

GOAL 12: FUTURE LAND USE (2030 GOAL 1)

BACKGROUND, DATA AND ANALYSIS

Future land use must incorporate and reflect current realities within the City and its context as well as the values of the population.

Without doubt, the most dominant factor in consideration of future land use is the location of Fernandina Beach on a barrier island at a time when we are facing the hazards of changing storm patterns, flooding, storm surge and sea level rise. As a direct result, **environmental sustainability and community resilience** are the most important variables in future land use. The City has taken some measures such as studying sea level rise, land acquisition and stormwater management projects to address these issues and now needs to plan for a new level of measures. See Goal 2 Coastal Management and Conservation for further detail. At this point, this entails:

- Dune building and preclusion of future building from the CCCL eastward.
- Preclusion of development in the Coastal High Hazard Area (CHHA), except for the CRA
- Stricter limitations or prohibition of building in the CUPZ and maritime hammock
- Identification and declaration of Adaptation Action Areas (AAA), with plans and optimal sequencing for protecting and increasing sustainability in these areas:
 - City dunes, especially those from Atlantic Ave. northward
 - All parts of the CHHA, except for the CRA
 - The CRA part of the CHHA in order to implement current plans for protection
 - Maritime hammock in the CUPZ and west of the CUPZ
- Protection of our wetlands
- Protection of our “green infrastructure”
- Protection of wildlife habitat and corridors
- Purchase and conservation of lands within the areas identified above.
- Full implementation of FEMA guidelines.
- Regular biennial review of the status of the City and environmental conditions by the Floodplain Manager and Chief Resiliency Officer to ascertain what additional measures need to be taken and the sequencing of such measures.

The implication of this reality for future land use is that the undeveloped parcels in the areas identified above will, over time, gradually be conserved. The implementation of this process must be supervised by the Floodplain Manager and Chief Resiliency Officer and the Planning

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and Conservation Director and requires expert input, local research and a process for public input and education.

Fernandina Beach is largely built out, meaning that future development will be dominated by **infill and redevelopment** that must support the principles above. Infill and redevelopment design must be compatible with existing neighborhoods and respect the integrity of the buildings and trees of the historic districts.

The economic strength of Amelia Island is also important in determining land use. We need to ensure that we have a **sustainable and resilient local economy** that can weather shifting economic cycles and sudden economic shifts such as natural disaster, health crisis or financial contraction. This means that we need a diverse economy and that future land use must support that **diverse economy**.

In recent years, tourism has made the largest contribution to the economy, but too much dependence on any one industry is disadvantageous, especially when many of those profits do not remain on island or in county and jobs in that industry are typically low-paying. We do not have complete data on the features of Amelia Island that attract tourists and further research is essential, but we do know that our environment and outdoor activities are the sole basis of TDC advertising, and that they have been highly successful. This tells us that our environment is one of our greatest assets, in a monetary sense, and not simply the context in which we live. This gives even greater importance to environmental sustainability and resilience.

The City also needs a far better research base and understanding regarding the true value, scale and diversity of **the invisible economy created by residents including locally-owned, self-employed and home-based entrepreneurs**. This segment of the economy has been important in developing success in other cities. This data is highly important in determining the actual current makeup of our economy because this is revenue that remains local. Obviously, it is critical that we understand 21st-century economies rather than basing our land use assumptions on older models.

New residents who have moved here have also stimulated various aspects of a diverse economy to support them, including but not limited to restaurants, various types of stores, medical offices and retirement communities.

We do know that the environment and small-town character of Fernandina Beach are major attractors for tourists and residents alike, of all ages. This provides a great deal of guidance regarding the nature and extent of development, the importance of protection of the character of Fernandina Beach and our environment. However, until we understand the actual current dynamics of our local economy, it is impossible to recommend specific changes in future land use beyond those associated with environmental sustainability and resilience. Once these data

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are available, the City must reassess future land use and its future land use maps, engaging the public in these discussions.

Development of an effective **mobility** system is essential and could have some impact on land use. The City must collaborate with the County, the North Florida Transportation Planning Organization and the State to obtain the necessary expertise for developing an effective system, and must develop a process that includes public input. This includes circulation on the island as well as circulation between the island and other parts of the county in order to connect residents to jobs, services and recreation. Perhaps more complicated is the need for providing transportation to Amelia Island beaches and parking for beach use with little space available. Bike trail systems have largely been promoted and developed by Amelia Island Trail Organization, a volunteer community group. Walking trails are also important.

Another area of potential limited impact on land use is **affordable housing and support for those in areas experiencing gentrification**. **Homelessness** has also become an area of concern. The City needs to address these issues in collaboration with the County by conducting research and developing a process that includes public input.

Based on extensive and carefully thought-out input from residents at the **April 2019 EAR public input sessions**, we learned that the most dominant resident concerns are:

- Limitation and effective management of development to retain quality of life
- Environmental sustainability
- Impact of exceeding the capacities of the island on safe evacuation and other factors
- Maintaining the character of the City and island
- Inappropriate City and County targets for economic development
- Affordable housing
- Long-term planning and transparency

Because Amelia Island is one barrier island, **intergovernmental coordination between the City and County** is essential for the future of the island, as well as development of the most effective strategies at the most reasonable costs. The most critical areas of coordination for the future of the island are:

- Development and implementation of effective long-term plans to promote both environmental and economic sustainability and resilience
- Land conservation to protect remaining maritime hammock, upland wooded land, wetlands and land in and around the CHHA. Land conservation must also protect habitat and wildlife corridors.
- Effective dune management
- Research on the development capacities of Fernandina Beach and Amelia Island.
- Developing rational municipal borders

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Coordination with state and federal government agencies is also essential for fiscal support and research.

MAPS NEEDED TO SUPPORT GOAL 12

- Updates of **all maps** in the 2011 Comprehensive Plan Map Series
- Selected maps from Nassau County Vulnerability Assessment: Phase II. The Balmoral Group, April 3, 2020.

SELECTED REFERENCES

2020 Nassau County Growth Trends

(https://www.nassaucountyfl.com/DocumentCenter/View/20245/2020-Growth-Trends-Report-July-Final_compressed)

Curtis, Ken, Kauffman, Richard, Mendelsohn, Robert O., Daily, Gretchen (2010) Can We Afford Sustainability. Yale Insights, Managements in Practice.

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Environmental, social and governance, or ESG investing, is a form of sustainable investing
<https://www.nerdwallet.com/article/investing/esg-investing>

Farmer, Liz. (2016) *Governing: The Future of States and Localities*.

<https://www.governing.com/archive/gov-chief-financial-officer-job-description.html>

Nassau County Vision 2032 (<https://www.nassaucountyfl.com/DocumentCenter/View/15427>)

Nassau County Vulnerability Assessment: Phase II. The Balmoral Group, April 3, 2020.

(<https://www.nassaucountyfl.com/DocumentCenter/View/20842/Final-Phase-II-Vulnerability-Assessment>)

Nassau County Vulnerability Assessment: Phase II. The Balmoral Group, June 17, 2020.

(<https://www.nassaucountyfl.com/DocumentCenter/View/20842/Final-Phase-II-Vulnerability-Assessment>)

Portney, K. E. (2013). Local Sustainability Policies and Programs As Economic Development: Is the New Economic Development Sustainable Development? *Cityscape*, 15, 1st ser., 45-62.
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Waterfront Sea Level Rise Study (<https://www.fbfl.us/DocumentCenter/View/18808>)

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OBJECTIVES:

1. Environmental Sustainability and Community Resilience
2. Natural Resource Protection
3. Energy Efficient Development
4. Community Character
5. Growth Management
6. Economic Development
7. Redevelopment and Infill Development
8. Nonconforming Structures, Uses and Lots
9. Housing Equity
10. Multimodal Transportation Challenge
11. Land Use Categories
12. Commercial and Mixed Land Use Conversion
13. Airport Facilities and Related Land Uses
14. Availability of Land for Public School Facilities
15. Mapping and Management
16. Intergovernmental Coordination

GOAL 12. FUTURE LAND USE

The City must effectively manage growth and development by designating areas for anticipated future development that satisfies market demand to the extent feasible in this largely built-out environment in a cost-efficient and environmentally acceptable manner and to encourage development that meets the needs of the present without compromising the ability of future generations to meet their own needs.

The City must encourage and accommodate land uses which maintain the City as a viable community, enhance the city's economic base, and offer diverse opportunities for a wide variety of living, working, shopping, and leisure activities, while minimizing any threats to health, safety and welfare posed by hazards, nuisances, incompatible land uses and without adverse impact on its natural environment and cultural resources.

OBJECTIVE 12.01. ENVIRONMENTAL SUSTAINABILITY AND COMMUNITY RESILIENCE

Without doubt, the most dominant factor in consideration of future land use is the location of Fernandina Beach on a barrier island at a time when we are facing the hazards of changing storm patterns, flooding, storm surge and sea level rise. Thus, the City must implement the objectives and policies presented in detail in Goal 2 Coastal Management and Conservation

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to effectively prepare a sound foundation for environmental sustainability and community resilience, including:

- Development of a dune management plan, dune building and preclusion of new building eastward of the CCCL
- Preclusion of new development in the Coastal High Hazard Area (CHHA), except for the CRA
- Stricter limitations or prohibition of building in the CUPZ and maritime hammock
- Identification and declaration of Adaptation Action Areas (AAA), with plans and optimal sequencing developed for protecting and increasing sustainability in these areas:
 - City dunes, especially those from Atlantic Ave. northward
 - All parts of the CHHA, except for the CRA
 - The CRA part of the CHHA in order to implement current plans for protection
 - Maritime hammock in the CUPZ and west of the CUPZ
- Protection of our wetlands through expanded buffers and land conservation
- Protection of our “green infrastructure” through land conservation, stronger tree protection and canopy building
- Protection of wildlife habitat and corridors through studies, enhanced regulations for development and land conservation
- Purchase and conservation of lands within the areas identified above
- Full implementation of FEMA guidelines
- Regular biennial review of the status of the City and environmental conditions by the Floodplain Manager and Chief Resiliency Officer to ascertain what additional measures need to be taken and the sequencing of such measures.

POLICY 12.01.01.

The City must conserve undeveloped parcels in the sensitive areas identified in Objective 12.01 gradually as resources become available. This process will result in gradual changes to the Future Land Use Map and Zoning Map.

POLICY 12.01.02.

The implementation of this process must be supervised by the Floodplain Manager and Chief Resiliency Officer in collaboration with the Planning and Conservation Department. It requires expert input, local research and a process for public input and education.

OBJECTIVE 12.02. NATURAL RESOURCE PROTECTION

The City must ensure consistency between the land development process and the natural environment by directing development densities and intensities to those areas having the capacity for absorbing development while protecting those environmentally sensitive areas which have lower tolerance for urbanization.

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POLICY 12.02.01.

The City must ensure that future public supply well fields, which are located within the City, will be located in areas where they will be least impacted by development and contamination. The siting of new public supply facilities will be coordinated with the SJRWMD. The siting of new public supply systems outside of the City, but serving areas of the City, must be protected through coordinating with the SJRWMD and the County.

POLICY 12.02.02.

Existing and future public supply well fields within the City must be protected from possible contamination by limiting the type of development or uses within 500 feet of the wellheads (or greater where possible).

POLICY 12.02.03.

Any land uses currently found within 500 feet of an existing well field that are prohibited as provided in Policy 12.03.05 must be considered nonconforming land uses, which, upon closure or resale, may be granted permission from the City through a land use amendment and zoning change to continue the prohibited land use.

POLICY 12.02.04.

Within 500 feet of a public supply well field, the following land uses are prohibited:

- a. All regulated industries by the DEP as defined in Rule 62-521, F.A.C.;
- b. Facilities for the bulk storage, handling or processing of material on the Florida Substance List (Rule 38-1-30, F.A.C.);
- c. Activities that require the storage, use, or transportation of restricted substances, agricultural chemicals, hazardous toxic waste, medical waste, and petroleum products;
- d. Commercial animal facilities, including veterinary clinics;
- e. Mines;
- f. Industrial land uses;
- g. Wastewater treatment plants;
- h. Commercial activities that involve the use of hazardous chemicals such as, but not limited to, dry cleaning operations, auto repair and servicing, pool supply, gas stations, junkyards, and machine shops;
- i. Injection wells, irrigation wells, and domestic and commercial wells less than six (6) inches in diameter;
- j. Stormwater facilities, including the use of drainage wells or sinkholes for stormwater disposal; and
- k. Human or animal cemeteries.

POLICY 12.02.05.

The City must continually coordinate with the DEP and other relevant agencies to protect, maintain, and/or improve the quality of the Nassau River- St. Johns River Marshes and Fort Clinch State Park aquatic preserve and portions of the St. Mary's estuary, the Intercostal Waterway and Amelia River. Further, the City shall not allow any

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development adjacent to or within the aquatic preserves which are not permitted by, and consistent with the DEP’s report entitled “Nassau River-St. Johns River Marshes and Fort Clinch State Park Aquatic Preserves Management Plan.

POLICY 12.02.06.

The City must provide for the preservation of open space for scenic vistas, especially along Egans Creek, the marsh south of WestRock, the Atlantic Ocean, and the Amelia River. Such enhancement shall include application of community appearance criteria which reinforce good planning principles.

POLICY 12.02.07.

The City must continue to support the designation of A1A/ S. Fletcher Avenue as a National Scenic Byway and Florida Scenic Highway.

POLICY 12.02.08.

All roadwork, sidewalks and bike trails must be planned and executed to avoid canopy and understory loss and damage to our waterways. This includes routing, damage in clearing or laying foundation and use of impervious materials.

OBJECTIVE 12.03. ENERGY EFFICIENT DEVELOPMENT

The City must promote compact, mixed use, and energy efficient development arranged to encourage walkability, bicycle and transit use, which leads to a more sustainable community and a reduction in greenhouse gases (GHGs).

POLICY 12.03.01.

The City must explore various funding opportunities to assist in developing City GHGs emissions baseline data, which will support setting GHG emission goals, developing strategies to reduce climate change and mitigating and adapting to its impacts throughout the City.

POLICY 12.03.02

The City must, through its land development code, encourage strategies that support change out and adaptation of heating, cooling, insulation, ventilation and lighting systems for all structures to achieve greater energy efficiency.

POLICY 12.03.03.

The City must encourage the maintenance, restoration and adaptive reuse of existing urban areas, including buildings, infrastructure and other assets, to reduce energy use and Vehicle Miles Traveled (VMTs).

POLICY 12.03.04.

The City must encourage the production and use of energy generated from renewable resources.

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POLICY 12.03.05.

The City must encourage, through its land development code, urban design strategies that integrate and maximize the use of renewable, sustainable, active and passive sources of energy design in architecture.

POLICY 12.03.06.

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 must be utilized in all site plan reviews by the City's planning, building, engineering, utilities, police, and streets maintenance departments.

POLICY 12.03.07.

City-owned facilities must be constructed or renovated to meet sustainable construction rating system criteria such as the Florida Green Building Coalition standard, US Green Building Council Leadership in Energy and Environmental Design (LEED) or other recognized green rating systems.

POLICY 12.03.08.

The City must promote energy conservation by requiring builders, remodelers, homeowners and homebuyers to implement Florida Green Building Coalition Green Home standards or other acceptable environmental standards, and by requiring site planners and land developers to implement Florida Green Building Coalition development standards.

OBJECTIVE 12.04. COMMUNITY CHARACTER

Community character has been identified by current community members, Amelia Island tourists and researchers as critical to economic sustainability and quality of life. It is reflected in entrances to the island, lot sizes, house sizes, density, site placement, height, architectural features and existing landscape and vegetation. The City must strive to stabilize and preserve neighborhoods and establish urban design standards which protect and promote quality of life and conform to the built and natural character of the neighborhood and broader community.

POLICY 12.04.01.

The Planning and Conservation Department must provide neighborhood planning services in order to stabilize and enhance its existing residential neighborhoods. The neighborhood planning program will work in partnership with residents, citizen groups, and other interested parties in the neighborhoods in order to improve planning and the physical appearance of the neighborhood, including identification and implementation of appearance-related improvements. Any such neighborhood planning program must provide opportunities for input from all neighborhood residents. These improvements may include street resurfacing, where appropriate and feasible, stormwater drainage

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improvements, sidewalks, enhancements to street shoulder areas and rights-of-way, when needed and appropriate, tree planting and beautification of public and open spaces and provision of features that strengthen neighborhood identity.

POLICY 12.04.02.

The City must support neighborhood stabilization through effective code enforcement.

POLICY 12.04.03.

The City must explore the creation of neighborhood planning areas, heritage, conservation or other appropriate overlay districts as needed and desired for neighborhood stabilization.

POLICY 12.04.04

The City must, through appropriate land development regulations, allow and encourage a range of housing patterns.

POLICY 12.04.05.

The City must support and enable its aging population to remain independent and in their own home or in a non-health care environment for as long as their health allows. Development and design strategies that enable older residents to remain in their community as their housing needs change allowing accessory dwelling units, such as garage apartments and “in law” suites in all residential areas and connecting residential neighborhoods to daily commercial needs by allowing mixed-income and mixed housing types to be located close to neighborhood or commercial shopping areas, civic or cultural institutions, and parks and open space areas.

POLICY 12.04.06.

While providing other housing forms and types at appropriate locations in order to diversify housing choice, the City must maintain and enhance its existing conventional, single-family neighborhoods as essential and valuable to providing stable housing in the city and in their support of nearby mixed-use, commercial, office and retail activity centers.

POLICY 12.04.07.

In its attempt to stabilize and preserve neighborhoods, design standards must reflect those of the existing community. This includes any county approved neighborhoods or developments requesting annexation into the City. Any changes in the physically existing design standards for a neighborhood must be approved by the community affected.

POLICY 12.04.08.

The City must encourage context sensitive and reasonable home additions that allow for normal upgrades to retain vitality and discourage demolition of the existing structure. The intent of this policy is to develop regulations that discourage teardowns and provide for expansions of existing structures that are appropriate for the neighborhood.

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POLICY 12.04.09.

The trees and understory as well as dunes are important aspects of the character of the City of Fernandina Beach. It is often what attracts people to the city, as residents or tourists, and therefore is a central feature of the social and economic sustainability of the City. It also contributes substantially to the environmental sustainability of the island. The City and residents must strive to maintain the natural features of their landscape by maintaining the health of these ecological systems.

OBJECTIVE 12.05. GROWTH MANAGEMENT

The City of Fernandina Beach must implement growth management techniques to ensure that land use decisions are consistent with the Fernandina Beach Comprehensive Plan, to provide land development regulations consistent with accepted planning principles and practices, to ensure that public services and facilities are provided when needed by development, to control instances of sprawl, to support environmental, social and economic sustainability, to ensure consistency with the carrying capacity of the island, and to ensure consistency with community vision.

POLICY 12.05.01.

In collaboration with Nassau County, the City must study the carrying capacity of Fernandina Beach and Amelia Island as a whole. Carrying capacity must include, but shall not be limited to, environmental features (dunes, wetlands, green infrastructure) necessary for the sustainability and resilience of the City and Island; resident and visitor population capacity for safe 16-18 hour evacuation; sustainable traffic capacity to ensure quality of life. Subsequent development must not exceed the capacities determined in this study. Both the City and County must initiate a moratorium on development on Amelia Island until the outcomes of this study are completed and incorporated into approved City ordinances.

POLICY 12.05.02.

The City must establishment environmental, social and economic sustainability standards for the city. This extended process must include substantial community input and consensus building.

POLICY 12.05.03.

In collaboration with Nassau County, the Planning and Conservation Department must study the feasibility of applying for the status of Area of Critical State Concern for Amelia Island.

POLICY 12.05.04.

Prior to carrying out the legislative mandate to “allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and businesses that are compatible with community vision,” the City must provide

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adequately detailed data on this market. In collaboration with the County, the City must conduct an analysis of the city and island real estate market for permanent residents, seasonal residents and businesses. At least three aspects of the seasonal population must be included in the analysis: hotel/motel occupants, short-term rentals, and occupancy of second homes. No new hotel/motel construction may be permitted until this analysis and the study on island capacities for evacuation (12.05.01) are completed.

POLICY 12.05.05.

New hotel/motel construction must be approved by the PAB and a supermajority of the City Commission. This approval must be informed by current results of 1) an analysis of the real estate market for permanent residents, visitors and businesses (12.05.04) and 2) analysis of island capacities for evacuation (12.05.04).

POLICY 12.05.06.

The City must ensure that new development which is not contiguous to City services occurs in an orderly and economical manner. New development must be staged for urbanization in a manner that minimizes additional public investments in City services.

POLICY 12.05.07.

The approval of all development must be subject to the availability of adequate levels of service for all facilities and services that are subject to concurrency management requirements.

POLICY 12.05.08.

The City must ensure that the location, scale, timing, and design of development are coordinated with the availability of public facilities and services. The City seeks to ensure compact development patterns that integrate neighborhood and commercial activities and promote connectivity through the use of sidewalks, bike lanes and alternative low-speed shared-use vehicle paths in order to achieve a reduction in vehicular trips on arterial roadways.

POLICY 12.05.09.

Decisions on amendments to the FLUM must be based on an analysis of the suitability and compatibility of the proposed use, based on the following factors. This list must be developed into an instrument that contains measurable categories and a permanent record of analysis.

- a. Type and density or intensity of surrounding uses;
- b. Zoning districts in the surrounding area;
- c. Demonstration of adequate water supply and water supply facilities;
- d. Appropriateness of the size of the parcel compared to the proposed use;
- e. Physical condition of the site, and the suitability of soils and topography for the proposed use;

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- f. Suitability of the site based on the presence or absence of natural resources, environmentally sensitive lands, flood zones, wildlife habitat or corridors, or historic resources;
- g. **Compatibility factors;**
- h. Impact on adopted levels of service standards and quality of service standards; and
- i. Location in a Coastal Upland Protection Zone (CUPZ).
- j. Consistent with the carrying capacity of the city and island
- k. Consistent with environmental, social and economic sustainability standards for the island
- l. Consistent with the analysis of the city and island real estate market for permanent residents, seasonal residents and businesses. (At least three aspects of the seasonal population will be included in the analysis: hotel/motel occupants, short-term rentals, and occupancy of second homes.) The current balance between permanent residents and seasonal residents is critical to the future “sense of place” and social sustainability of the city.

POLICY 12.05.10.

The City’s land development code must include the following:

- a. Stormwater management and drainage standards: Site design standards must ensure the management of stormwater is in compliance with the adopted level of service standards for drainage, and is consistent with accepted engineering principles and practices for the design of stormwater and drainage systems.
- b. Safe and convenient on-site traffic flow and vehicle parking: Site design standards must address the quantity, through maximum parking space ratios, the design of on-site and off-site parking, the amount of impervious surface area, the use of pervious paving materials and the location and design of driveways and other traffic circulation features.
- c. Signs: Standards must provide for the number, location, type and size of signs.
- d. Subdivision of land: Land development regulations must provide for the division of land and the design of platted development projects.
- e. Buffering/Screening: Site design and compatibility standards must require that land uses which are potentially incompatible, either due to type of use or intensity of use, be buffered from one another through the provision of open space, landscaping, berms, site design techniques, or other suitable means.
- f. Regulation of the development of flood-prone areas: Standards must limit the use and development of land in flood-prone areas and must be incorporated as part of the Municipal Code.
- g. Coastal Upland Protection Zone (CUPZ): Standards must limit the type, location, and intensity of use in order to protect the integrity of the maritime hammock and the coastal upland area.
- h. Building Height: The height of new structures must be consistent with the heights of existing development. In all zoning districts, the maximum height of

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- any building located within 1000 feet of the mean high water line of the Atlantic Ocean must not exceed thirty-five (35) feet.
- i. Maximum Building Size: Standards must limit the gross square feet of a single building in order to ensure compatibility with development throughout the City.
 - j. Maximum Impervious Surface Area: Standards must limit and mitigate the amount of impervious surface area on any lot in order to protect environmentally sensitive lands, preserve the existing topography, and reduce strain on the stormwater management system.
 - k. Parking Standards and Design: Maximum parking spaces requirements must be incorporated in the code in order to reduce unnecessary use of land for parking requirements, to reduce the amount of impervious surface area on any lot and to minimize the amount of stormwater drainage required. Parking must be designed utilizing Low Impact Development (LID) strategies and reduce the amount of impervious surface area necessary for parking.
 - l. Historic Preservation: The City must continue to preserve and enhance its existing Historic District areas through regulations which promote on-going maintenance of public infrastructure and civic, governmental, commercial and residential structures.
 - m. Landscaping Requirements: The City must direct minimum landscaping percentages and promote use of native, drought- tolerant, Florida-friendly plant materials.
 - n. Tree Preservation Requirements: In an effort to maintain and enhance its existing tree canopy, the City must maintain a no-net loss policy for tree removal. All trees removed must be replaced or mitigated in order to prevent loss of the City's existing canopy. The City must replace street trees and parks/open space trees that may need to be removed due to their deteriorating or hazardous condition and must develop a succession plan.

POLICY 12.05.11.

The City must assure that specific density assigned to new development and redevelopment is compatible and consistent with established residential development patterns and provides equitable use of the land. Criteria to be considered in allocating density must include, but not be limited to, the following:

- a. Protecting the integrity and stability of established residential areas;
- b. Assuring smooth transition in residential densities;
- c. Encouraging commercial and residential mixed use development patterns;
- d. Recognizing and being sensitive to the character and form of the surrounding neighborhoods; ~~and~~
- e. Requiring application of low impact development (LID) principles, native and drought tolerant landscaping and urban design principles and practices; ~~and~~
- f. Requiring sufficient pervious land, native trees and shrubs to ensure appropriate stormwater, wind and temperature management; and
- g. Encouraging connectivity of pedestrian walkways and bicycle paths on and off site.

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POLICY 12.05.12.

The City must implement the Fernandina Beach Comprehensive Plan in a manner that acknowledges the private property rights of all property owners equitably.

POLICY 12.05.13.

Stable or established residential areas must be protected from encroachment by incompatible development.

POLICY 12.05.14.

The City must provide for the orderly transition of incompatible uses. Where infeasible to separate incompatible uses then, buffering and mixed-use transition areas may be required to promote a smooth land use transition or permitting may be denied.

POLICY 12.05.15

The City must protect privacy and access to light, air, and open space. The City must consider regulations such as building placement on a site, building design, and building orientation as one means to achieve this policy.

POLICY 12.05.16.

The City must implement the PUD as an overlay zoning district.

The purpose of a PUD overlay zoning district shall be to:

- a. Improve the use of land where topography does not permit the application of the standard grid pattern subdivision of land; or
- b. Introduce more than one (1) land use within a mixed-use development, for example, recreation and commercial activities within a residential development; or
- c. Allow more than one (1) housing type within a residential PUD; or
- d. Allow innovative arrangements of uses and buildings that are not permissible in the underlying zoning district; or
- e. Cluster homes, businesses, and other uses within a development to improve the efficiency of supporting infrastructure; and
- f. Incorporate energy efficiency and other conservation measures that meet recognized green building standards into the design and construction or rehabilitation of structures.
- g. A PUD overlay zoning district shall be allowable in the following FLUM categories: LDR, MDR, HDR, ORMU, and GC. The land uses within any portion of the PUD shall must be limited to the land uses allowable in the underlying FLUM category.

A mixed-use PUD must conform to all of the following guidelines:

- a. Allowable commercial and office land uses must not exceed the FAR of the underlying land use categories comprising the PUD;
- b. Residential density for the total project must not exceed the residential density of the underlying land use category on the FLUM;

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- c. Civic and recreation uses must be required in a residential PUD, and must be a minimum of five (5) percent of the land area of the site; and
- d. Site design and other techniques must be used to ensure the compatibility of the project with adjacent land uses.

POLICY 12.05.17.

The City must ensure that the image, function, architecture, and ambiance of the historic downtown further the use and development of downtown as the ceremonial, civic, and cultural center of the City. Toward this end, the City must preserve and enhance the identity, design, and vitality of the downtown, including the designated Downtown Historic District, Old Town Historic District and the surrounding downtown core.

POLICY 12.05.18.

The FLUM must depict the historic districts as overlay districts. Areas delineated as being within the historic district must be planned and managed using a regulatory framework designed to preserve the form, function, image, residential balance, and ambiance of the historic Centre Street, Old Town and surrounding area.

POLICY 12.05.19.

In order for the City to promote neighborhood cohesiveness and character, to manage growth and services effectively, and to advance its sustainability and resilience, the City and County must work together to develop more regularized and stabilized jurisdictional borders. This will involve incorporation of some areas into the City.

OBJECTIVE 12.06. ECONOMIC DEVELOPMENT

The City must develop a sustainable and resilient local economy that can weather shifting economic cycles and sudden economic shifts such as natural disaster, health crisis or financial contraction by implementing the objective and policies in Goal 9 Economic Development.

POLICY 12.06.01.

The City must hire a Charter-level CFO to provide leadership in studying and planning economic development, in long-term planning and many other aspects of fiscal and economic leadership to improve the effectiveness of the City and to rebuild public trust.

POLICY 12.06.02.

The first phase in developing a plan for a sustainable and resilient local economy is to study the nature of the current economy based on a 21st-century lens. While we have data on traditional aspects of the economy, we need data on:

- The diversity of our economy
- The assets that serve as a foundation for this economy

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- The aspects of our economy based on revenue that remains local versus those where revenue leaves the City and County
- The invisible economy created by residents including locally-owned, self-employed and home-based entrepreneurs and by the presence of the current number of residents
- Future projections incorporating all of this data

The City must complete this study by **July 2022**.

Policy 12.06.03.

The city must develop long-term planning, both five-year and twenty-year, incorporating the data acquired during the study phase in Policy 12.06.01 by December 2022. The goal of this planning must be to develop a sustainable and resilient economy that actively manages development.

Policy 12.06.04.

Based on the additional data and planning from 12.06.01 and 12.06.02, the City must reexamine The Future Land Use Goal and make necessary updates that support a sustainable and resilient economy that actively manages development.

Policy 12.06.05.

To ensure optimal planning of a sustainable and resilient economy, the City must annually review its planning based on evolving circumstances in the environment, economy and healthcare.

OBJECTIVE 12.07. REDEVELOPMENT AND INFILL DEVELOPMENT

The City must reduce blight and encourage redevelopment of underutilized areas and inefficient land use patterns through redevelopment, reuse, and/or removal and replacement of blighted structures and uses. The City must focus its redevelopment and infill efforts to encourage development in its already urbanized areas that provide housing near job centers, preserve open space, capitalize on existing community assets such as parks, create new community assets such as child-care centers, arts districts and shopping centers and removes the crime associated with vacant, underutilized or abandoned properties.

POLICY 12.07.01.

The Planning and Conservation Department and the City Grants Administrator must seek funding to assist in the reduction and elimination of blight. Funding programs, such as the federal Community Development Block Grant, may be used for housing rehabilitation, demolition and replacement of substandard housing, infrastructure improvements, or commercial redevelopment.

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POLICY 12.07.02.

The City must promote redevelopment of general commercial activities, which fulfill market demands of the City's residents for retail sales and services. The City must coordinate with private sector interest groups concerned with enhancing the Central Business District, waterfront corridors, and commercial corridors on South 8th Street, Sadler Road, and 14th Street, in order to direct efforts to achieve a public and private partnership in improving the image and function of these districts and corridors.

OBJECTIVE 12.08. NONCONFORMING STRUCTURES, USES AND LOTS

To promote re-use of structures that contribute to the character, diversity and sustainability of a neighborhood and to promote economic redevelopment by regulating structures and uses that do not conform to the current Plan or Land Development Code, but were lawfully established and in compliance with all applicable ordinances and laws at the time the structure was constructed and/or the use began, the City must permit the continuation of the structure until such time that the property is sold or it becomes hazardous or dangerous. More broadly, the City must seek to eliminate nonconforming land uses.

POLICY 12.08.01.

The City may utilize overlays or neighborhood conservation districts to establish Land Development Code regulations which support this objective.

POLICY 12.08.02.

Existing non-conforming structures must be permitted to expand when the addition complies with current site design requirements contained in the Land Development Code.

POLICY 12.08.03.

The City must establish land development regulations to address the cessation, repair and maintenance, and amortization of nonconforming uses.

POLICY 12.08.04.

Existing platted lots of record located in Central Business District, Mixed Use, and Low, Medium, or High Density Residential land use districts must not be prohibited from the construction of one (1) residential unit due to a non-conforming lot size.

OBJECTIVE 12.09. HOUSING EQUITY

Recent market pressures have resulted in 1) a lack of sufficient housing to support even a fraction of the workforce of Fernandina Beach, 2) pressure to gentrify historically and culturally significant neighborhoods and 3) expansion of homelessness around the City. The City must develop processes and policies that directly address these issues in an effective, equitable and efficient manner. The City must also implement the objectives and policies in Goal 5 Housing.

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POLICY 12.09.01.

In collaboration with the County, the Fernandina Beach Housing Authority and other interested state and federal entities, the Planning and Conservation Department and the Planning Advisory Board must investigate and document the lack of low-cost housing and develop appropriate strategies for addressing the problem in the City.

POLICY 12.09.02.

Gentrification is the process of neighborhood economic change in a historically disinvested neighborhood resulting from real estate investment and the influx of new higher-income residents. The impacts on long-term residents include physical displacement, cultural displacement and loss of the social fabric of the community (urbandisplacement.org). Gentrification has an economic and social impact on a substantial segment of our Fernandina Beach community and carries the potential for impact on the cultural integrity and character of the community, resulting in the potential loss of historical information (ranging from family history to city and state history). Therefore, the Planning and Conservation Department must study the dynamics associated with gentrification in Fernandina Beach and identify City strategies that can support and stabilize the affected communities. Community input must be sought and incorporated.

POLICY 12.09.03.

The Planning and Conservation Department must gather data on 1) the extent of homelessness in Fernandina Beach, 2) the nature of homelessness here (whether the homeless are locals or those who regularly come in for the night; whether they have recently fallen on hard times or are chronically homeless; the source of the problem), and 3) strategies that have been used effectively by cities of similar size and develop a proposal for addressing this problem. It may be possible to develop a collaborative effort with the County, federal or state government, or with one or more local nonprofit organizations and to obtain grant funding to support the effort.

OBJECTIVE 12.10. MOBILITY

While preserving the cultural, natural, and historic resources, and preserves neighborhood and scenic quality of life, city staff must provide the city of Fernandina Beach with a safe, convenient, efficient, motorized and nonmotorized transportation system for all residents and its seasonal population. This system connects residents to community jobs and resources preparing for the changes in economy and promotes effective and efficient modes to connect freight transportation to the city. This transportation system requires support from the city's future land use and must be consistent with conservation and coastal elements, recreation and open space element while providing a system for movement of people and goods. [§163.3177(6)(b), F.S.] The City must implement the objectives and policies presented in Goal 6 Mobility.

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OBJECTIVE 12.10.1

The City must meet the transportation challenges currently posed by population increases on Amelia Island and in Nassau County as well as by a large tourist and “day-tripper” presence in the context of constrained roads and intersections and limited capacity on a barrier island.

POLICY 12.10.01.01.

In order to address Fernandina Beach environmental issues, ability to serve residents with equity, provide ability to transport goods and maintain a resilient system during times of natural or other disaster, the city must identify personnel to participate in local, regional and state opportunities to meet Fernandina Beach mobility needs. Initial steps must include 1) designation of a staff member to serve on the technical review committee of the North Florida Transportation Planning Organization (NFTPO) and 2) designate a citizen to participate in the North Florida Transportation Planning Organization’s Citizen Advisory Board.

POLICY 12.10.01.02.

The City must identify funding sources and priorities so that mobility projects can be implemented. The priorities of funding sources are to maintain current infrastructure; facilitate quick restoration of infrastructure following disruptions; and update or add such services as public transportation or shared riding to improve outcomes, including congestion, safety, environmental impact, and job access.

POLICY 12.10.01.03.

The City Manager, along with other City Departments, must develop 5- and 20-year long-term mobility plans in addition to annual plans to identify the City’s needs and sequence top priorities as part of budgetary planning for capital improvements and potential funding sources.

POLICY 12.10.01.04.

All use of traffic control techniques must take into consideration the non-urban, barrier island environment to ensure within the limits of safety, that the city’s character and sustainability are maintained. The Planning and Conservation and Facility Directors must research, develop and implement Intelligent Transportation System (ITS) Technology that provides enhanced monitoring and notification systems to ensure that travel is safe and efficient for pedestrians, bicyclists, transit riders, freight traffic, parking and other transportation related activities. These systems support reducing the Greenhouse gas emissions as well as a city fleet that is fuel efficient.

POLICY 12.10.01.05.

As the city is near build out, The City Planning and Conservation Department in collaboration with county, State and regional entities must research and analyze current data in order to develop standards and guidelines for redevelopment or infill projects, employers, businesses and special events to provide for alternatives approaches to the impacts on the Level of Service. These strategies maintain the scenic and beautification

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entrances and corridors. The strategies include investigating and researching the efficacy of plans that address road and parking capacity.

- Require existing staffs to research, review and recommend changes to existing procedures to improve and produce more thorough and efficient procedures that describe the impact of development on all infrastructure and the city's character and history including but not limited to roads, sidewalks, pedestrian traffic, and parking.

POLICY 12.10.01.07.

The Fernandina Beach complex road system has historically served an area that is rural and barrier island in character. People experience the city by driving its streets and roads. Thus, Improvements to this road network and facilities should be consistent with the maintaining the historic and environmental nature of the current roadway system and the surrounding land uses. The appearance of these streets, including signage, sets the tone for the community as does any element of community design. Any proposed traffic calming and other techniques that are recommended must reinforce the community's desire to maintain the character and alert motorists that the roadway is shared with nonmotorists and our freight industry.

OBJECTIVE 12.10.02.

As described in the Coastal Management Element, The City Must Coordinate with FDOT and Nassau County to Identify Methods and Alternative Evacuation Routes and Modes as May Be Necessary in Order to Safely Evacuate Residents and Seasonal Visitors Off the Island.

POLICY 12.10.02.01.

Based upon data provided in real time data, the City manager must coordinate with the TPO and Nassau County to reduce the amount of time to safely evacuate residents and seasonal visitors of the island. This includes education of evacuation routes provided in various methods, such as current technological tools, the Tourist Development Council website, written materials in rental properties and other multimedia techniques.

POLICY 12.10.02.02.

Following a major disaster, the City manager must coordinate with FDOT, Nassau County, the Ocean Highway and Port Authority, and First Coast Railroad/ CSX to assess damage to the roadway system, bridges, port facilities and rail lines to identify what type of transit may be used to facilitate recovery and redevelopment efforts.

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POLICY 12.10.02.03.

Transportation facilities will be maintained in order to allow for the safe and efficient evacuation of residents, business and seasonal visitors during emergencies. The city must seek to achieve a minimum evacuation time of 16-18 hours which will be coordinated with Nassau County and other appropriate agencies.

OBJECTIVE 12.11. LAND USE CATEGORIES

To the extent feasible in a largely built-out city, the City must ensure that suitable land is available for residential, commercial, industrial, and public use. Suitability must be based on the availability of services and facilities and the ability of the land to be developed, while respecting the integrity of the built and natural environment.

POLICY 12.11.01.

The following land use categories must be shown on the FLUM:

Low Density Residential	(LDR)
Medium Density Residential	(MDR)
High Density Residential	(HDR)
Mixed -Use	(MU)
8 th Street Small Area Mixed Use	(MU8)
General Commercial	(GC)
Central Business District	(CBD)
Waterfront Mixed Use	(WMU)
Industrial	(IN)
Industrial - Waterfront	(IW)
Recreation	(REC)
Conservation	(CON)
Public & Institutional	(PI)

POLICY 12.11.02

In all land use categories where residential dwelling units are allowable, density must be defined as "net density".

POLICY 12.11.03.

Prior to approving a density change in land use within the CHHA, the applicant must demonstrate compliance with Florida Statute §163.3178(9) (a) as follows:

- a. A 16-hour level of service for out-of-county hurricane evacuation is maintained for a category 5 storm event as measured on the Saffir-Simpson scale;
- b. A 12-hour evacuation time to shelter is maintained for a category 5 storm event as measured on the Saffir-Simpson scale and shelter space reasonably expected to accommodate the residents of the development contemplated by a proposed comprehensive plan amendment is available; or
- c. Appropriate mitigation is provided that will satisfy the provisions of subparagraph 1, or subparagraph 2. Appropriate mitigation must include,

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without limitation, payment of money, contribution of land, and construction of hurricane shelters and transportation facilities. Required mitigation must not exceed the amount required for a developer to accommodate impacts reasonably attributable to development. A local government and a developer must enter into a binding agreement to memorialize the mitigation plan.

POLICY 12.11.04. Low Density Residential (LDR)

- a. Areas delineated on the FLUM for low density residential development must accommodate permanent residential development and must be comprised of single-family detached homes on individual lots. Single-family attached homes may be allowed only through the PUD process.
- b. The maximum density must not exceed four (4) dwelling units per acre. Specific densities must be determined by such factors as natural features of the land, density and/or intensity of developed and/or undeveloped land surrounding development, level of accessibility, housing supply and demand, adequacy of public facilities, consumer preference, and other factors which may be identified in the City's land development regulations.
- c. Supportive community facilities and accessory land uses may be located within areas designated for single-family low density residential uses. The land development regulations must provide regulatory procedures for considering such uses.
- d. The low density residential designation is established to:
 1. Protect the quality and character of existing low density single-family neighborhoods;
 2. Preserve open space;
 3. Prevent encroachment by commercial uses, including hotels, motels, bed and breakfast units, resort rentals, or other forms of transient accommodations, and incompatible non-residential uses;
 4. Encourage densities that are compatible with existing and anticipated future developments;
 5. Promote compatibility with natural features of the land; and,
 6. Minimize the burden on existing and projected supportive public services and facilities within the area.

POLICY 12.11.05. Medium Density Residential (MDR)

- a. Areas delineated on the FLUM for medium density residential development must be developed, redeveloped, and/or maintained as stable medium density permanent residential neighborhoods.
- b. The density for medium density residential development ranges up to a maximum of eight (8) units per acre.
- c. The medium density residential designation is intended to provide sufficient land area for medium density residential development adequately supported by public services and facilities and compatible with existing and anticipated future land uses.

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- d. The medium density residential designation includes a mixture of single and multi-family structure types.
- e. The medium density residential designation is intended to prevent commercial uses, including hotels, motels, bed and breakfast units, resort rentals, or other forms of transient accommodations and encroachment by incompatible non-residential uses.
- f. Supportive community facilities and accessory land uses may be located within areas designated MDR.

POLICY 12.11.06. High Density Residential (HDR)

- a. High-density residential development allows single- and multi-family dwellings at a minimum of four (4) units per acre to a maximum of ten (10) units per acre.
- b. The high-density residential designation is intended to provide sufficient acreage for high density permanent residential development.
- c. Limited neighborhood commercial activities, bed and breakfast and resort rental dwellings may be allowed, subject to additional design standards.
- d. A density bonus of one bonus market rate unit for every affordable unit up to 10 units, or a maximum of 10 units for developments that are dedicated entirely to affordable housing, shall be awarded if all of the following criteria are met:
 - 1. The unit/s remains affordable, as defined by Section 420.602(3), Florida Statutes, for a period of not less than 30 years from initial occupancy.
 - 2. The unit/s may differ from market-value units with regard to interior amenities provided that these differences are not apparent in the general exterior appearance, and these differences do not include insulation, windows, HVAC systems, or other improvements related to the energy efficiency of the units.
 - 3. The City must identify methods to reduce or waive review or tap in fees for affordable units to encourage the construction of affordable housing

POLICY 12.11.07. Mixed Use (MU)

- a. This land use category is designed to accommodate medical, business, and professional offices; personal service establishments with limited inventory of goods; neighborhood commercial uses; and customary accessory uses, which are subordinate and incidental to the principal office or limited commercial use.
- b. Single-family and multi-family residential units are allowed in this land category.
- c. This designation is not intended for manufacturing.
- d. Mixed uses, either “stand alone” or in mixed residential and business use structures, may occur throughout the area designated for MU on the FLUM through the assignment of zoning districts for residential uses, limited commercial uses, and office uses, as well as the use of the PUD overlay.
- e. The maximum density for residential development within the MU land use category is eight (8) units per acre. The intensity of non-residential development in the MU land use category must not exceed a FAR of 1.0.

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- f. In the application of zoning districts within the ORMU category, the City shall must ensure that proposed zoning districts are compatible with each other and with adjacent zoning districts and land uses.

POLICY 12.11.08. 8th Street Small Area Mixed Use (MU8)

It is the purpose of the 8th Street Small Area Mixed Use land use category to provide flexible land use and design that promotes pedestrian-level activity. The MU8 land use is intended to promote the 8th Street corridor as a thriving gateway to the historic downtown of Fernandina. The only area where the 8th Street small area land use (MU8) is permissible are those properties located along the southern half (1/2) of the Ash Street Block extending to non-historic district properties on the fronting Beech Street and along the eastern half (1/2) block of 9th Street on the northern extent of the corridor. Then, extending along eastern half block of 8th Street to the western half block of 9th Street between Beech Street and properties just south of Cedar Street and continuing along the eastern half block of 8th Street to the western half block of 9th Street between Cedar Street and Fir Street. Finally, extending south on Fir Street for the entire block width between 7th and the western half block of 9th Street, terminating at Lime Street.

- A. This district provides for integrated or stand-alone commercial retail, offices, housing, and civic uses. Convenient access to transit opportunities, innovative housing options, and pedestrian-oriented design are key considerations in the redevelopment of these areas.
- B. Warehouse storage and heavy industrial uses must not be permissible within this land use category.
- C. Uses allowable within the MU8 land use category recognize the desire to maintain commercial development while integrating residential allowances to fulfill market demand for housing needs and to provide commercial services easily accessible to residents within the area.
- D. The maximum density is up to 18 units per acre.
- E. The maximum intensity of non-residential development must not exceed a FAR of 2.0.

POLICY 12.11.09. General Commercial (GC)

- a. The general commercial land use category is designed to accommodate offices; commercial retail; personal services establishments; restaurants; transient accommodations; uses that provide sales and services for one (1) neighborhood or several neighborhoods throughout Amelia Island; repair shops; green technologies, retail sales and services; and other similar commercial uses.
- b. The GC designation is not intended to accommodate manufacturing of goods or other production or assembly activities which may generate nuisance impacts, including glare, smoke, or other air pollutants, noise, vibration, major fire hazards, or other impacts generally associated with industrial uses.

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- c. The intensity of development in the GC land use category must not exceed a FAR of 1.50 in order to facilitate energy efficient and compact quality commercial development.

POLICY 12.11.10. Central Business District (CBD)

- a. The FLUM designation of central business district is applied to the City's downtown, as the center for residential, financial, commercial, governmental, professional, cultural, and related activities.
- b. The Central Business District category is designed to accommodate single-family or duplex residential uses, either "stand alone" or in mixed residential and business use structures; offices; commercial retail; personal services establishments; restaurants; transient accommodations; commercial parking facilities; civic uses; and cultural uses.
- c. Additional uses may be permissible subject to additional standards: indoor recreation facilities, multi-family dwellings, marinas, day-care centers, and educational facilities.
- d. The density of residential development in the Central Business District land use category must not exceed thirty-four (34) units per acre.
- e. The intensity of non-residential development must not exceed a FAR of 2.0.
- f. A proposed amendment to the FLUM to increase the land area within the Central Business District; land use category must demonstrate the suitability of the proposed site based on:
 - 1. The need for additional land area within the Central Business District; land use category;
 - 2. Consistency of the land area with the characteristics of the Central Business District; and;
 - 3. Consistency of the land area with the characteristics of the downtown.

POLICY 12.11.11. Waterfront Mixed Use (WMU)

- a. The Waterfront Mixed Use category is intended for the re-development of waterfront land fronting the Amelia River within the CRA only.
- b. Uses include: Residential, commercial, retail stores, professional offices, water related uses such as piers, docks, wharves, and marinas and uses related to the shrimping and fishing industry.
- c. Net Density is limited to 2 dwelling units per acre and is required to be located above a commercial or office use.
- d. Intensity is limited to 0.75 FAR.
- e. Prior to approving a change in land use to WMU in the CHHA, the applicant must demonstrate compliance with Florida Statute §163.3178(9) (a) (2006) as follows:
 - 1. A 16-hour level of service for out-of-county hurricane evacuation is maintained for a category 5 storm event as measured on the Saffir-Simpson scale;
 - 2. A 12-hour evacuation time to shelter is maintained for a category 5 storm event as measured on the Saffir-Simpson scale and shelter space reasonably

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- expected to accommodate the residents of the development contemplated by a proposed comprehensive plan amendment is available; or
3. Appropriate mitigation is provided that will satisfy the provisions of subparagraph 1, or subparagraph 2. Appropriate mitigation shall include, without limitation, payment of money, contribution of land, and construction of hurricane shelters and transportation facilities. Required mitigation shall not exceed the amount required for a developer to accommodate impacts reasonably attributable to development. A local government and a developer shall enter into a binding agreement to memorialize the mitigation plan.
- f. Amendments to the FLUM that change the land use to WMU within the Community Redevelopment Area (CRA) may be awarded a 100% density bonus based on the following criteria:
1. Dedication and acceptance of an easement to the City in order to build a public waterfront boardwalk along the river; and
 2. Dedication and acceptance of an easement for mid-lot or mid-block corridors in order to maintain view corridors to the river and to be used as pedestrian access.

POLICY 12.11.12. Industrial (IN)

- a. The industrial land use category is intended to recognize existing industrial development, appropriate open air recreation activities and the animal shelter, and to ensure the availability of land for industrial and airport purposes.
- b. The intensity of industrial development must not exceed a FAR of 0.75.
- c. Industrial sites must have transportation access by air, rail, or highway.
- d. Industrial uses include: airport dependent uses, manufacturing, assembling and distribution activities; warehousing and storage activities; green technologies, general commercial activities; integral airport related support services such as rental car facilities, parking facilities; and other similar land uses.
- e. Residential uses must not be permitted within the industrial land use category. This provision must not prohibit residences for night watchmen or custodians whose presence on industrial sites is necessary for security purposes. Such a use may be permitted as an accessory use and must be clearly subordinate to the primary use of the structure.
- f. Industrial sites must be buffered from residential neighborhoods.
- g. Heavy metal fabrication, batch plants, salvage yards, chemical or petroleum manufacturing or refining, rubber or plastics manufacturing, or other uses generating potentially harmful environmental or nuisance impacts must be prohibited.
- h. New industrial locations must ensure protection of environmentally sensitive lands and protected natural resources. Where new industrial locations are adjacent to environmentally sensitive lands and protected natural resources, appropriate buffers and other techniques must be used to ensure protection of such lands and resources from industrial development.

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- i. All facilities adjoining or on an airport must protect aerial approaches and not restrict or prevent aircraft operations.

POLICY 12.11.13. Industrial Waterfront (IW)

- a. The land use category of Industrial Waterfront provides for those industrial activities that require waterfront locations.
- b. Permissible uses include: water dependent uses such as piers, docks, and wharves; ship terminals and facilities for construction and maintenance; bulk storage facilities, limited to materials delivered by ship; military installations, excluding residential uses; heliports; and marinas.
- c. The intensity of development within the industrial waterfront land use category must not exceed a FAR of 0.75.
- d. The following uses may be permissible, and must be directly related to port activities: truck terminals; distribution centers; offices to support allowable uses; warehousing; manufacturing and processing; green technologies, and support services, which are an integral part of a port-related activity, such as parking facilities, restaurants, or clinics.
- e. New waterfront industrial locations must ensure protection of shorelines, other environmentally sensitive lands, and protected natural resources. Appropriate buffers and other site design techniques must be provided to ensure such protection.

POLICY 12.11.14. Recreation (REC)

- a. Public and private parks and recreation, and open space facilities must be allowable uses in the Recreation land use category. The City's historic cemetery must be under the management of the Historic Planner in Planning and Conservation.
- b. Outdoor recreation facilities may include fields, courts, playgrounds, pools, picnic areas, trails, paths, and active or passive open space. Recreation facilities may also include buildings to support outdoor recreation, such as restrooms, concessions, equipment storage, recreation-based retail sales, and offices related to the park and recreation uses.
- c. The maximum impervious surface ratio within the recreation land use category is 0.25. The maximum FAR is 0.50.
- d. Indoor pools, gymnasiums, and recreation centers with meeting rooms, administrative offices, or indoor recreation facilities are also permissible.
- e. Recreation uses must be appropriately buffered and screened from adjacent uses.
- f. Recreational areas must be developed using low impact development (LID) practices and sustainable building strategies.
- g. Recreational areas must provide, as appropriate, safe linkages through sidewalks, bike paths, or multi-use trails.

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POLICY 12.11.15. Conservation (CON)

- a. Lands that are natural resources/assets such as wetlands must be included in the Conservation land use designation in order to provide for the maximum long-term protection and preservation of environmentally sensitive natural resource systems. All wetlands, as verified by jurisdictional field delineation, are designated as limited development overlays and shall must be protected by policies contained within the Coastal Management and Conservation Element of this plan.
- b. Potentially allowable uses in the Conservation land use category may include: docks, boardwalks, hiking trails, and picnic areas or other passive recreation uses. Allowable uses must be determined based on the nature and sensitivity of the land under consideration.
- c. Development within the conservation land use category is limited to buildings that are supportive of and accessory to the Conservation land use category, such as an interpretative center, rest rooms, or covered picnic pavilions.
- d. Potentially allowable uses are limited to those areas where the use will not impact the sustainability of the flora and fauna in that location. For example, even passive recreation must not be allowed within the maritime hammock. The Planning and Conservation Department must avoid adverse impacts on the hydrologic functions of wetlands, natural systems, habitats, forested areas, water quality, shorelines, marine life, and coastal resources. Allowable uses must serve to protect the safety and welfare of the natural resource.
- e. Any improvement within Conservation areas must be developed using low impact development (LID) practices and sustainable building strategies.

POLICY 12.11.16. Public & Institutional (PI)

- a. This land use category is intended for any publicly owned lands and structures.
- b. All uses by government agencies are allowable.
- c. The maximum FAR for development within the Public and Institutional land use category is 0.50.
- d. New development and redevelopment in PI must use low impact development (LID) practices and sustainable building strategies. All municipal projects must be constructed to meet minimum standards of an approved green rating system.

POLICY 12.11.17.

The maximum impervious surface ratio in all land use categories, except the Central Business District, must be sixty percent (60%).

POLICY 12.11.18.

The City must require use of pervious paving materials that are compliant with ADA standards for a minimum of seventy-five percent (75%) of required parking areas and all access ways.

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POLICY 12.11.19.

Any new development and redevelopment projects on public property within the City must be required to utilize low impact development practices and recognized sustainable building strategies.

OBJECTIVE 12.12. COMMERCIAL AND MIXED LAND USE CONVERSION

The City must require that commercial and mixed-use land use designations meet criteria to ensure appropriate locations and patterns of commercial and mixed use are energy efficient and compact development schemes and serve to promote pedestrian activity and reduce vehicle miles traveled (VMT).

POLICY 12.12.01.

The location and distribution of commercial activities must be based on the following considerations:

- a. Trip generation characteristics, including impact on transportation roadway facilities, off-street parking systems, sidewalks and bicycle access;
- b. Location and site requirements based on specific needs for respective commercial activities, their market area, anticipated employment generation, and floor area requirements;
- c. Compatibility with and impact on nearby residential and other surrounding commercial activities;
- d. Relationship to surrounding land uses and natural systems to avoid adverse impact; and
- e. Impact on existing and planned community services and utilities;
- f. Providing enhanced street connectivity and internal circulation through linkages with adjacent commercial and residential development and reduced curb cuts;
- g. Convert excess parking areas into commercial space; and
- h. Reduces the dominance of existing parking lots by providing enhanced landscaping and pedestrian oriented amenities.
- i. Provides on and off-site sidewalks and bicycle lanes and/or alternative low speed vehicle shared-use paths.

POLICY 12.12.02.

Commercial development must be concentrated in strategically located areas. These areas must have location characteristics, which best accommodate specific land, site, public facilities, and market location requirements of respective commercial uses. Strip commercial development must not be extended into established or stable residential areas. The existence of commercial areas on one (1) corner of an intersection must not dictate the development of all corners with the same or similar use; nor does the existence of commercial development on a major thoroughfare dictate that all frontages must be similarly used.

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POLICY 12.12.03.

Commercial development decisions must promote the historic downtown as a center for government and institutional function, as well as a focal point for tourism, retail trade, business and professional offices, and civic and cultural enrichment.

OBJECTIVE 12.13. AIRPORT FACILITIES AND RELATED LAND USES

The City must ensure the continued viability of the Fernandina Beach Municipal Airport with appropriate actions to ensure safe and compatible aviation activities with its surrounding land uses.

POLICY 12.13.01.

The City must regulate permitted uses and applicable restrictions within the airport property and adjacent lands area through zoning, land use, and the FAA Approved Airport Master Plan.

POLICY 12.13.02.

The City must foster use of Fernandina Beach Municipal Airport lands in a manner that contributes to the development of the City's economic base through pursuit of light, clean industry and activities consistent with and supportive of the airport.

POLICY 12.13.03.

The City must assure safe operation of aircraft through:

- a. Coordination with the FAA to provide effective use of air space in relation to the airport, surrounding airports, and airways;
- b. Maintenance and improvement of the airport operations area; and
- c. Developing a design plan at the airport that accommodates operationally compatible aircraft.

POLICY 12.13.04.

The City must achieve airport and industrial development which is compatible with the City Airport Master Plan and mutual environmental constraints through:

- a. Appropriate land use designations for land on and adjacent to the airport property which protects the operationally sensitive areas and ~~reduces~~ minimizes noise impact near the airport;
- b. Preserving the environmentally sensitive areas on the property; and
- c. Encouraging aviation activity compatible with community needs and characteristics.

POLICY 12.13.05.

The City must promote financial independence of the Fernandina Beach Municipal Airport through:

- a. Five-year and 20-year planning;
- b. Preparing periodic updates to the airport development plan;

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- c. Development of a long-range capital improvements program consistent with financial capacity; and
- d. Development of an operations and maintenance program compatible with financial resources.

POLICY 12.13.06.

The City must coordinate with FDOT's Joint Airport Capital Improvements Plan (JACIP) for funding opportunities.

POLICY 12.13.07.

The City must provide for adequate buffering between the airport uses and neighboring residential areas through conservation easements and landscaping. The City must not allow regularly scheduled activities that exceed established noise levels. Resident complaints must be tracked and studied (decibel-level studies), with records available to the public.

POLICY 12.13.08.

The City must coordinate with neighboring home owners associations and residences to provide community outreach materials which foster greater awareness of airport operations. Neighbors must have a vehicle for input to the City and airport management on new airport uses and other concerns.

OBJECTIVE 12.14 AVAILABILITY OF LAND FOR PUBLIC SCHOOL FACILITIES

At its current level of buildout, the City must implement policies to ensure that adequate infrastructure is available in the future to support public school facility additions or redevelopment required for projected population growth.

POLICY 12.14.01.

An "Access" Land Development Regulation shall be adopted which establishes criteria for:

- a. Specific numbers of parking spaces and feet of buffering required supporting various commercial/industrial/recreational activities;
- b. Road right of way protection for major and minor arterials and collector roads (Right of Way Map);
- c. Rights of way protection around the entrances to highway and interstate exchanges; and
- d. On site circulation requirements to relieve congestion on major roadways.

POLICY 12.14.02.

The City will ensure sufficient land infrastructure is available for public school facilities approximate to residential development in order to meet the projected needs for such facilities.

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POLICY 12.14.03.

Public schools must be a permitted use in all land use categories except the Conservation and Industrial land use categories.

POLICY 12.14.04.

The City must encourage the school board to consider sustainable building strategies and low impact development practices in all new construction, remodeling and additions.

OBJECTIVE 12.15. MAPPING AND MANAGEMENT

The Department of Planning and Conservation must act as the lead agency for the City to coordinate, update, and manage the City’s input to the County GIS and work through an interlocal agreement with the Nassau County Property Appraiser Office, where the GIS resides. The data layers generated by the City and supportive of City management, planning, and permitting must be maintained so that the existing information is current, useful, and all data layers are in conformance with each other. The quality and appropriateness of City decision making depends on the quality of our GIS data and how they are used.

POLICY 12.15.01.

The City must regularly update and maintain mapping information on the GIS including the following:

1. Interactive map services for the City of Fernandina Beach:
 - a. Public Map Service - Property Tax Map that contains City Layers
 - b. Internal Map Service - Building & Permitting “Energov” Application
 - c. Internal Map Service - Stormwater Management “Asset Essentials” Application
 - d. Internal Map Service - New World Public Safety Application for Emergency response “Police & Fire”
2. City spatial datasets that are within the GIS. Where appropriate, these layers are included in the above map services to assist the public and staff in their day-to-day decision making.
 - a. 911 Roads
 - b. 911 Addresses
 - c. Law Zones
 - d. Sex Offenders
 - e. Hydrants

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- f. Zoning
- g. Land Use
- h. Flood Zones
- i. CRA Boundary
- j. City Boundary
- k. Historic District Boundaries
- l. Coastal Construction Boundary
- m. Parcel and Ownership Information
- n. Topography
- o. Storm Surge
- p. Water and Sewer Infrastructure
- q. Aerial Data
- r. Potential Wetlands

POLICY 12.15.02.

Beyond simply bringing the existing GIS data layers up to date and in conformance with each other, the City must enhance and improve the GIS. For example, the City could track the useful life and maintenance/replacement schedule of public infrastructure. If sections of road, sidewalks, sewers, water lines, recreational assets, coastal and dune protection and restoration projects, stormwater management devices, and flood control devices can be assigned useful remaining lives, costs and schedules to repair/replace, this can essentially automate capital budgeting processes well in advance and make this information available to both the administrative departments that plan and execute such work, but also to elected officials and managers who must approve the funding. In addition to wetlands, other environmentally sensitive zones could be identified. Critical habitats that support species that are designated at the federal or state level for protection could be identified and mapped. Steep slopes and soils susceptible to severe erosion could be mapped and available for special consideration during reviews of development permits. Properties and sites that are on the Federal or State historic registers (this is beyond just the designated historic district boundaries that are already in the GIS) could be recorded so that development is permitted in a manner to protect the integrity of such sites, structures, properties and features.

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POLICY 12.15.03.

The City must ensure that staff training in GIS systems is current to support its benefits.

POLICY 12.15.04.

The Planning and Conservation Department must review the Future Land Use Map and Zoning Map every two years to ensure that they remain current and consistent and that actual land use conforms to these maps.

OBJECTIVE 12.16. INTERGOVERNMENTAL COORDINATION

The City must coordinate with County, regional, state and federal agencies in order to provide effective management of the City, to expand expertise and develop funding sources for the many areas under their purview.

POLICY 12.16.01.

The City must continually coordinate with the DEP and other relevant agencies to protect, maintain, and/or improve the quality of the Nassau River- St. Johns River Marshes and Fort Clinch State Park aquatic preserve and portions of the St. Mary's estuary, the Intercostal Waterway and Amelia River. Further, the City must not allow any development adjacent to or within the aquatic preserves which are not permitted by, and consistent with the DEP's report entitled "Nassau River-St. Johns River Marshes and Fort Clinch State Park Aquatic Preserves Management Plan. (POLICY 12.02.05.)

POLICY 12.16.02.

The City shall continue to support the designation of A1A/ S. Fletcher Avenue as a National Scenic Byway and Florida Scenic Highway. (POLICY 12.02.07.)

POLICY 12.16.03.

In collaboration with Nassau County, the City must study the carrying capacity of Fernandina Beach and Amelia Island as a whole. Carrying capacity must include, but shall not be limited to, environmental features (dunes, wetlands, green infrastructure) necessary for the sustainability and resilience of the City and Island; resident and visitor population capacity for safe 16-18 hour evacuation; sustainable traffic capacity to ensure quality of life. Subsequent development must not exceed the capacities determined in this study. Both the City and County must initiate a moratorium on development on Amelia Island until the outcomes of this study are completed and incorporated into approved City ordinances. (POLICY 12.05.01.)_

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POLICY 12.16.04.

In collaboration with Nassau County, the Planning and Conservation Department must study the feasibility of applying for the status of Area of Critical State Concern for Amelia Island. (POLICY 12.05.03.)

POLICY 12.16.05.

In order for the City to promote neighborhood cohesiveness and character, to manage growth and services effectively, and to advance its sustainability and resilience, the City and County must work together to develop more regularized and stabilized jurisdictional borders. This will involve incorporation of some areas into the City. (POLICY 12.05.18.)

POLICY 12.16.06.

In collaboration with the County, the Fernandina Beach Housing Authority and other interested state and federal entities, the Planning and Conservation Department and the Planning Advisory Board must investigate and document the lack of low-cost housing and develop appropriate strategies for addressing the problem in the City. (POLICY 12.09.01.)

POLICY 12.16.07.

The Planning and Conservation Department must gather data on 1) the extent of homelessness in Fernandina Beach, 2) the nature of homelessness here (whether the homeless are locals or those who regularly come in for the night; whether they have recently fallen on hard times or are chronically homeless; the source of the problem), and 3) strategies that have been used effectively by cities of similar size and develop a proposal for addressing this problem. It may be possible to develop a collaborative effort with the County, federal or state government, or with one or more local nonprofit organizations and to obtain grant funding to support the effort. (POLICY 12.09.03)

POLICY 12.16.08.

In order to address Fernandina Beach environmental issues, ability to serve residents with equity, provide ability to transport goods and maintain a resilient system during times of natural or other disaster, the city must identify personnel to participate in local, regional and state opportunities to meet Fernandina Beach mobility needs. Initial steps must include 1) designation of a staff member to serve on the technical review committee of the North Florida Transportation Planning Organization (NFTPO) and 2) designate a citizen to participate in the North Florida Transportation Planning Organization's Citizen Advisory Board. (POLICY 12.10.01.01.)

POLICY 12.16.09.

The City Planning and Conservation Department must coordinate with the Florida Department of Transportation (FDOT) to determine the feasibility of developing and implementing a plan that addresses road and parking capacity that includes:

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- a. road user charge plan for non-Nassau county residents that must be levied for entering the island during peak travel times between Memorial Day and Labor Day. The charge is designed for road infrastructure financing as well as the social and environmental negative impacts associated with use of the island roads, beach accessibility and parking and other such as air pollution, greenhouse gas emissions, visual intrusion, noise and dune protection. A report must be provided to the City Commissioners by July 1, 2021. **Or**
- b. restrict Fernandina Beach access to a maximum vehicular hourly “cap”.
- c. develop, implement and review the status of identified objectives and policies and the progress to date on the above measures.
- d. after thorough issue resolution and public input, implement appropriate solutions.

(POLICY 12.10.01.07.)

POLICY 12.16.10.

In coordination with Nassau County and the Florida Department of Transportation, the City Roads Department must systematically coordinate, establish, and maintain a list of capital projects which improve operational efficiency, and safety for all users. This system list of needs must be prioritized based on existing system deficiencies, and the benefit-to-cost ratio of potential improvements as determined by the Transportation Division and must be coordinated with FDOT and Nassau County. The list is to be presented to the city commissioners, annually, by July 1. (POLICY 12.10.01.12.)

POLICY 12.16.11.

As described in the Coastal Management Element, The City Must Coordinate with FDOT and Nassau County to Identify Methods and Alternative Evacuation Routes and Modes as May Be Necessary in Order to Safely Evacuate Residents and Seasonal Visitors Off the Island. (OBJECTIVE 12.10.02.)

POLICY 12.16.12.

Based upon data provided in real time data, the City manager must coordinate with the TPO and Nassau County to reduce the amount of time to safely evacuate residents and seasonal visitors of the island. This includes education of evacuation routes provided in various methods, such as current technological tools, the Tourist Development Council website, written materials in rental properties and other multimedia techniques. (POLICY 12.10.02.01.)

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POLICY 12.16.13.

Following a major disaster, the City manager must coordinate with FDOT, Nassau County, the Ocean Highway and Port Authority, and First Coast Railroad/ CSX to assess damage to the roadway system, bridges, port facilities and rail lines to identify what type of transit may be used to facilitate recovery and redevelopment efforts. (POLICY 12.10.02.02.)

POLICY 12.16.14.

Transportation facilities will be maintained in order to allow for the safe and efficient evacuation of residents, business and seasonal visitors during emergencies. The city must seek to achieve a minimum evacuation time of 16-18 hours which will be coordinated with Nassau County and other appropriate agencies. (POLICY 12.10.02.03.)

POLICY 12.16.15.

The city planning and conservation department, and the city's representatives to the NFTPO must identify, share information and educate residents about mobility and the environmental and health benefits of walkable and bike communities through participation in NFTPO meetings, school board meetings, joint commissioner meetings and citizen advisory meetings collaborate with regional agencies, school district, community planning groups, community activists, public health professionals, developers, law enforcement officials, and others. (POLICY 12.10.04.01.)

POLICY 12.16.16.

The City Planning and Conservation Department with collaboration from representatives from the NFPTO must require that all governmental entities responsible for proposed road projects leading into the city (i.e. road construction, major road widening or other major corridor improvements) conduct a corridor study prior to any construction or repair. This includes

- rights-of-way acquisition that might impact adjacent areas
- provide appropriate, cost-effective mitigation mechanisms for adverse impacts.
- must solicit input from adjacent city and county property owners and neighborhoods within two (2) miles or more of affected by the road.
- Proposed road construction must be reviewed by city arborist, Main Street organization, City Police and fire department, and Historic District.

(POLICY 12.10.04.02.)

POLICY 12.16.17.

The City must assure safe operation of aircraft through:

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- d. Coordination with the FAA to provide effective use of air space in relation to the airport, surrounding airports, and airways;
- e. Maintenance and improvement of the airport operations area; and
- f. Developing a design plan at the airport that accommodates operationally compatible aircraft.

(POLICY 12.13.03.)

POLICY 12.16.18.

The City must coordinate with FDOT's Joint Airport Capital Improvements Plan (JACIP) for funding opportunities. (POLICY 12.13.06.)

POLICY 12.16.19.

The Department of Planning and Conservation must act as the lead agency for the City to coordinate, update, and manage the City's input to the County GIS and work through an interlocal agreement with the Nassau County Property Appraiser Office, where the GIS resides. The data layers generated by the City and supportive of City management, planning, and permitting must be maintained so that the existing information is current, useful, and all data layers are in conformance with each other. The quality and appropriateness of City decision making depends on the quality of our GIS data and how they are used. (OBJECTIVE 12.15. MAPPING AND MANAGEMENT)