

Nassau County 2030 Comprehensive Plan Recreation and Open Space Element

Background Data and Analysis

TABLE OF CONTENTS

I. Introduction.....	4
II. Recommendations Incorporated from the 2008 EAR & Vision 2032 Final Report	5
III. Inventory of Existing Recreation and Open Space Facilities.....	7
Park Typology.....	7
Existing Parks and Recreational Facilities.....	11
IV. Analysis of Need.....	17
Overview of Parks & Recreation System.....	17
Level of Service.....	18
Needs Analysis: Community and General Regional Parks.....	19
Needs Analysis: Water-Dependent Regional Parks.....	21
Impact of Amendments to the 2030 Future Land Use Map.....	22
Guidelines for Active Recreational Facilities.....	25
Funding for Provision of Future Recreation and Open Space Facilities.....	26
Land Acquisition & Management for Recreation and Conservation.....	28
Prototype Designs and Cost Estimates for Development of Future Parks and Facilities.....	30
Conceptual Capital Improvement Program.....	34
Parks and Recreation Master Plan.....	36
Learning/Educational Components of Parks and Recreation Facilities.....	36
Public-Private Partnerships.....	36

LIST OF TABLES

Table ROS-1	Parks Inventory Typology
Table ROS-2	Existing County Parks & Recreational Facilities (Incl. Undeveloped Sites)
Table ROS-3	Existing Municipal Parks & Recreational Facilities
Table ROS-4	Schedule of Capital Improvements: Recreation Projects, 2009-2013
Table ROS-5	Parks & Recreation Level of Service (LOS) Standards
Table ROS-6	Community Park Land Acreage Needs Analysis 2010-2030
Table ROS-7	Regional (General) Park Land Acreage Needs Analysis 2010-2030
Table ROS-8	Beach Access Needs Analysis: 2010-2030
Table ROS-9	Boat Facility (Ramp) Needs Analysis 2010-2030
Table ROS-10	Development Potential of Proposed Amendments (Series 10-2ER)
Table ROS-11	ENCPA Phased Development Program
Table ROS-12	ENCPA Park Demand, 2015
Table ROS-13	ENCPA Cumulative Park Demand, 2030
Table ROS-13	Population Guidelines for Active Recreation Facilities
Table ROS-14	County Parks & Recreation Impact Fees
Table ROS-15	County Parks & Recreation Impact Fee Balances, May 2009
Table ROS-16	Conceptual Capital Improvement Program

LIST OF MAPS

Map ROS-1	Existing County Parks & Recreational Facilities
Map ROS-2	Existing Municipal/ State Parks & Recreational Facilities

LIST OF FIGURES

Figure ROS-1	Funding for Parks & Recreation Capital Projects by Source, FY07/08-12/13
Figure ROS-2	Prototypical Community Park Design
Figure ROS-3	Prototypical Regional Park Design
Figure ROS-4	Prototypical Beach Access Design
Figure ROS-5	Prototypical Boat Facility (Ramp) Design

I. Introduction

The purpose of the Recreation and Open Space Element is to plan for an adequate county-wide system of parks, recreational facilities and open space to serve existing and future populations. This element contemplates a County system effectively integrated with the facilities of the City of Fernandina Beach, the Towns of Callahan and Hilliard, and the Nassau County School District. Existing and future open spaces will be coordinated with parks, preserves, and other lands managed by the State, Water Management District and non-profit organizations. The element provides the Goals, Objectives and Policies necessary for establishing Level of Service (LOS) standards and other important planning guidelines to ensure that an adequate system of parks, recreational facilities and open space is available for County residents both now and in the future.

The National Recreation and Park Association (NRPA) previously developed standards that were intended as guidelines for use at the local level. However, NRPA no longer recommends a universal national standard for adoption by all local governments. Current methodology calls for individual communities to determine its own defining blend of natural, social and economic characteristics. Local governments are encouraged to develop LOS standards tailored to an appropriate range, quantity and quality of recreational facilities within its fiscal limits. Nassau County has relied on public input obtained during Vision 2032, the issues identified in the 2008 Evaluation and Appraisal Report, interviews with agencies responsible for parks and recreation and facility use patterns in the development of this element.

The County's parks and recreation facilities, in combination with municipal park systems, state parks, and thousands of acres of managed conservation and/or wildlife areas provide public access opportunities to wide array of natural, cultural and recreational facilities. Together these resources can create a broad based and functional County-wide recreation and open space system that contributes to the health and welfare of the population, links vital natural resources, and supports a high quality of life for Nassau County residents.

Toward this end, the Recreation and Open Space Element recommends the County create a Parks and Recreation Master Plan to identify more specific park development and location criteria based on characteristics specific to Nassau County including: demographics, geography, proximity to parklands managed by other jurisdictions; public participation; the adopted levels of service and the goals, objectives and policies of this element.

II. Recommendations Incorporated from the 2008 EAR & Vision 2032 Final Report

Parks and Recreation Master Plan

- Identify the existing outdoor recreation, open space, and natural areas of local and regional significance and, using the Vision2032 Plan and other data sources, develop a recreational and conservation Master Plan –a plan for an inter-connected network of these features –for incorporation into the Comprehensive Plan. *(Vision 2032, QOL Issue 1: Conservation and Preservation of the Natural Environment)*
- Develop a County-wide Recreation Master Plan to identify locations where the County should acquire land or access for public parks, boat ramps, and buffer zones throughout the County to accommodate the recreational needs of its growing population. *(EAR, Issue 10: Create a first-class parks and recreation system)*
- Create, maintain, and support a Parks and Recreation Department for County-wide park and recreation planning and management. *(EAR, Issue 10: Create a first-class parks and recreation system)*
- Incorporate a beach access and parking plan into the proposed Recreation Master Plan that will assure maximum accessibility to public beaches while providing sufficient protection to maintain the current quality of the beach and dune system. *(EAR, Issue 10: Create a first-class parks and recreation system)*
- Create an inventory of existing boat facilities, i.e. marinas and boat ramps, and evaluate the need for additional facilities. Incorporate the findings into the Recreation Master Plan. *(EAR, Issue 10: Create a first-class parks and recreation system)*
- Set priorities for open space preservation required for planned developments based on size, character, use, etc. *(EAR, Issue 5: Preserve rural lifestyle choices)*

Land Acquisition & Management

- On an ongoing basis, coordinate with willing seller landowners, non-profit recreation, and conservation land groups to set aside land for conservation or public open space. *(Vision 2032, QOL Issue 4: Recreation and Open Space)*
- Improve access to waterways through acquisition of land and construction of additional boat ramp parks with a mix of outdoor recreational facilities using grant funding and impact fees. *(Vision 2032, QOL Issue 4: Recreation and Open Space)*
- On an ongoing basis, seek grant funding to acquire land to build a facility with a skate park, off-road trails, Frisbee golf, and other active recreational facilities to serve the youth and families of Nassau County. *(Vision 2032, QOL Issue 4: Recreation and Open Space)*

Greenways

- Begin a review and, as necessary, update the Land Development Code to require dedication of multi-use trails and walkways for all developments or strips of land for a corridor of space for linkages between developments and land use activities. *(Vision 2032, QOL Issue 4: Recreation and Open Space)*

- Consider greenways to link natural areas, parks, cultural and historic sites with each other. *(EAR, Issue 2: Strengthen of long-range transportation planning efforts)*
- Consider identifying wildlife corridors as part of the FLUM series. Wildlife corridors create habitat linkages between existing preserves and environmentally sensitive areas. Preservation techniques within mapped corridors include full fee and less than fee acquisition, clustering of permitted development, density transfers and wildlife crossings at roadways. *(EAR, Issue 1: Update the future land use plan)*
- Maintain partnerships with organizations such as Florida Communities Trust, the Trust for Public Land (TPL), and other organizations to provide the necessary funds to implement these efforts. *(EAR, Issue 6: Preserve environmental resources)*

III. Inventory of Existing Recreation and Open Space Facilities

Park Typology

In general, parks contain recreational facilities usually classified as either active recreation or “resource-based” recreation, also referred to as reflective or passive recreation. Active recreation facilities provide user-oriented recreation facilities designed for a specific purpose such as tennis, basketball, softball or soccer, while resource-based facilities typically utilize the natural environment to provide activities such as picnicking, hiking, fishing, swimming, or boating. It is not unusual for both types of facilities to be found in any given park. Nassau County’s park system provides a range of recreational opportunities where citizens can enjoy both active and passive forms of recreation.

For descriptive purposes, the inventory of recreational facilities within Nassau County will utilize the typology briefly summarized in Table ROS-1 below. This typology is based on standards created by NRPA and the State Comprehensive Recreational Program (SCORP), but has been modified in many cases to fit the specific character of Nassau County. It defines the types of parks in detail, including: neighborhood parks, community parks, regional parks, and greenways. The purpose, location criteria, size, service area, typical facilities and features are given for each park type. Each section includes comments regarding future planning and development of that type of park within the County system. Only sites that are officially designated as public parks will be included in this inventory. Vacant public lands and open space normally found in medians, landscape strips, electrical power line easements, retention ponds and similar areas are not included.

Table ROS-1 Parks Inventory Typology

Type	Service Area	Min. size of Local Facilities	Desirable Site Characteristics and Facilities
Neighborhood Park	.5 mile/12 minute walk	1 acre	Serve the surrounding neighborhoods with open space and facilities such as basketball courts, children’s play equipment and picnic tables
Community Park	1.75 miles/5 minute drive	10 acres	May include areas suited for intense recreation facilities such as athletic complexes and large swimming pools. Easily accessible to nearby neighborhoods and other neighborhoods
Regional Park	30 miles/1 hour drive (County-wide)	Variable	Size and location will vary with the primary purpose of the park. May include areas suited for camping, nature and bridle paths, picnicking, fishing, and other resource based facilities. Boating facilities, beach accesses and similar water-dependent facilities are usually classified as Regional.
Greenway	Variable	25 -1500 ft. width	Emphasize harmony with the natural environment and allow for uninterrupted and safe movement between parks throughout the community for pedestrian, bicycles or other low-impact transportation modes

Sources: NRPA, *Park, Recreation, Open Space and Greenway Guidelines*, 1996;
 FDEP, *Statewide Comprehensive Recreation Plan*, 2000
 Nassau County Building Maintenance Dept.

Neighborhood Parks

Service Radius: .5 mile

Median Size of County Parks (2009): 6.73 acres

Typical Facilities and Features:

Active recreational features:

- Children's playground
- Paved games court
- Unstructured open play areas
- Low impact recreation options (i.e., horseshoes, outdoor chess tables)

Resource-based recreational features:

- Internal trails, connecting to greenway trails or County sidewalks
- Picnic/sitting areas
- Public art
- Conservation of natural features
- Historic and cultural sites

Neighborhood parks serve as the recreational and social focus of a neighborhood. Focus is on providing informal, active and reflective recreational options for all ages. Demographic profiles and population density within the park's service area should be the primary determinants of size and facilities available. Sites should be interconnected to trails, sidewalks, and low-volume local streets and should be within walking or biking distance of most users. Each site should have a unique character that helps create a sense of place for the neighborhood. Sites should also have high visibility to surrounding streets for public safety. Small neighborhood parks in the unincorporated areas of the County may be built and maintained privately in residential developments by the developer or by a homeowners association or similar organization.

Community Parks

Service Radius: 1.75 miles

Median Size of County Parks (2009): 14.74 acres

Typical Facilities and Features:

Active recreational facilities

- Large play structures
- Game courts
- Ball fields
- Low impact recreation options (i.e. horseshoes, outdoor chess tables)
- Swimming pool
- Disc golf area, climbing wall, skate park, and other similar popular activities
- Jogging trails

Resource-based recreation facilities:

- Internal trails, connecting to greenway trails or County sidewalks
- Individual and group picnic/sitting areas
- General open space
- Unique landscape features
- Nature study areas
- Ornamental gardens
- Facilities for outdoor concerts, plays, farmers' markets, etc.

- Historic and cultural sites

Community parks serve broader purpose than neighborhood parks. The focus is on meeting community-based recreation and gathering needs. Natural resource protection is also among community park purposes, however, net useable upland area is a critical determinant for selection. Sites should be geographically centered and served by arterial and collector streets and trail networks. Services provided by nearby school-parks should be considered when determining location and facilities for community parks.

Regional Parks

Service Radius: County-wide

Median Size of County Parks (2009):

General	12.33 acres
Beach Access	2.40 acres
Boat Facility (Ramp)	2.04 acres

Typical Facilities and Features:

Active recreational facilities

- Large play structures
- Game courts
- Ball fields
- Swimming pool
- Disc golf area, climbing wall, skate park, and other similar popular activities
- Jogging trails

Resource-based recreational facilities

- Natural areas
- Picnic/sitting areas
- Camping areas
- Trails for hiking, biking, horseback riding.
- Public access to water bodies.
- Boat ramps and other water-dependent facilities

Regional Parks are generally resource-based parks serving the population of the entire county and in some cases the entire region. They are usually located within an hour's driving distance of the majority of residents they serve. Regional parks often consist of an area of natural or aesthetic quality for outdoor recreation, such as picnicking, trails, boating, fishing, swimming and camping. While primarily resource-based, regional parks may also contain active recreation facilities therefore, net useable upland area is an important factor in site selection. The County classifies most water- dependent facilities such as boat ramps, fishing piers and beach accesses as regional parks. Regional parks may range in size depending on the specific purposes of the park.

Greenways

Service Radius: Variable

Median Size of County Parks: N/A

Typical Facilities and Features:

- Natural areas
- Trails for walking, jogging, biking, skating, horseback riding.
- Public access to water bodies.

- Water trails for canoeing.
- Historic and cultural sites.

Greenways add to community identity, provide recreation opportunities, and protect the environment. Greenways can effectively tie park system components together to form a continuous park environment and also residential neighborhoods with schools and other public places. They should emphasize harmony with the natural environment and allow for uninterrupted and safe movement between parks throughout the community for pedestrian, bicycles or other transportation modes thereby reducing total vehicle miles traveled (VMT). Greenways may also serve to protect water quality and preserve functional wildlife corridors through the County and between larger public and private natural areas. Unused railroad beds street rights-of-way, safe power line rights-of-way and antiquated or undeveloped subdivisions may all be considered as potential areas for greenways.

Existing Parks and Recreation Facilities

County Facilities

As of June 2009, the County's park system includes 20 developed parks and recreational facilities encompassing approximately 165 acres. Table ROS-2 shows an inventory of existing parks and their facilities in the County. Map ROS-1 shows the location of these parks. The vast majority (95 percent) of parks built and maintained by the County are either classified as community or regional parks. Approximately 76 percent of the County's parks are water-dependent facilities such as boat ramps and beach accesses.

In Nassau County's Five-Year Capital Improvements Program (2009-2013) there are several projects planned that will improve the County's park system. These projects include improvements to active facilities at community parks, improvements to several boat ramp facilities, development of a new neighborhood park (as part of a development agreement) in the Nassau Lakes neighborhood, and a conceptual plan for development of a new regional park on the West side of the County. Details of these projects are shown in Table ROS-4 below.

Municipal Facilities

The three municipalities located in Nassau County (Fernandina Beach, Hilliard, Callahan) manage 17 parks and recreational facilities encompassing approximately 626 acres. With 13 parks, The City of Fernandina Beach is has the largest share of these facilities (appx. 76 percent). This would be expected of the county's largest and most urbanized municipality. The Towns of Hilliard and Callahan have fairly small populations and limited resources, and manage fewer facilities. The residents of these communities are more likely to rely on County-run facilities. Inter-local agreements addressing funding and utilization of County and municipal parks do not currently exist.

Table ROS-3 shows an inventory of existing parks and their facilities in each municipality. Map ROS-2 shows the location of these parks.

State Facilities

Nassau County contains four State Parks:

Ft. Clinch State Park (Regional Park): The 1,362-acre Ft. Clinch State Park at the northern tip of Amelia Island is a premier destination for tourists and supports large areas of barrier island natural communities. Fort Clinch is one of the most well-preserved 19th century forts in the country, featuring daily tours with period re-enactors depicting garrison life for visitors. Sunbathing swimming and surf fishing are popular activities at the beach areas of the park. Fishing is also available from the park's pier. Hikers and bicyclists can enjoy a six-mile trail through the park. Self-guided nature trails provide opportunities to learn about and observe native plants and wildlife. A full-facility campground and a youth camping area provide overnight accommodations.

Amelia Island State Park (Regional Park): The 230-acre Amelia Island State Park at the extreme southern end of Amelia Island affords numerous recreational opportunities for the citizens and visitors to Nassau County. Amelia Island State Park encompasses some of the remaining barrier island natural communities that once covered the entire Atlantic Ocean coastal portion of the County. Sunbathing, swimming, and surf fishing are popular activities as well as guided, beachfront horseback riding.

Table ROS-2 Existing County Parks & Recreational Facilities (Incl. Undeveloped Sites)

Facility	Type	Address	Planning District	Neighborhood (acres)	Community (acres)	Regional (acres)	Boat Fac. (acres)	Beach Access (acres)
American Beach Historic Park	Beach Access	5508 Gregg St., FB, FL 32034	Amelia Island					0.99
Bryceville Ballpark	Community	7280 Motes Rd., Bryceville, FL 32009	Callahan		5.00			
Burney Park	Beach Access	1556 Gregg St., FB, FL 32034	Amelia Island					6.42
Callahan Ballpark	Community	34076 Ballpark Road, Callahan, FL 32011	Callahan		22.58			
Citrona Park	Neighborhood	Citrona Dr. & Blue Heron Ln	Amelia Island	3.45				
Dee Dee Bartel Nature Center & Boat Ramp	Boat Facility	97177 Poge Place FB, FL 32034	Amelia Island				11.95	
Edwards Rd Boat Ramp	Boat Facility	445 Edwards Road, Yulee, FL 32097	Yulee				0.97	
Goffinsville Park (Nassauville)	Regional	1780 Goffinsville Road, FB, FL 32034	Yulee			19.42		
Hilliard Ballpark	Community	175355 Bay Road, Hilliard, FL 32046	Hilliard		10.17			
Holly Point Boat Ramp (Nassauville)	Boat Facility	3336 Winterberry Ave., FB, FL 32034	Yulee				4.23	
John Muir Ecological Park	Regional	463039 SR 200, Yulee FL 32097	Yulee			5.23		
Kings Ferry Boat Ramp	Boat Facility	49127 Bill Johnson Rd., Hilliard, FL 32046	Hilliard				0.99	
Melton Nelson Boat Ramp (Lofton Creek)	Boat Facility	463540 S.R. 200, Yulee, FL 32097	Yulee				2.04	
Peters Point Park	Beach Access	1974 S. Fletcher Ave., FB, FL 32034	Amelia Island					10.65
Scott Landing Boat Ramp	Boat Facility	Scotts Landing Road, Hilliard, FL 32046	Hilliard				0.88	
Scott Rd. Beach Access	Beach Access	4902 Amelia Island Pwy., FB, FL 32034	Amelia Island					3.40
South End Walkover	Beach Access	8014 First Coast Highway, FB, FL 32097	Amelia Island					1.19
Summer Beach Walkover	Beach Access	Summer Beach, FB, FL 32034	Amelia Island					1.40

Facility	Type	Address	Planning District	Neighborhood (acres)	Community (acres)	Regional (acres)	Boat Fac. (acres)	Beach Access (acres)
Wilson Neck Boat Ramp	Boat Facility	85006 Faye Rd. Yulee, FL 32097	Yulee				2.49	
Yulee Sports Complex	Community	86142 Goodbread Road, Yulee, FL 32097	Yulee		20.63			
Co. Rd 121 (Undeveloped Site)	Community	CR 121, appx. 1.1 mi N of CR 119	Callahan		6.60			
Linda Hall Public Park (Undeveloped Site)	Community	Armstrong Rd.	Callahan		3.88			
Mizell Tract (Undeveloped Site)	Regional	U.S. 1	Hilliard			107.6		
Nassau Lakes Circle (Undeveloped Site)	Neighborhood	Nassau Lakes Cir. & Long Island Pl.	Yulee	1.85				
Nassauville Park (Undeveloped Site)	Community	1127 Hatton Road, FB, FL 32034	Yulee		10.00			
Orange Ave. (Undeveloped Site)	Community	Orange Ave, appx .25 mi E of SR A1A	Amelia Island		10.29			
Parliament Dr. (Undeveloped Site)	Neighborhood	Parliament Dr.	Yulee	0.37				
Tract C (Undeveloped Site)	Community	Benchmark Ave, appx. 800 ft E of Chester Rd	Yulee		4.52			
Total Acreage:				5.67	93.67	132.25	23.55	24.05
Total Acreage Dev. Parks:				3.45	58.38	24.65	23.55	24.05
Total Acreage Undev. Sites:				2.22	35.29	107.60	0	0
Median size Dev. Parks (acres):				3.45	15.40	12.33	2.04	2.40

Sources: Nassau County Building Maintenance Dept.; Nassau County Growth Management Dept.

Table ROS-3 Existing Municipal Parks & Recreational Facilities

Jurisdiction	Facility	Type*	Address/Location	Neighborhood	Community	Regional	Greenway
Fernandina Beach	Fernandina Beach Golf Club	Regional	2800 Bill Melton Road			200.00	
Fernandina Beach	Egans Creek Park	Neighborhood	Atlantic Avenue & Wolff Street	3.12			
Fernandina Beach	Sunrise Park	Neighborhood	Sunrise Drive & Park Way	2.84			
Fernandina Beach	Egans Creek Greenway	Greenway	Atlantic Avenue to Sadler Road				316.00
Fernandina Beach	Atlantic Recreation Center	Community	2500 Atlantic Avenue		6.40		
Fernandina Beach	Central Park/Buccan eer Fields	Community	1218 Atlantic Avenue		19.48		
Fernandina Beach	Hickory Street Park	Community	Hickory Street		9.20		
Fernandina Beach	Main Beach Park	Community	Atlantic Avenue & N. Fletcher Avenue		11.64		
Fernandina Beach	Martin Luther King ,Jr. Recreation Center	Community	1200 Elm Street		4.25		
Fernandina Beach	North Beach Park	Regional	1230 N. Fletcher Avenue			8.24	
Fernandina Beach	Peck Center	Community	516 South 10th Street		3.66		
Fernandina Beach	Seaside Park	Regional	2030 S. Fletcher Road			1.76	
Fernandina Beach	Ybor Alvarez Sports Complex	Community	3215 Bailey Road		24.00		
Callahan	Ewing Park	Community	Ewing Park Road		3.07		
Hilliard	N. Oxford Street Park	Neighborhood	Oxford Street	4.33			
Hilliard	Buchanan Town Square Park (incl. new skate park)	Community	S. 2nd Avenue		1.62		
Hilliard	Oxford Street Park	Community	Oxford Street		6.11		
Total Acreage				10.29	89.43	210.00	316.00
Total parks				3	10	3	1
Median area (ac)				3.12	6.26	8.24	316.00

Sources: City of Fernandina Beach; Town of Hilliard; Town of Callahan

*based on the typology used herein for County facilities; classifications by municipalities may differ.

Table ROS-4 Schedule of Capital Improvements: Recreation Projects, 2009-2013

Project Name	Description	FY08/09	FY 09/10	Total 08/09-12/13
Bryceville Ballpark Lighting	Ballpark Lighting	\$136,712	\$-	\$136,712
Callahan Ballpark- Soccer Concessions Project	Soccer Concessions, Restroom Mechanical Room, and Septic System	\$345,000	\$-	\$345,000
Nassau Lakes Community Park	Community Park, Gazebo, Restroom, Play Area, and Pavilion	\$52,500	\$165,000	\$217,500
Edwards Road Floating Dock	Floating Dock at Edwards Road Boat Ramp- Accessibility Code.	\$152,000	\$-	\$152,000
Wilson Neck Floating Dock	Floating Dock at Wilson Neck Boat Ramp- Accessibility Code.	\$145,000	\$-	\$145,000
Mizell Tract- Reg. Park	Future Park Development Conceptual Plan	\$25,000	\$-	\$25,000
Kings Ferry Boat Ramp Parking Improvements	Expand Gravel Parking Lot, Includes cost for Professional Services.	\$69,000	\$-	\$69,000

Source: Schedule of Capital Improvements, Nassau County 2010 Comprehensive Plan, 2009

State Facilities (con't)

George Crady Bridge Fishing Pier State Park (Regional Park): Located adjacent to Amelia Island State Park, this 1.53 acre facility is managed by the Florida Department of Transportation. The park's mile long fishing bridge spans Nassau Sound. Many different species of fish, such as whiting, jacks, and tarpon, can be caught.

Fernandina Plaza Historic State Park (Neighborhood Park): The 0.8-acre Fernandina Plaza Historic State Park is a historic site located in the Old Town section of Fernandina Beach managed by the Division of Recreation and Parks. An open grassy area marked by a historic marker, the park is located on the site of the original plaza of the Spanish town of Fernandina. Visitors can enjoy passive recreational opportunities, with a view of historic homes and the Amelia River.

In addition to these parks Nassau County also contains three State Forests under the management of the Florida Division of Forestry and a joint-managed Wildlife Management Area:

Ralph E. Simmons State Forest: This forest is located just south of the state line near the unincorporated community of Boulogne. It consists of 3,638 acres and protects 6.7 miles of shoreline along the south bank of the St. Marys River. Recreational opportunities include fishing, camping, boating and hiking.

Cary State Forest: This forest straddles the Nassau-Duval county line near the unincorporated community of Bryceville and consists of approximately 3,384 acres, with 2,228 acres located in Nassau County. Recreational opportunities include fishing, camping, boating and hiking.

Four Creeks State Forest: This newly created State Forest consists of 10,221 acres and is located west of I-95 and east of Callahan in south central Nassau County along the northern bank of the Nassau River at the confluence of several significant creeks systems. Recreational opportunities include fishing, hunting, camping, canoeing and hiking.

Nassau Wildlife Management Area: The Nassau Wildlife Management Area is a cooperative management area, jointly managed by the Florida Fish and Wildlife Conservation Commission (FWC) and the landowner, Rayonier. It consists of approximately 14,000 acres in central Nassau County between CR 108 and SR 200/A1A. The area consists primarily of pine plantations. Access to the area is allowed only during hunting seasons and requires a recreational use permit. The area is considered to have good deer and turkey populations. Fishing is permitted during periods when the area is open for hunting or scouting, but camping is prohibited.

School Facilities

Within Nassau County there are 15 public schools (3 high schools, 1 middle-senior high school, 3 middle schools, and 8 elementary schools) and one community college branch campus. Many of these school facilities have recreational facilities such as sports fields and play areas on site. The degree to which these recreational facilities are available to the public and/or to special groups varies from school to school. Many of these facilities provide recreational opportunities to County residents, often through agreements between the School District and private or non-profit sports and recreation organizations. However, these facilities are not generally available for public use and thus are not included in the inventory for determining level of service and needs analysis for recreational facilities.

Private Facilities

There are numerous privately owned recreational facilities within the County which provide recreational related facilities to residents and tourists alike including resorts, golf courses, marinas, fish camps and campgrounds,. Because these facilities are private, they are not included in the inventory for determining level of service for recreational facilities. However, they provide valuable recreational opportunities to residents and visitors and are considered in the establishment of level of service standards.

IV. Analysis of Need

Overview of Park and Recreation Systems

Neighborhood Parks

There are very few neighborhood parks owned and/or managed by the County or its municipalities. This is, however, not necessarily an indication of deficiency, since many small neighborhood facilities such as playgrounds, amenity centers, and small passive/reflective parks are built and maintained privately in residential developments by the developer or by a homeowners association or similar organization. An inventory of such facilities should be undertaken as part of the Parks and Recreation Master Plan (see below).

The County has limited resources available for acquiring and maintaining parks and recreational facilities. A large number of small parks would be inefficient to manage and consume an inordinate amount of resources. For this reason, the County should not set a Level of Service (LOS) standard for publicly-maintained neighborhood parks, but should continue to require privately-maintained (e.g. through a homeowners' association or similar entity) neighborhood parks and recreation facilities as a component of new residential and mixed-use developments. Specific criteria for the location and design of such facilities should be specified in the Land Development Code (LDC), Planned Unit Development (PUD) or Development of Regional Impact (DRI) development order.

Community Parks

Community parks generally serve several neighborhoods and may include intense recreation facilities such as athletic complexes, gymnasiums and swimming pools. It is clear from the inventory that community parks managed by the county or the municipalities tend, on average, to be smaller in terms of land area than the State or NRPA recommendations for the size for community parks. This, along with other criteria, has been factored into the LOS standards for community parks. However, the adopted LOS only specifies an amount of acreage and some location criteria. The type and location of existing parks do not necessarily meet the needs of several neighborhoods or communities within the County. Recommendations for refinements to park development and location criteria should be included in the proposed Recreation Master Plan (see below) to reflect the needs and conditions in specific communities throughout the County. Because most of the future population of the County will continue to live in unincorporated areas, provision of community parks will be a priority for the County in this planning period.

Regional Parks

Most of the regional parks managed by the County are water-dependent, resource-based facilities (i.e., beach access or boat ramp facilities). Water-based activities such as fishing, boating, kayaking, and other activities are an essential part of recreation opportunities in the County, for both residents and visitors. In order to maintain adequate access to water-dependent recreational activities throughout the planning period, refinements to park development and location criteria should be determined as part of the Parks and Recreation Master Plan (see below) As with community parks, the fact that most of the future population of the County will continue to live in unincorporated areas makes provision of both general and water dependent regional parks a priority for the County in this planning period. Recommendations for refinements to park development and location criteria should be included in the proposed Recreation Master Plan (see below) to reflect the needs and conditions likely to be found in the County throughout the planning period.

State parks in some cases, complement the County's system of regional parks, but are not included in LOS calculations. This is due to the lack of control the County has over the type of activities, scheduled hours of operation and community preferences regarding state park facilities.

Level of Service

Level of Service (LOS) standards are a measure for determining the specific types and amounts of parklands necessary to accommodate the recreational needs of local communities. The criteria define the acreage, facility type, and service area requirements for various types of recreation sites and areas. The National Recreation and Park Association (NRPA) developed standards that were intended as guidelines for use at the local level. Many of these standards have been incorporated into Florida's State Comprehensive Outdoor Recreation Program (SCORP). However, NRPA no longer promotes a national standard based on number of acres of parkland per 1,000 persons in the population. Current methodology calls on each community to determine its own defining blend of natural, social and economic characteristics. Each community is given the opportunity of developing its own standard, tailored to an appropriate range, quantity and quality of recreational facilities within its fiscal limits. Thus, the County has based its level of service standards not only on the recommendations of NRPA and the SCORP, but also on the distinct characteristics of such parks and facilities as they have been developed in Nassau County, fiscal constraints and community preferences and opportunities.

Parks and recreation facilities are required public facilities subject to the mandatory concurrency requirement per Sec. 163.3180, Florida Statutes. New development is required to maintain LOS or mitigate its proportionate share of impact by contribution of land, construction of facilities, or payment of equivalent funds. By law, parks and recreation facilities to serve new development must be in place or under construction no later than one (1) year after issuance by the County of a certificate of occupancy or its equivalent. However, the acreage or funds in the amount of the developer's fair share for such facilities shall be dedicated or be acquired by the County prior to issuance of a certificate of occupancy.

The County shall utilize the LOS standards detailed in Table ROS-5 below. The County's proposed Parks and Recreation Master Plan described below may be used to refine park development and location criteria to supplement the LOS standards included herein. The plan, in addition to specifying land needs, should be tailored to the County's demographic profile and describe the needs of individual neighborhoods and communities within the County,

As mentioned previously, many neighborhood parks and associated facilities are built by developers in new residential development projects and are then managed by a private entity, such as a homeowner's association. Such facilities are often associated with Planned Unit development (PUDs) and are provided to satisfy market demand and meet the minimum criteria of the PUD district. An inventory of such facilities should be undertaken as part of the proposed Parks and Recreation Master Plan described below. Because the County has limited resources and a large number of small facilities would be inefficient to manage, a LOS standard for publicly-managed neighborhood parks has not been adopted. The County should continue to require privately-maintained neighborhood recreation facilities as a component of new residential or mixed-use developments based on an acceptable LOS standard for such facilities. Specific criteria for the location and design of such facilities should be specified in the Land Development Code (LDC).

Table ROS-5 Parks & Recreation Level of Service (LOS) Standards

Type	Service Radius	Minimum Size	Area /1000 Residents	Site Characteristics and Facilities
Community Parks	1-2 miles	10 Acres	3.35 Acres	May include areas suited for intense recreation facilities such as athletic complexes and large swimming pools. Easily accessible to nearby neighborhoods and other neighborhoods
Regional Parks-General	County-wide: 30 miles/1 hour drive	30 Acres	10 Acres	Size and location may vary with the primary purpose of the park. May include areas suited for camping, nature and bridle paths, picnicking, fishing, and other resource based facilities.
Regional Parks-Beach Access	County-wide	Variable	.25 Acre	At .5 mile linear increments with adequate space for parking
Regional Parks-Boat Facility	County-wide	Variable	.40 Acre	1 ramp lane per 5,000 population

Source: Nassau County Growth Management Dept.

Needs Analysis: Community and General Regional Parks

Table ROS-6 below presents the needs analysis for community park lands based on the existing developed park lands (see Table ROS-2) measured against the adopted level of service (3.35 acres per 1000 persons). Level of service (LOS) for community park land is calculated using the projected permanent population in the unincorporated area of the County.

Table ROS-6 Community Park Land Acreage Needs Analysis 2010-2030

Year	Population (Perm. Unincorporated)	Park Land Acreage LOS	need	Growth Increment %
2009	56,130	189	92	
2010	56,844	190	94	2%
2015	62,946	211	115	24%
2020	70,274	236	139	51%
2025	77,314	259	162	76%
2030	84,273	282	186	101%

Source: Nassau County Growth Management Dept.

Table ROS-7 below presents the needs analysis for general regional park lands based on the existing developed park lands (see Table ROS-2) measured against the adopted level of service(10 acres per 1000 persons). Level of service (LOS) for regional park land is calculated using the projected total permanent population of the County.

Table ROS-7 Regional (General) Park Land Acreage Needs Analysis 2010-2030

Year	Population	Park Land Acreage		Growth Increment %
	(Perm. Total County)	LOS	need	
2009	72,588	726	594	
2010	73,100	731	599	1%
2015	80,000	800	668	12%
2020	88,200	882	750	26%
2025	96,100	961	829	40%
2030	104,000	1040	908	53%

Source: Nassau County Growth Management Dept.

Based on the adopted LOS, the needs analysis presented in Tables ROS-6 and ROS-7 indicates a present and continuing deficit of land needed for community and general regional park lands based on the projected permanent population in the unincorporated area.

Acquisition of land and subsequent development of community and regional parks should be a primary focus of the County during the planning period. Using the LOS standards, The County should identify those areas that are in need of additional recreational facilities during the development review process. Each new park should have a minimum park size and service radius consistent with adopted standards and supplemental location or design criteria based on the recommendations of the proposed Recreation Master Plan. Required park land should be identified and dedicated at an appropriate time during the review process for a subdivision, Planned Unit Development (PUD), or Development of Regional Impact (DRI) and a schedule should be established for construction of facilities. The County may consider funds to be donated in lieu of land in cases where the required aggregate land dedication is less than five (5) useable acres or at the request of the County agency responsible for parks and recreational facilities.

In addition to the acquisition and development of new parks, existing County parks and facilities should also be well maintained and considered for improvements that will help to maintain LOS.

Needs Analysis: Water-Dependent Regional Parks

Tables ROS-8 and ROS-9 below presents the needs analysis for water-dependent regional parks in the County.

Table ROS-8 Beach Access Needs Analysis: 2010-2030

Shoreline Uninc. Area*	LOS (# Accesses)	Existing Accesses	Need
5.5 miles	11	6	5

*Source: Nassau County Growth Management Dept.
* defined as ocean-front shoreline between the S. boundary of the City of Fernandina Beach and the N. boundary of Amelia Island State Park*

Table ROS-9 Boat Facility (Ramp) Needs Analysis 2010-2030

Year	Population (Total Perm.)	Boat Ramp Lanes	
		LOS	need
2010	73,100	15	5
2015	80,000	16	6
2020	88,200	17	7
2025	96,100	19	9
2030	104,000	20	10

Source: Nassau County Growth Management Dept.

Based on the adopted LOS, both needs analysis presented in Tables ROS-8 and ROS-9 indicates a present and continuing deficit of public beach accesses along the unincorporated shoreline based on a LOS standard of one (1) access per one-half (.5) mile; and a present and continuing deficit in boat facilities, specifically boat ramps, based on a LOS standard of one (1) ramp lane per 5,000 persons based on the projected total permanent population.

Although it is a fact that water-based recreational activities are an essential part of recreation in the County for both residents and visitors, the provision of such facilities must be weighed against their potential impacts on the environment and existing land uses, especially other existing water-dependent uses.

All of the needs analyses presented above do not account for community or regional parks and recreation facilities provided by the County’s municipalities, nor do they account for state parks and facilities. These parks and facilities are available to the general public and were factored into the LOS standards. However, the vast majority of projected growth is predicted to occur in unincorporated areas of the County, in many cases a significant distance from municipal or state parks. In addition, insufficient information exists at this time as to the frequency and nature of use of municipal and state parks by County residents. For these reasons, municipal and state parks and facilities are not included as contributing to LOS.

Impact of Amendments to the 2030 Future Land Use Map

As part of the County's 2010 EAR-based amendments (Series 10-2ER), the proposed 2030 Future Land Use Map (FLUM) contains four (4) amendments to the 2010 FLUM. These are shown graphically in Map FL-7 and described in detail in the background data and analysis of the Future Land Use Element. Their maximum development potentials are described in detail in Table ROS-10 below:

Table ROS-10 Development Potential of Proposed Amendments (Series 10-2ER)

Amendment	Acres		Existing Development Potential	Proposed Development Potential	Net Increase or (Decrease)
1. ENCPA	22,675 ac	Residential	6,949 DU	24,000 DU	17,051 DU
		Non-Residential	0 sq. ft.	11,000,000 sq. ft.	11,000,000 sq. ft.
2. Longleaf Mitigation Bank	3,029 ac	Residential	504 DU	0 DU	(504) DU
		Non-Residential	0 sq. ft.	0 sq. ft.	0 sq. ft.
3. Martins Island	110 ac	Residential	110 DU	0 DU	(110) DU
		Non-Residential	0 sq. ft.	0 sq. ft.	0 sq. ft.
4. Liberty Development	10 ac	Residential	100 DU	20 DU	(80) DU
		Non-Residential	0 sq. ft.	0 sq. ft.	0 sq. ft.
Total	25,824 ac	Residential	7,663 DU	24,020 DU	16,357 DU
		Non-Residential	0 sq. ft.	11,000,000 sq. ft.	11,000,000 sq. ft.

Source: Nassau County Growth Management Dept.

Impact Analysis Methodology

The purpose of this analysis is to evaluate the impacts of each of the 2030 FLUM amendments on facilities and services. The purpose of this analysis is not to conduct a concurrency review, per se. Rather, it provides the County with an analysis of how the adopted level of service standards would be affected by the proposed amendments for planning purposes. Facility needs are dealt with more completely during the site plan review process that incorporates a concurrency review of each of the cited public facilities.

For the purpose of evaluating comprehensive plan amendments development is presumed to have the maximum impact. "Maximum impact assumed" is a convention used by reviewing agencies to quantify impact associated with categories of land use. For residential FLUM designations, the property acreage is multiplied by the maximum permitted density. For non-residential designations the size of the property in acres is multiplied by 43,560 with that product in turn multiplied by the maximum floor area ratio. For all designations, if a property owner voluntarily commits to a proposed number of dwelling units and/or a floor area ratio through a policy adopted in the comprehensive plan ordinance, then the proposed number of dwelling units or floor area ratio may be used in place of the maximums.

Three of the four the amendments listed in Table ROS-10 above result in density reductions that will result in relatively minor impact reduction. As a result, this impact analysis will focus on the first amendment, the proposed Multi-Use designation known as the East Nassau Community Planning Area (ENCPA).

The ENCPA maximum development program established in Future Land Use Element Policy FL.13.10 will form the basis of the analysis - 24,000 dwelling units and 11,000,000 square feet of

non-residential. A five-year and long term planning horizon will be examined following the development schedule shown in Table ROS-11 below. The first increment of development runs through 2015 with build out assumed by the long term planning horizon ending 2030.

Table ROS-11 ENCPA Phased Development Program*

Phase 1 (Current-2015) Dev. Program by LU	Land Use Type						
	Dwelling Units		Square Feet				Rooms
	SF	MF	Shopping Ctr.	Gen. Office	Office Park	Gen Light Ind.	Resort Hotel
Regional Center				40,000			
Regional Center-TOD							
Employment Center					225,000	525,000	
Village Center							
Village Center-TOD							
Resort Development							400
Neighborhood Center			20,000				
Res. Neighborhood	1,200						
TOTALS	1,200	0	20,000	40,000	225,000	525,000	400

Phase 2-Buildout (2016-2030) Dev. Program by LU	Land Use Type						
	Dwelling Units		Square Feet				Rooms
	SF	MF	Shopping Ctr.	Gen. Office	Office Park	Gen Light Ind.	Resort Hotel
Regional Center		5,696	1,200,000	180,000	225,000	200,000	
Regional Center-TOD		1,460		80,000	75,000		
Employment Center		1,077			2,352,000	4,788,000	
Village Center	438	1,753	650,000				
Village Center-TOD			150,000				
Resort Development	1,513	1,512	50,000				
Neighborhood Center			140,000				
Res. Neighborhood	8,868						
TOTALS	10,819	11,981	2,190,000	260,000	2,352,000	4,988,000	0

Overall ENCPA (at Buildout) Dev. Program by LU	Land Use Type						
	Dwelling Units		Square Feet				Rooms
	SF	MF	Shopping Ctr.	Gen. Office	Office Park	Gen Light Ind.	Resort Hotel
Regional Center		5,696	1,200,000	220,000	225,000	200,000	
Regional Center-TOD		1,460		80,000	75,000		
Employment Center		1,077			2,277,000	5,313,000	
Village Center	438	1,753	650,000				
Village Center-TOD			150,000				
Resort Development	1,513	1,512	50,000				400
Neighborhood Center			160,000				
Res. Neighborhood	10,058						
TOTALS	12,019	11,981	2,210,000	300,000	2,577,000	5,513,000	400

*The quantities indicated by land use category in this table are estimates for the purpose of quantifying public facility elements. Final units and square footage shall be subject to the DRI requirement for the ENCPA and shall not exceed 24,000 residential units and 11,000,000 square feet of nonresidential. It has been assumed that the Resort Hotel will consist of 400,000 sq. ft. Source: VHB MillerSellen

The demand for parks and recreation is a function of residential population. The adopted level of service is population-based at 14 acres per 1,000 persons. The projected population is determined by multiplying the number of dwelling units by 2.32 PPH. The resulting projected population is applied to the level of service standard for community and regional parks found in Policy ROS.01.03 of the 2030 Recreation and Open Space Element. The net increase or decrease is a measure of the 2010 FLUM compared to the [proposed] 2030 FLUM classification.

Analysis of Impact on Demand

Table ROS-12 ENCPA Park Demand, 2015

	Community Parks 3.35 ac / 1,000	Regional Parks 10 ac / 1,000	Water Access 0.65 ac / 1,000
ENCPA, Phase 1 1,200 du	9.33 ac	27.84 ac	1.81 ac
Existing FLUM 6,949 du	54.01 ac	161.22 ac	10.48 ac
Net Decrease in Demand	(44.68) ac	(133.38) ac	(8.67) ac

*Source: Nassau County Growth Management Dept.
LOS based on Policy ROS01.03, 2030 Comprehensive Plan*

The acreage required to meet the public park demand of ENCPA and all residential developments must be acquired by the County prior to the issuance of a certificate of occupancy. The data and analysis of the Recreation and Open Space Element indicates a 2015 deficit in community, regional and water access acreage (reference Tables ROS-6, -7, -8 and -9). The acreage needed to satisfy the community, regional and water access park requirements of ENCPA will be identified during the preliminary development plan and DRI development order and dedicated during the subdivision plat process that will occur prior to the issuance of a residential certificate of occupancy.

Table ROS-13 ENCPA Cumulative Park Demand, 2030

	Community Parks 3.35 ac / 1,000	Regional Parks 10 ac / 1,000	Water Access 0.65 ac / 1,000
ENCPA 24,000 du	186.53 ac	556.80 ac	36.19 ac
Existing FLUM 6,949 du	54.01 ac	161.22 ac	10.48 ac
Net Increase in Demand	132.52 ac	395.58 ac	25.71 ac

Source: Nassau County Growth Management Dept.

The data and analysis of the Recreation and Open Space Element indicates a 2030 deficit in community, regional and water access acreage (reference Tables ROS- 6, -7, -8 and -9). The County does not project any surplus to offset the demand created by the residential component of ENCPA. The acreage needed to satisfy the community, regional and water access park requirements of ENCPA will be identified during the preliminary development plan and DRI development order and will be dedicated during the subdivision plat process that will occur prior to the issuance of a residential certificate of occupancy.

Guidelines for Active Recreational Facilities

Although the County is not required to adopt standards for specific recreation amenities or facilities, The County will use the State recommended median population guidelines provided by the State Comprehensive Outdoor Recreation Program (SCORP) for active recreational facilities as guidelines for the provision of facilities within new and existing County parks. Based on public participation and data collected and analyzed as part of the proposed Parks and Recreation Master Plan, the County may choose to refine these guidelines to better reflect the needs of County residents.

Table ROS-14 Population Guidelines for Active Recreational Facilities

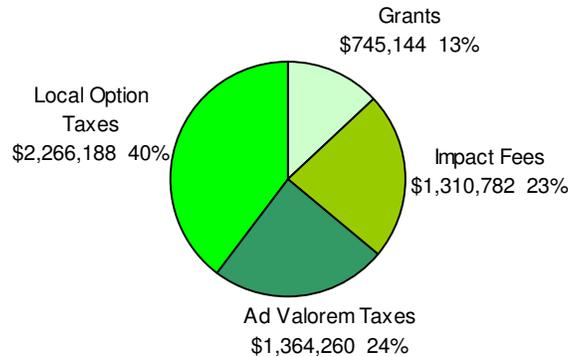
Resource/Facility	Population Served
Baseball/Softball field	2,500
Basketball Court	5,000
Football/Soccer Field	6,000
Equipped play area	10,000
Exercise Trails	15,000
Aquatic Center	25,000
Tennis Court	5,000

Source: FDEP, Statewide Comprehensive Recreation Plan, 2000

Funding for Provision of Parks and Recreation Facilities

Between fiscal year (FY) 2007/2008 and FY2012/2013, the County has budgeted approximately \$5, 686,374 for capital development of parks and recreation facilities. These funds come from four major sources; ad valorem taxes, local option sales taxes, impact fees, and grants. As shown in Figure ROS-1, the largest percentage of funds for capital development comes from local option sales taxes (40 percent). This is followed in turn by ad valorem taxes (24 percent); impacts fees (23 percent); and grants (13 percent).

Figure ROS-1 Funding for Parks & Recreation Capital Projects by Source, FY07/08-12/13



Source: Nassau County Div. of Management & Budget

Local Option Sales Tax

Pursuant to Ch. 212, Florida Statutes, Nassau County utilizes a voter-approved, state-authorized one-cent sales surtax on retail purchases used to raise money for certain projects, including parks and recreation facilities. A local option sales tax is often considered a more equitable tax because all residents and visitors contribute to it, not just homeowners as with ad valorem tax.

State law protects the funds raised by requiring a spending plan approved at the same time the tax is approved by voters. In addition, all sales tax revenues must be kept separate from other funds. Elected officials are held accountable for spending the revenues as advertised.

Ad Valorem Tax

Ad valorem tax, more commonly known as property tax, is a tax based upon the assessed value of property as determined by the County Property Appraiser pursuant to state law. Revenue generated from ad valorem tax is most commonly disbursed through the County's general fund. The ability of local governments to raise revenue through ad valorem taxes is regulated by provisions in the State constitution that set caps for millage rates.

Impact Fees

Impact fees are a common means of offsetting certain costs of accommodating new development. Impact fees are not authorized as taxes and thus must be based on the cost of providing service, in this instance parks and recreation facilities. Impact fees are established by measuring the cost of accommodating new development and determining a pro rata or proportionate share of those costs to be borne by new development. Nassau County currently collects impact fees in the unincorporated areas for community and regional parks and recreation facilities as shown in Table ROS-15. The County does not collect recreation impact fees for neighborhood parks. Recreation impact fees are not collected in the municipalities in Nassau County.

Table ROS-15 County Parks & Recreation Impact Fees

Dev. Type	District*	Community	Regional	Total
Single Family	502	\$222.00	\$330.50	\$552.50
Single Family	503	\$222.00	\$330.50	\$552.50
Single Family	504	\$163.00	\$330.50	\$493.50
Single Family	505	\$184.00	\$330.50	\$514.50
Multi-Family	502	\$206.00	\$224.50	\$430.50
Multi-Family	503	\$206.00	\$224.50	\$430.50
Multi-Family	504	\$148.00	\$224.50	\$372.50
Multi-Family	505	\$167.00	\$224.50	\$391.50

Source: Nassau County Growth Management Dept.

** Districts based on 1990 Census tracts; District 501 is the City of Fernandina Beach*

Table ROS-16 shows the available balance of impact fees funds for parks and recreation as of May 2009.

Table ROS-16 County Parks & Recreation Impact Fee Balances, May 2009

Community				Regional	Total
502	503	504	505	(All Districts)	
\$99,897.43	\$545,523.14	\$22,449.25	\$102,900.97	\$35,785.63	\$806,556.42

In order to improve the County’s ability to meet Level of Service standards, the County should investigate a more flexible administration of impact fees to help accomplish the County’s parks and recreation goals.

Many jurisdictions have used their impact fee requirements to accomplish a broader range of public objectives beyond simply collecting revenues to defray the impact of development. It is not uncommon for jurisdictions to permit land transfers in lieu of payment to maintain Level of Service for various public facilities. This concept could be extended to parks and recreation facilities. Also, in order to promote some projects of substantial public benefit, it is appropriate to offer credit against the parks and recreation impact fee to the extent that the land dedication or capital improvement is subject to the impact fee.

Grants

Nassau County has received a variety of grants and similar assistance in developing its park and recreational system, primarily from the Florida Recreation Development Assistance Program (FRDAP), the Florida Boating Improvement Program (FBIP), and federal Community Development Block Grant (CDBG). In the next five fiscal years these grants will amount to approximately 13percent of all capital improvement funds for park and recreational facilities.

The State of Florida receives an annual apportionment and this money is distributed through the Florida Department of Environmental Protection (DEP). These monies are available to local governments for use in projects that meet the state's comprehensive outdoor recreation plan. State grants are not entitlement funds and the County must compete with other counties for funding. Several Florida counties have initiated bond programs that are used as a pool for matching funds. The State generally favors grant proposals that contain matching monies, and it is recommended that the Nassau County should seek voter approval of such a program in the future. The County should also continue to seek State grants through other existing programs such as the Conservation and Recreational Lands (CARL) Program and the State Trails Program.

Land Acquisition and Management for Recreation and Conservation

Nassau County has an extensive network of waterways, wetlands and unique natural features. Protection of these unique natural features is seen as critical for maintaining the vitality and unique character of the county, and the Northeast Florida region.

As the County grows, additional pressure will be placed upon vacant and undeveloped lands which are in close proximity to natural and environmental resources. The County's vacant and undeveloped lands accommodate a variety of residential lifestyles, commercial, industrial, and recreation needs to accommodate a growing population. Due to the needs of an expanding community, the unincorporated areas of the County are receiving the majority of development. While significant resources have been protected throughout the county, the preservation of natural resources demands its own focus in order for these areas to remain important to the long-term environmental and economic viability of the community.

Just as growing communities need to upgrade and expand their transportation and utilities infrastructure, they also need to upgrade and expand their "green infrastructure" -- the network of open space, woodlands, wildlife habitat, parks and other natural areas, which provide for recreational opportunities as well as helping to sustain clean air, water, and natural resources that enrich their residents' quality of life.

For both recreation and conservation purposes, The County should begin the development a long-range, financially feasible program for the identification, acquisition and or management of environmental resources. The program may include: an inventory of countywide environmental resources; a priority ranking and criteria of areas for permanent preservation; research of funding approaches to accommodate land acquisition; coordination and partnering efforts; and, an implementation program. Future land acquisitions should also be coordinated with the goals of the Parks & Recreation Master Plan.

Partnerships should be maintained with organizations such as Florida Communities Trust, the Trust for Public Land (TPL), and other organizations to provide funding and technical assistance the necessary funds to implement these efforts.

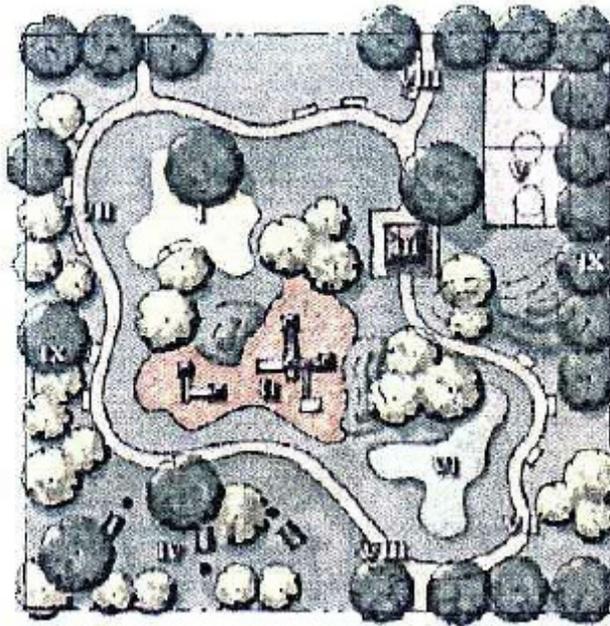
Land Development Regulations should be adopted that require new development to be reviewed for the establishment of conservation easements or the acquisition of land through donation or

purchase in order to establish greenways where they may provide links between nature reserves, parks, cultural and historic sites, natural wetlands, beaches and other water bodies.

Prototype Designs and Cost Estimates for Development of Future Parks and Facilities

Community Parks

Figure ROS-2 Prototypical Community Park Design



Service Radius: 1.75 miles

Minimum Size for new County Parks: 10 acres

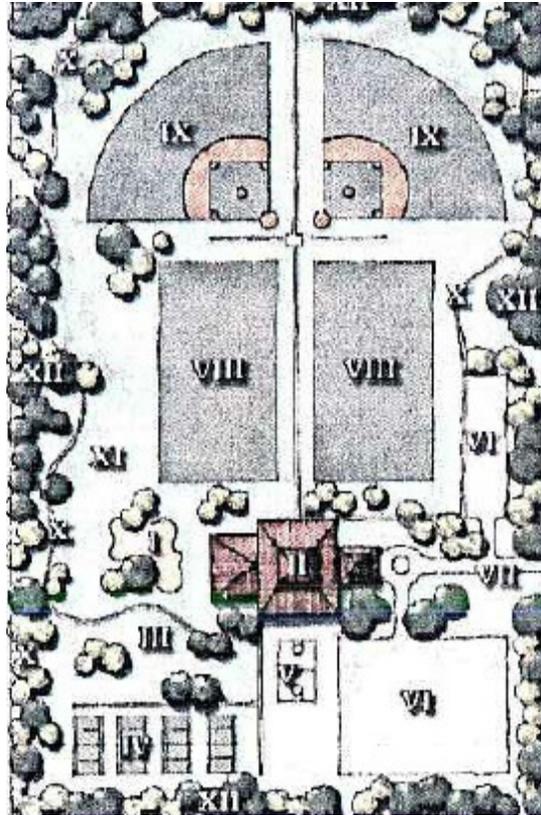
Facilities: Parks may include play areas, game courts, ball fields, swimming pools and recreation centers. Natural areas within parks may also provide biking, fitness picnicking and other resource-based activities

Location Criteria: Sites should be geographically centered in the communities they are built to serve. Adequate parking facilities and safe access for multi-modal traffic should be available from arterial or collector streets and greenway and trail networks.

Estimated Average Development Cost (in 2009 dollars): \$40,000 per acre, or \$ 600,000 for a 15 acre park.

Regional Parks (General)

Figure ROS-3 Prototypical Regional Park Design



Service Radius: County-wide

Minimum Size for new County Parks: 30 acres

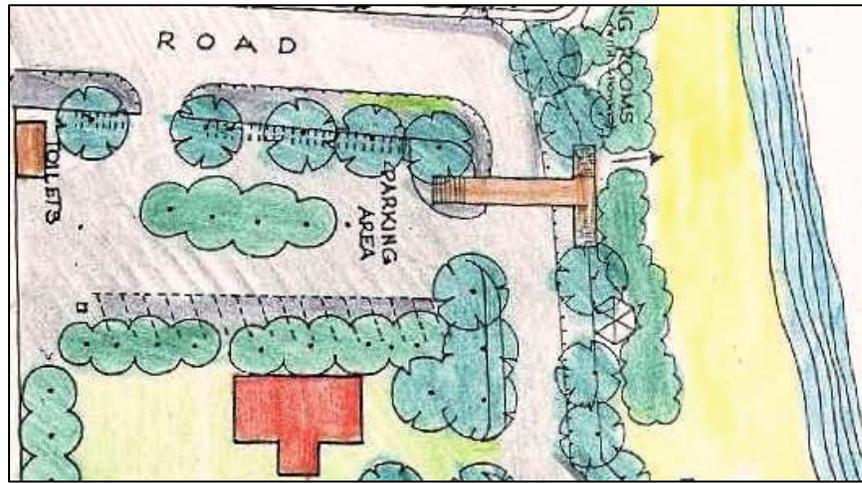
Facilities: Regional parks may include an area of natural or ornamental quality for resource-based outdoor recreation, such as picnicking, trails, boating, fishing, swimming and camping. Regional parks may also contain active recreation facilities on a larger scale than those found in community parks.

Location Criteria: Regional parks generally serve the population of the entire county and in some cases the entire region. They are typically located within 30 miles, or within an hour's driving distance, of the majority of residents they serve. Adequate parking facilities and safe access for multi-modal traffic should be available from arterial or collector streets and greenway and trail networks.

Estimated Average Development Cost (in 2009 dollars): \$50,000 per acre, or \$3,000,000 for a 60 acre park.

Beach Access (Regional)

Figure ROS-4 Prototypical Beach Access Design



Service Radius: County-wide

Minimum Size for new County Parks: Variable

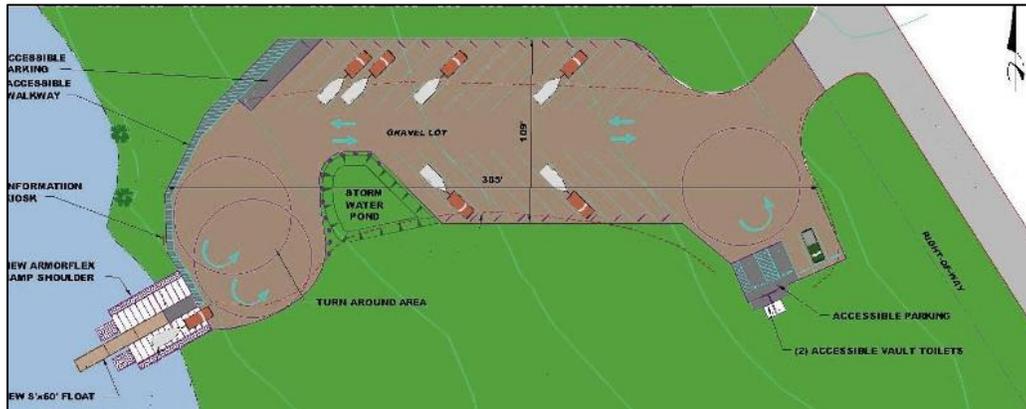
Facilities: Parks will include dune walkovers or other access for beach-related activities such as sunbathing, swimming, and surf fishing. Parks may also include picnicking areas, trails or areas of natural or ornamental quality for other resource-based outdoor recreation activities.

Location Criteria: As required by the LOS standards, public beach access facilities should be located along ocean-front beaches at increments of approximately one-half (.5) mile linear distance. However, due to the limited availability of undeveloped ocean-front land and its high cost to acquire, the County should also consider similar facilities along the Intracoastal Waterway or along rivers within the County. Adequate parking facilities and safe access for multi-modal traffic should be available. Provision of beach access facilities must be weighed against their potential impacts on the environment and existing land uses, especially other existing water-dependent uses.

Estimated Average Development Cost (in 2009 dollars): \$ 185,000 per acre, or \$462,500 for a 2.5 acre park

Boat Facility (Regional)

Figure ROS-5 Prototypical Boat Facility (Ramp) Design



Service Radius: County-wide

Minimum Size for new County Parks: Variable

Facilities: Historically, boat facilities constructed by Nassau County are boat ramps, but this definition may also include public docks or marinas. Parks may also include canoe/kayak launching areas, fishing piers, picnicking areas, trails or areas of natural or ornamental quality for other resource-based outdoor recreation activities.

Location Criteria: New boat facilities must comply with all state and/or federal regulations for the siting of marine facilities. Adequate parking facilities for both vehicles and trailers are necessary. Safe access for multi-modal traffic should be available. Provision of boat facilities must be weighed against their potential impacts on the environment and existing land uses, especially other existing water-dependent uses.

Estimated Average Development Cost (in 2009 dollars): \$ 210,000 per boat ramp lane, or \$525,000 for a 5 acre, 2-lane park.

Conceptual Capital Improvement Program

The conceptual Capital Improvement Program presented in Table ROS-17 provides an estimate of what a total build out at the adopted LOS will cost. The costs are based on the estimated average development costs for each park type as described above, and incorporate incidental costs associated with such items as land clearing, utilities, stormwater detention and landscaping. The costs shown are prorated dollars to adjust current dollars by an assumed 3percent annual inflation rate. The program shown here is *conceptual only* and is only presented for illustrative and long range planning purposes. Costs may change significantly depending on fluctuations in material costs, the type of amenities provided and other factors.

The needs analyses detailed above clearly illustrate that there are existing deficiencies in the LOS for all types of park facilities that need to be addressed. However, considering the potential costs involved, it would be unreasonable to expect the County to cure all existing deficiencies within the 5-year Schedule of Capital Improvements (SCI). It is recommended that the County pursue the establishment of a long-range capital improvements plan for recreation, covering at least 10 years, to address deficiencies in the level of service over time. The conceptual plan presented below illustrates a 20-year improvement program covering the entire planning period, with the required improvements spread equally across four five-year planning timeframes. The goal conceptual plan would be to ultimately provide for the LOS that will be required in 2030, as opposed to any specific year or shorter timeframe.

Table ROS-17 Conceptual Long Range Capital Improvement Program
(Includes existing deficiencies and facilities required to serve new growth)

Description	FY2010/11- 2014/15	FY2015/16- 2019/20	FY2020/21- 2024/25	FY2025/26- 2029/30	Total
5 years					
3 Community Parks @ 15 ac	\$1,818,000				\$1,818,000
3 Regional Parks @ 60 ac	\$9,090,000				\$9,090,000
1 Beach Access @ 2.5 ac	\$476,375				\$476,375
1 Boat Facilities(2 lanes @ 5ac)	\$216,300				\$216,300
10 years					
3 Community Parks @ 15 ac		\$1,908,000			\$1,908,000
3 Regional Parks @ 60 ac		\$9,540,000			\$9,540,000
2 Beach Access @ 2.5 ac		\$457,800			\$457,800
1 Boat Facilities(2 lanes @ 5ac)		\$247,800			\$247,800
15 years					
3 Community Parks @ 15 ac			\$1,998,000		\$1,998,000
3 Regional Parks @ 60 ac			\$9,990,000		\$9,990,000
1 Beach Access @ 2.5 ac			\$615,125		\$615,125
1 Boat Facilities(2 lanes @ 5ac)			\$279,300		\$279,300
20 years					
3 Community Parks @ 15 ac				\$2,088,000	\$2,088,000
3 Regional Parks @ 60 ac				\$10,440,000	\$10,440,000
1 Beach Access @ 2.5 ac				\$684,500	\$684,500
2 Boat Facilities(2 lanes @ 5ac)				\$520,800	\$520,800
Total	\$11,600,675	\$12,153,600	\$12,882,425	\$13,733,300	\$50,370,000
Avg. per Fiscal Year	\$2,320,135	\$2,430,720	\$2,576,485	\$2,746,660	\$2,518,500

Source: Nassau County Growth Management Dept.

Parks and Recreation Master Plan

Unlike many other public services, recreational demands do not remain constant over time. As the population demographics change, recreational demands change. Attitudes and opinions can be drastically altered from a shift in the demographic makeup of a community. In order to plan for the future it is necessary to assess recreational needs and future demands for parks and facilities as accurately as possible.

The creation of a Parks and Recreation Master Plan is recommended by the policies of this element. The development of the plan should be based on an inventory of existing facilities and community input, such as surveys and community workshops. The community input will provide insight into the types of recreational facilities that County residents enjoy as well as those they would like to see provided in the future. The Vision 2032 workshops held in 2007-2008 indicated a strong desire by citizens to expand and diversify the County's recreational programs for all age groups. The County needs to identify the types of programs and activities that are in highest demand. Through the creation of the Master Plan, the County can establish a systematic approach to surveying residents in order to assess the needs, desires, and preferences of for parks and recreation facilities and programs. This plan should be updated regularly with community input to assess changing recreation needs in the community over the planning period.

Learning/Educational Components of Parks and Recreation Facilities

Typically, resource-based parks or recreational facilities have an educational or learning component. Usually, the recreational experience for resource-based parks is accompanied with educational content on such matters as local biodiversity, ecology, geology, hydrology, culture and history. A facility like a nature center or a planetarium might fall organizationally under the definition of parks and recreation but are more educational in their mission than other, more typical recreational facilities. Parks and recreation facilities of all types should be encouraged to include such components.

Public-Private Partnerships

Non-governmental organizations (NGOs) are increasingly important in shaping the economy, environment and quality of life in a community. They include a diverse group of organizations that represent a wide range interests including business, economic development, environmental and social services, academia, professional and trade organizations, neighborhood and civic groups, and nonprofit and philanthropic organizations. It is important to recognize the role such organizations play in the community and the opportunities for partnership with the public sector.

Public-private partnership models should be considered for their long term potential as a model for funding, constructing, and operating parks and recreation facilities. The model is often useful in situations where the public sector may control or have access to land resources but lack funding for capital or operating costs, while private sector entities may lack land resources have the capacity and motivation to provide needed capital and sustainable operations capacity.