami-Dade County
<http://www.miamidade.gov/business/cdmp/plan/cdmp-land-use-element.pdf>
- ✓ Orange County
<http://www.ocfl.net/Portals/0/resource%20library/planning%20-%20development/Comprehensive%20Plan%20-%20GOPS%202012.pdf>
- ✓ Orlando
http://www.cityoforlando.net/planning/cityplanning/PDFs/GMP/03_Future_Land_Use_GOPs_Supp_No_7.pdf
- ✓ Palm Beach County
http://www.co.palm-beach.fl.us/pzb/Planning/comprehensiveplan/2012/FLUE_11_2.pdf
- ✓ Pensacola
<http://www.pensacolacitygov.com/upload/images/CommunityDevelopment/PDFs/Ch.%201%20Land%20Use%20amd%2008-06%2014-06.pdf>
- ✓ Sarasota
[http://www.sarasotagov.com/NDS/SarasotaCityPlan\(2030\)/8-FutureLandUseChapter/FutureLandUseChapter\(Plan\)10-25-10.pdf](http://www.sarasotagov.com/NDS/SarasotaCityPlan(2030)/8-FutureLandUseChapter/FutureLandUseChapter(Plan)10-25-10.pdf)
- ✓ St. Petersburg
http://www.stpete.org/development/docs/comp_plan/Ch_3_Future_Land_Use_Element.pdf

Attachment 2 – Miami-Dade County's Urban Centers



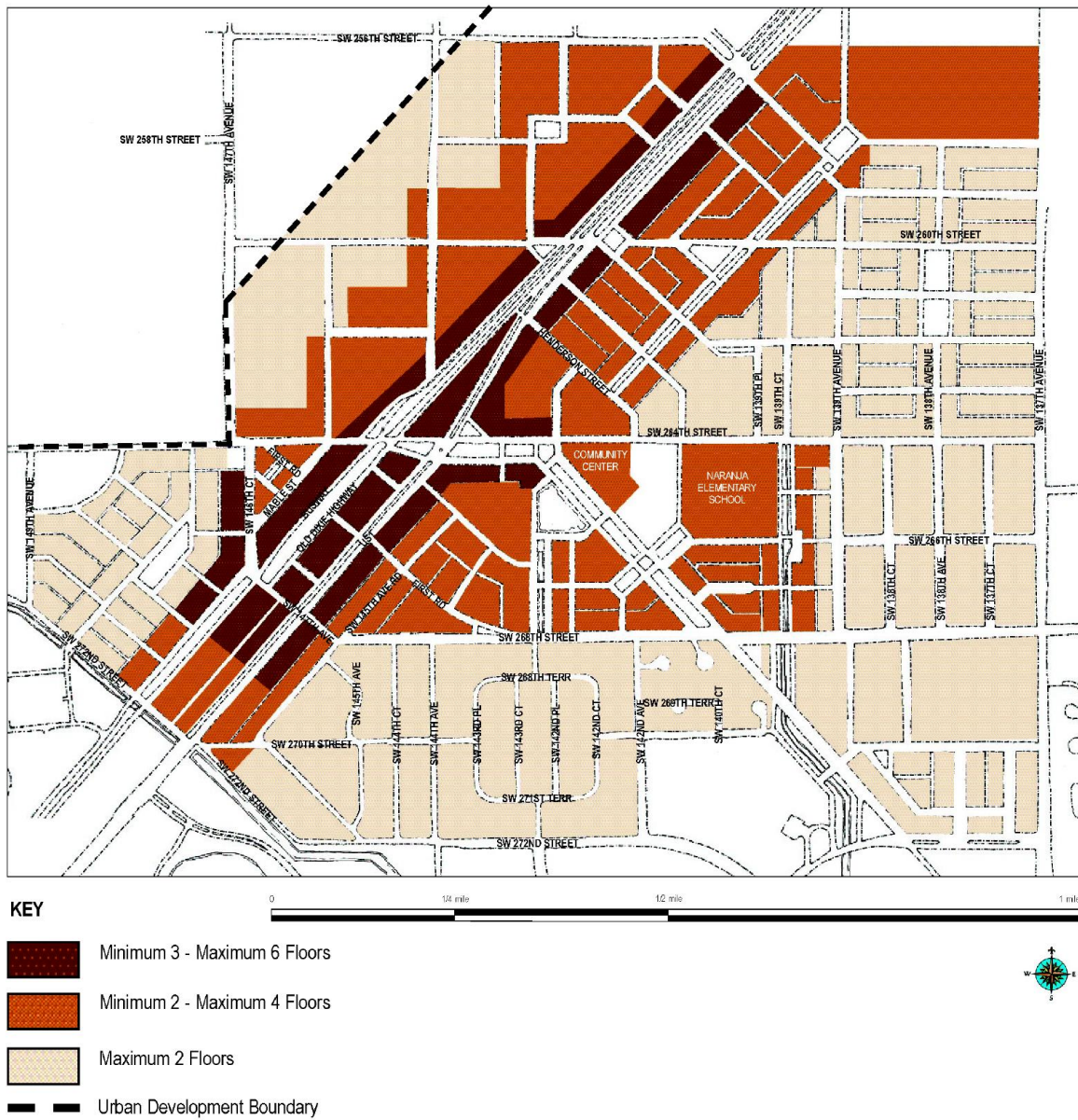
SOURCE: Florida Department of Economic Opportunity

**Attachment 3 – Miami-Dade County
Naranja Urban Center (left) and Downtown Kendall Urban Center (right)**



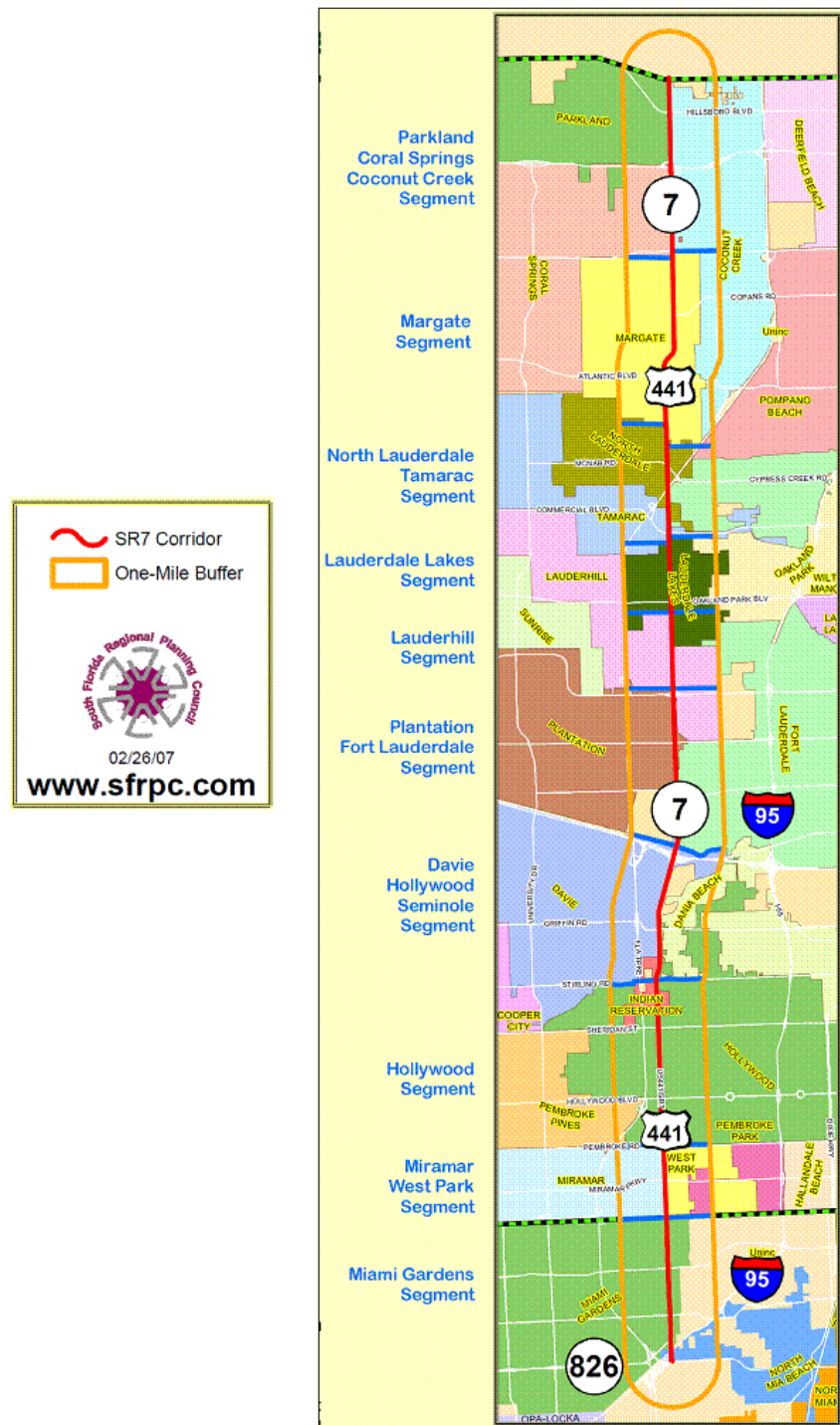
SOURCE: Miami-Dade County, Department of Regulatory and Economic Resources, Planning Division

Attachment 4 – Naranja Urban Center – Building Height Plan



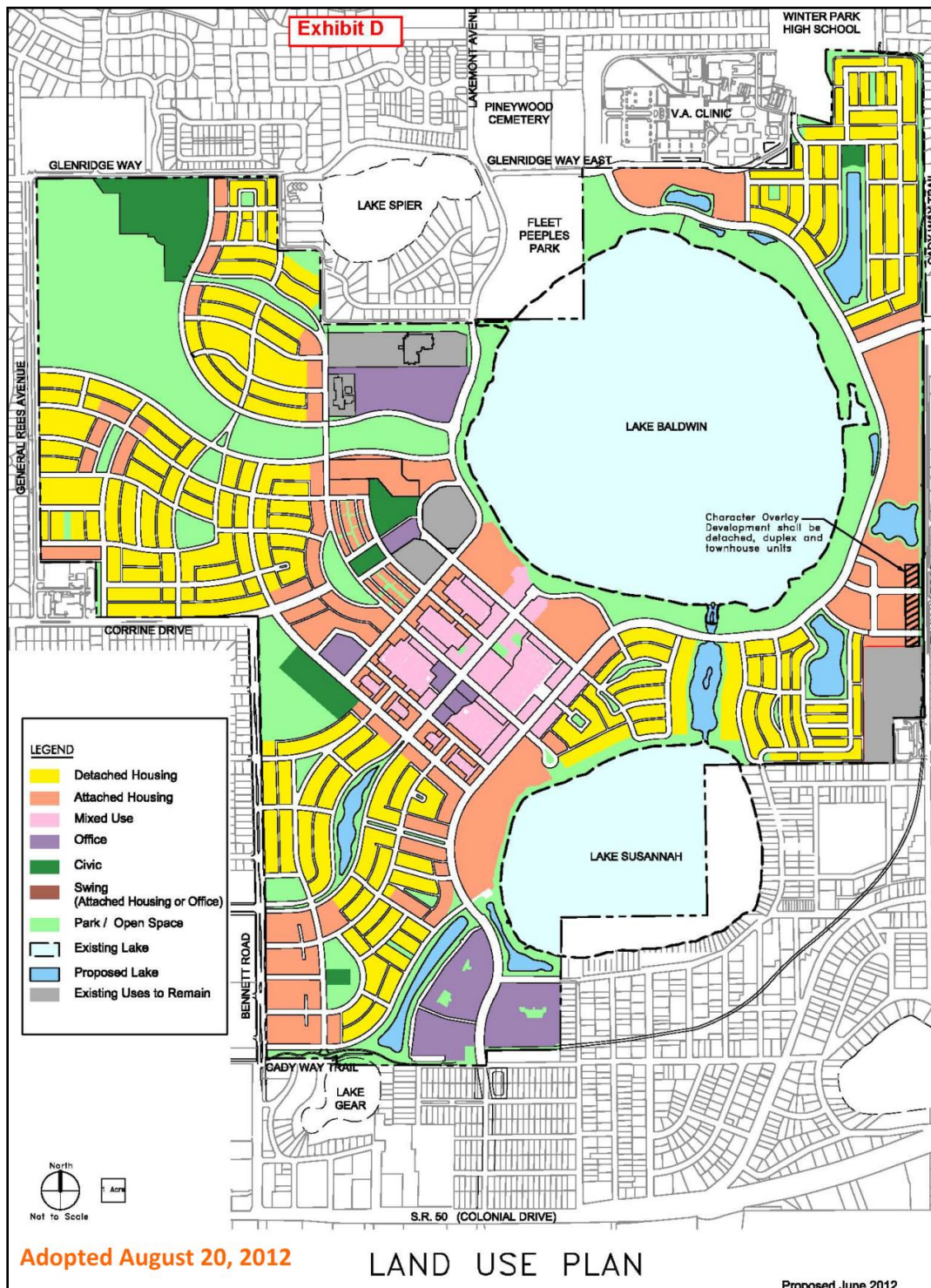
SOURCE: Miami-Dade County, Department of Regulatory and Economic Resources, Planning Division

Attachment 5 – Local Governments in the S.R. 7 / U.S. 441 Collaborative



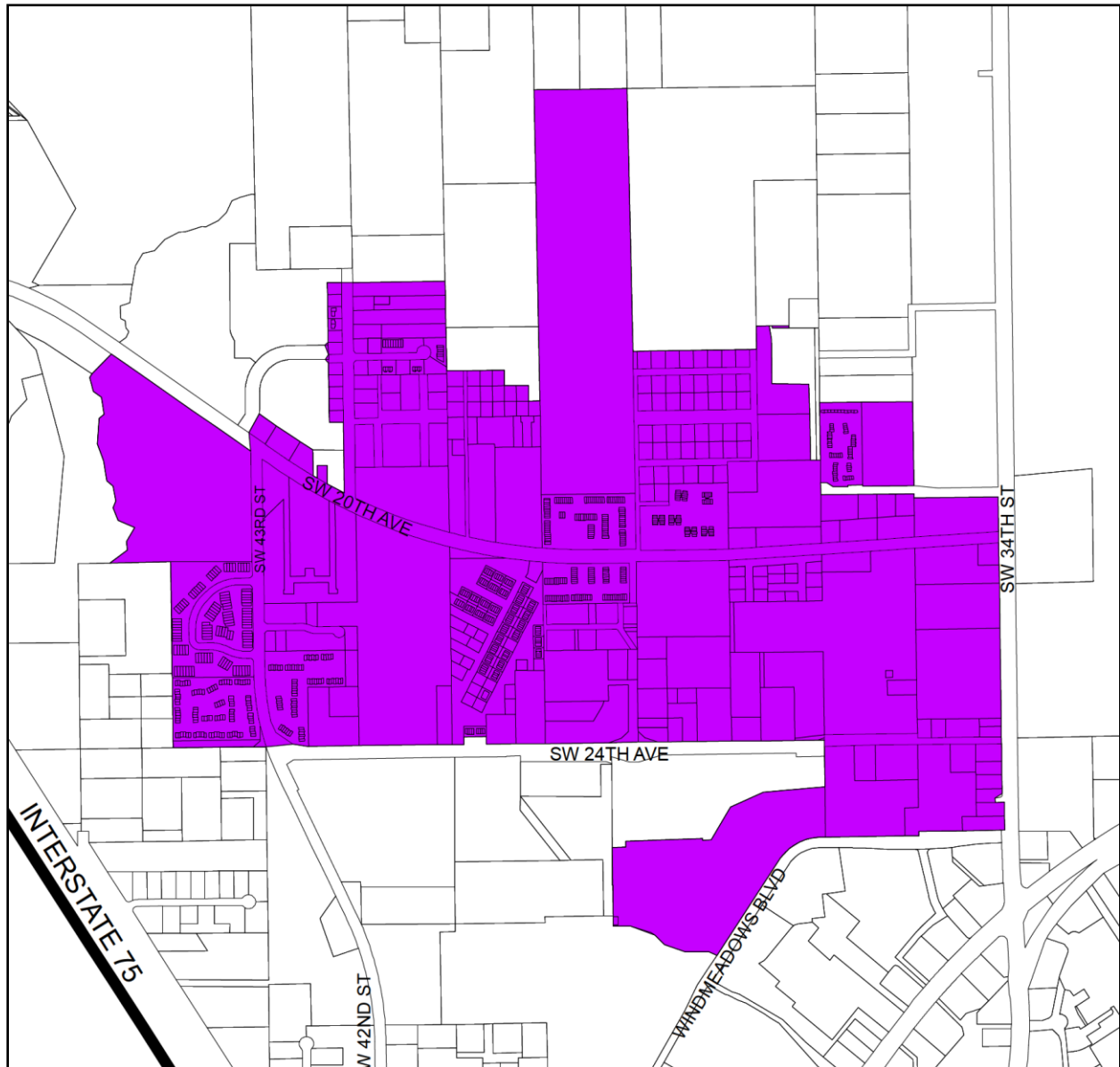
SOURCE: South Florida Regional Planning Council

Attachment 6 – Baldwin Park Land Use Plan (August 2012)



SOURCE: City of Orlando

Attachment 7 – City of Gainesville's Urban Village



SOURCE: City of Gainesville

City of Fernandina Beach Small-Area Population Estimates and Projections

Prepared For



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February 14, 2020

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INTRODUCTION

The University of Florida's Bureau of Economic and Business Research (BEBR) produces the official population estimates and projections for the State of Florida through a contract with the Florida Legislature. That contract funds the development of estimates at the state, county and city levels, and projections at the state and county levels. Because this data is often required at much smaller levels of geography for many planning activities and other purposes, BEBR also develops estimates and projections for smaller geographic units.

The City of Fernandina Beach requires small-area population estimates and projections in support of planning and decision support. This project generated those data using a GIS-based model which develops forecasts based on historical growth by census tract, constrains and directs population change using property parcel-level build-out analysis, and controls population totals at the county level to BEBR's 2019 official county forecast. The purpose of this document is to describe the methods used by BEBR to develop small-area population estimates and projections for City of Fernandina Beach.

GEOSPATIAL SMALL-AREA POPULATION ESTIMATION AND FORECASTING MODEL OVERVIEW

The Geospatial Small-Area Population Estimation and Forecasting Model ("Model") developed by GIS Associates, Inc., was used to estimate and project permanent residential population at the parcel level, and then normalize those projections to BEBR's latest county level population estimates and forecasts. First, a Build-out Submodel was developed to estimate the maximum residential development potential at the parcel level. Current permanent population was estimated, and then build-out values were forecasted with the Build-out Submodel. Areas which cannot physically or lawfully allow residential development (built-out areas, water bodies, public lands, commercial areas, etc.) were excluded from the Build-out Submodel. Conversely, the Growth Drivers Submodel identified areas where growth is more likely to occur based on proximity to certain spatial features (e.g., roads) that tend to drive growth to certain areas.

Growth was projected based on a combination of historic growth trends (using an approach similar to what BEBR uses for its county level forecasts), and spatial constraints and influences, which both restrict and direct growth. Population growth calculations were controlled to BEBR's 2019 medium projections (BEBR's latest population forecasts), which were available in five-year increments to the year 2045. The source of this data is the BEBR publication *Projections of Florida Population by County, 2020-2045, with Estimates for 2018*. (Florida Population Studies, Bulletin 183, April 2019).

BUILD-OUT SUBMODEL

The Build-out Submodel was developed using county property appraiser's GIS parcel database, including the associated tax roll information. Existing housing units were identified using data provided by the property appraiser which was vetted by city planners. BEBR applied average unit occupancy and average household size from the 2010 decennial census tract data to convert housing units to population. BEBR then controlled the city population total to BEBR's 2018 official population estimate, resulting in a slightly upward adjustment of 2.6%. This is likely attributable to an increase in unit occupancy since the 2010 Census.

GROWTH DRIVERS SUBMODEL

The Growth Drivers Submodel is a raster (cell-based) GIS model representing development potential. The submodel is a continuous surface of 10-meter cells containing values of 0-100, with '100' having the highest development potential and '0' having the lowest development potential. (See Figure 2). It influences the Model by factoring in the attraction of certain spatial features, or growth drivers on development. These drivers were identified from transportation and land use/land cover data. They include the following:

1. Proximity to roads and interchanges prioritized by level of use (with each road type modeled separately)
2. Proximity to existing residential development
3. Proximity to existing commercial development (based on parcels with commercial land use codes deemed attractors to residential growth)
4. Proximity to coastal and inland waters
5. Proximity to large planned developments



Figure 1. Parcels shaded by projected housing unit density (yellow is low, tan is medium, and brown is high)

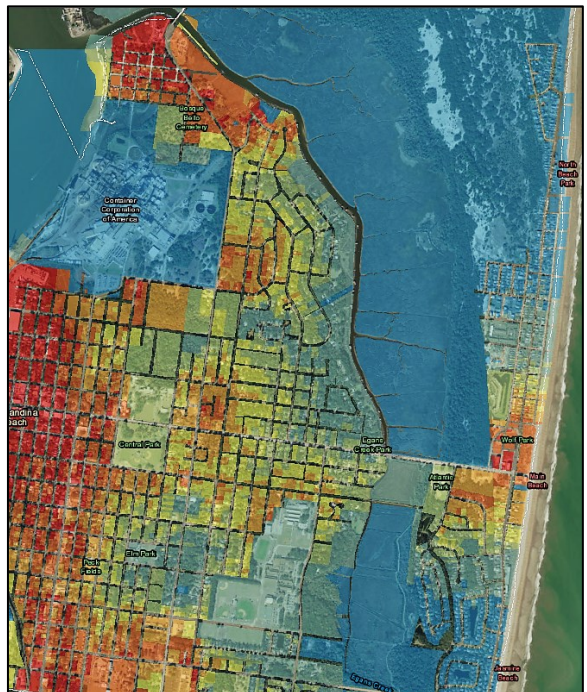


Figure 2. Parcels shaded by growth driver values (high development potential in red, moderate in yellow and low in blue)

Data used for generating the Growth Drivers Submodel and their sources are listed in Table 1 below.

Table 1. GIS datasets used in the Growth Drivers Submodel

Growth Driver	Data Source
Roads and Limited Access Road Interchanges	Florida Department of Transportation (FDOT) Major Roads: Functional Classification (FUNCLASS), and FDOT Limited Access Road Interchanges
Existing Residential Land Uses	County Property Appraiser Parcel Data
Selected Existing Commercial Land Uses	County Property Appraiser Parcel Data
Coastal and Inland Waters	Land Cover Data, and Florida Geographic Data Library (FGDL) Coastline Data
Large Planned Developments	Multiple sources, including the city and county, the Northeast Florida Regional Council, GIS Associates and BEBR

Each of the drivers listed in Table 1 were used as independent variables in a logistic regression equation. Dependent variables included existing residential units built during or after 1995 as the measure of “presence”, and large undeveloped vacant parcels outside of large planned developments were used to measure “absence”. The resulting equation could then be applied back to each of the regional grids resulting in a single regional grid with values 0 through 100, for which a value of 0 represented the lowest relative likelihood of development, and a value of 100 represented the highest relative likelihood of development.

This submodel encompasses the City of Fernandina Beach and its surrounding areas to account for the presence or absence of growth drivers outside the city that could influence growth within it. This submodel was used by the Model to rank undeveloped parcels based on their development potential, which is explained in the Growth Calculation Methodology section. Note that growth can still occur in areas assigned relatively low values from this submodel based on the historical growth trends.

GEOSPATIAL SMALL-AREA POPULATION ESTIMATION AND FORECASTING MODEL

The Geospatial Small-Area Population Estimation and Forecasting Model (“Model”) integrates the Build-out Submodel and the Growth Drivers Submodel with the Population Projection Engine™, which makes the projection calculations using a combination of those submodel values, historic growth trends, and growth controls from BEBR’s county-level forecasts.

Historic Growth Trends

The historic growth trends were derived from historic census population counts for 1990, 2000, and 2010, and parcel-based population estimates for 2018. For 1990 and 2000, census block population estimates were summarized at the 2010 tract level and combined with the 2010 tract

population estimates. For 2018, population was estimated by applying average unit occupancy and persons per household (from tract-level data from the 2010 Census) to parcel-based housing unit counts by census tract, and then adding population in group quarters. These estimates were used to produce up to twelve tract level projections using five different demographic extrapolation methods.

The five demographic extrapolation methods for projecting housing units and population utilized by the model were Linear, Exponential, Constant Share, Share-of-Growth and Shift-Share. The Linear and Exponential techniques employ a bottom-up approach, extrapolating the historic housing units for each census tract with no consideration for the county's overall growth. The Constant Share, Share-of-Growth and Shift-Share techniques employ a ratio allocation, or top-down approach, allocating a portion of the total projected county population or growth to each census tract based on that tract's percentage of county population or growth over the historical period. Each of the five methods is a good predictor of growth in different situations and growth patterns, so using a combination was the best way to avoid the largest possible errors resulting from the least appropriate techniques for each census tract (Sipe and Hopkins 1984). This approach is similar to the one BEBR uses for its county population forecasts.

The launch year was 2018, which we estimated using parcel-level data and controlled to the 2018 BEBR estimate. The projections were made for 2020, 2025, 2030, 2035, 2040 and 2045. Note that for the 2018-2020 iteration, the typical five-year growth was reduced to reflect only a two-year change. The methods and base periods used were the following:

1. **Linear Projection Method:** The Linear Projection Method assumes that the future change in the number of persons for each census tract will be the same as during the base period (Rayer and Wang, 2019). For the 2020-2030 projections, one linear trend from 2010 through 2018 (8-year period) was used. For the 2035-2045 projections, two additional linear trends were used, one from 1990 through 2018 (28-year period) and one from 2000 through 2018 (18-year period).
2. **Exponential Projection Method:** The Exponential Projection Method assumes that population will continue to change at the same percentage rate as during the base period (Rayer and Wang, 2019). One calculation was made from 2000 through 2018 (18-year period).
3. **Constant Share Projection Method:** The Constant Share Projection Method assumes that each census tract's future percentage of the county's total population will be the same as over the base period (Rayer, 2015). Two Constant Share (CS) calculations were made, one based on the 2010 shares and one based on 2018 shares.
4. **Share-of-Growth Projection Method:** The Share-of-Growth Projection Method assumes that each census tract's future percentage of the county's total growth will be the same as over the base period (Smith and Rayer, 2013). However, if population change is negative at the tract level and positive at the county level (or vice versa), higher county-level

projections would result in larger declines in tract projections. This is counterintuitive, so the “Plus-minus” variant of the Share-of-Growth Method was used (Smith, Tayman and Swanson, 2001). For the 2020-2030 projections, one Share-of-Growth trend from 2010 through 2018 (8-year period) was used. For the 2035-2045 projections, two additional Share-of-Growth trends were used, one from 1990 through 2018 (28-year period) and one from 2000 through 2018 (18-year period).

5. **Shift-Share Projection Method:** The Shift-Share Projection Method assumes that each census tract’s future percentage of the county’s total annual growth will change by the same annual amount as over the base period (Smith and Rayer, 2013). For the 2020-2030 projections, one Shift-Share trend from 2010 through 2018 (8-year period) was used. For the 2035-2045 projections, two additional Shift-Share trends were used, one from 1990 through 2018 (28-year period) and one from 2000 through 2018 (18-year period).
6. **Average of the Projection Extrapolations:** For the 2020-2030 projections, six calculations were made using base periods of 8 and 18 years; the highest and lowest were excluded, and the remaining four were averaged. For the 2035-2045 projections, twelve calculations were made using base periods of 8, 18, and 28 years; the highest four and lowest 4 were excluded, and the remaining four were averaged.

Growth Calculation Methodology

After the development of the Build-out Submodel, the Growth Drivers Submodel, and the historical growth trends, GIS Associates’ Population Projection Engine™ tool was used to make the growth calculations. The methodology for calculating growth for each projection increment included the following steps:

1. Applying projected tract-level population growth to parcels within each tract.
2. Checking growth projections against build-out population and reducing any projections exceeding build-out to the build-out numbers.
3. Summarizing the resulting population growth and comparing it against BEBR’s county-wide population growth.
 - a. If the sum of the model’s small-area projections exceeded the BEBR county projection, projected growth for all tracts was reduced proportionally.
 - b. If the model’s projections were less than the BEBR projections (which tends to be more common), the Growth Drivers Sub-model would be repeatedly applied until the BEBR projected growth for each five-year increment was reached. This process involved raising the populations of parcels in which growth driver values in the highest decile had available capacity for growth.

The final population projections were delivered in GIS format (Esri file geodatabase), with a single feature class containing parcel-level results. This format is useful for quality assuring the results and inputs, for maintaining the projection inputs over time, and for graphically depicting projected patterns of future population growth (See Figure 3). The projection summary for the City of Fernandina Beach is in Table 2. These projections are of permanent residents and do not include seasonal residents or tourists.

Year	Population
2018	12,761
2020	13,523
2025	14,357
2030	15,085
2035	15,480
2040	15,658
2045	15,816



Figure 3. Parcels shaded by 2045 population per acre (yellow is low, tan is medium, and brown is high)

Small area estimates and projections of population provide an essential foundation for planning and decision making. BEBR implemented GIS Associates' Geospatial Small-Area Population Estimation and Forecasting Model because it was the ideal tool for this purpose. Controlling to BEBR's own official estimates and projections provided consistency with other estimates and projections, while at the same time providing the spatial precision needed for a wide range of planning and other purposes.

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