

Camp Blanding Joint Training Center

Adaptation Package #1: Adaptation for Land Management at Camp Blanding

This package includes three strategic projects that in combination improve land management practices on parcels adjacent to the installation. It encompasses land planning and policy recommendations that can be led by state, regional, and local authorities and agencies as well as utility service providers.



This study was prepared under contract with the Northeast Florida Regional Council with financial support from the Office of Local Defense Community Cooperation, Department of Defense.

The content herein reflects the views of the Northeast Florida Regional Council and does not necessarily reflect the views of the Office of Local Defense Community Cooperation or the Department of Defense.

How to Read this Document

Project Summary Packages provide details on recommendations, background, and context to facilitate and accelerate implementation. The summaries are presented by mission-critical priority assets in the study area. The recommendations may include physical projects, new partnerships, and modernized policies identified over the course of the project. Presented in three sections, **Background and Context, Recommendations, and Implementation Tools**, each summary package can be used to brief decision makers and to complete funding requests and/or grant applications.

The first section, **Background and Context**, situates the reader to the Military Installation Readiness Review (MIRR) project, the study area location, and the military installations. It includes the following subsections:

- **Mission of the Installation of the Package**, which reminds the reader of the installations' purpose and importance of readiness
- **Mission-Critical Priority Assets** for the installation as identified through stakeholder engagement and vulnerability assessment
- **Current Conditions** of the mission-critical asset of the package, which illustrate the issues in local context
- **MIRR Adaptation Strategy Framework**, which is aligned to the region's vision for a Resilient First Coast and is the foundation of this body of work

The second section, **Recommendations**, dives into the issues challenging the region and study area and presents recommendations in the form of investments through projects, policy modernization, and/or by forging new partnerships among diverse stakeholder groups. This section is informed by the vulnerability assessment findings, stakeholder insight on ongoing projects and priorities, and best practices research. Information on the following topics is included in this section:

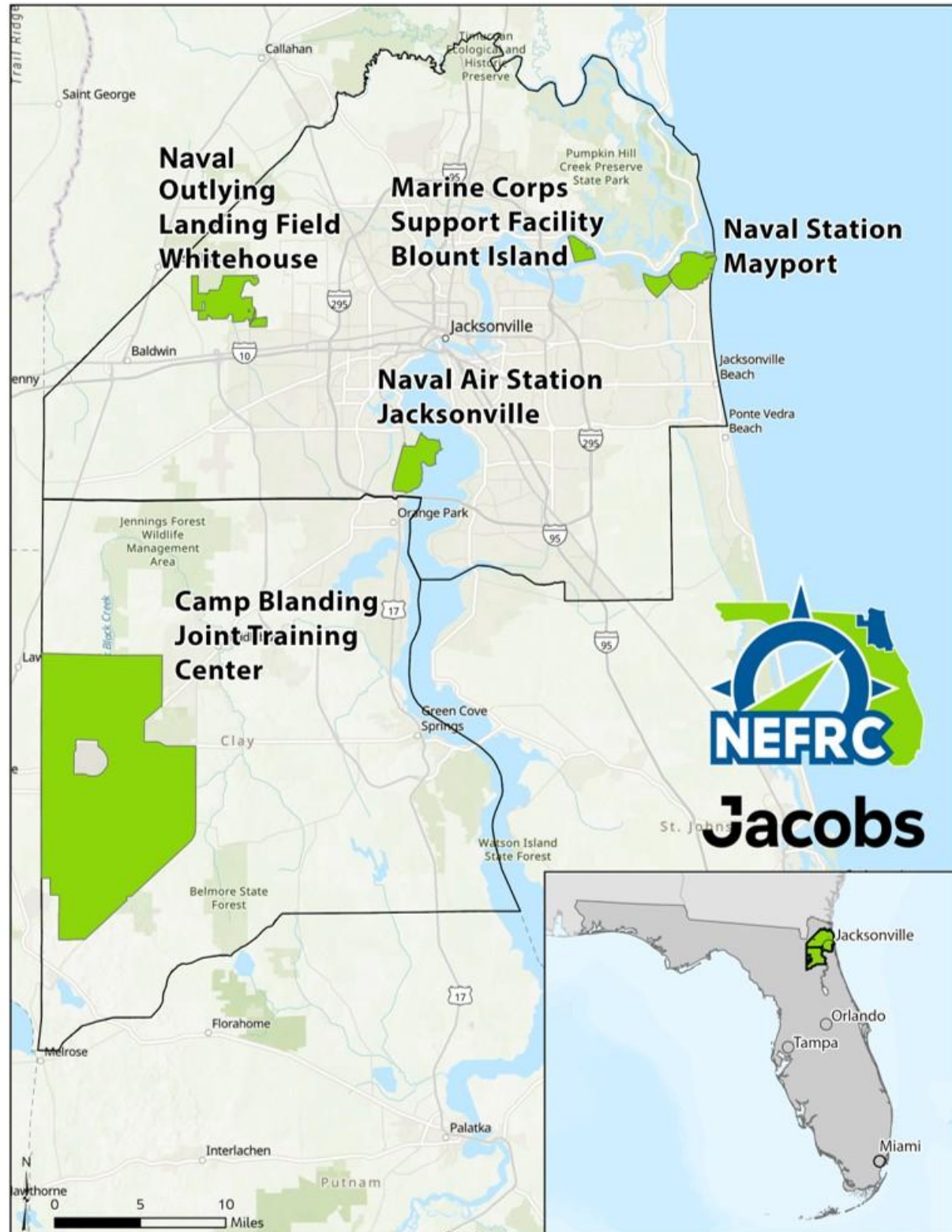
- **Shocks and Stresses** affecting the mission-critical asset
- **Project Objective**, which captures the adaptation goal for the following recommendations to support mission readiness through community resilience
- **Stakeholders and Current Efforts** highlighting successful foundational work upon which to build
- **Recommended Strategic Projects, Policies, and Partnerships**, including the owners and partners, vulnerability being addressed, co-benefits, foundational existing projects (as applicable), and timeline to comment implementation
- The **Metrics and Cost-Benefit Analysis** section, which illustrates how the recommendations were evaluated to determine appropriateness, viability, and achievement of project goals; this tool is available as new projects are identified by implementation partners

The final section, **Implementation Tools**, is provided as a resource to move from planning to action:

- **Financial Strategy Toolkit with Funding Opportunities**, which presents a matrix of opportunities and tools to finance and fund recommendations. Some recent grant opportunities are highlighted; however, given the changing conditions of federal sources and requirements, these should be viewed as initial suggestions for further review and applicability at the appropriate time.
- **References** are presented for user convenience.

Background and Context

Figure 1. Northeast Florida MIRR Study Area Map



In 2024, the Northeast Florida Regional Council (NEFRC) obtained a MIRR grant from the Department of Defense's Office of Local Defense Community Cooperation (OLDCC) to identify and analyze the assets, hazards, and corresponding vulnerabilities and risks that affect the military installations in Duval and Clay counties. This study includes Camp Blanding Joint Training Center, Marine Corps Support Facility Blount Island, Naval Station Mayport, and Naval Air Station Jacksonville (Figure 1). The goal is to increase the resilience and readiness of these installations from the impacts of extreme weather events, infrastructure challenges, and other vulnerabilities, thereby promoting mission assurance. The adaptation projects are structured into comprehensive Summary Packages, with each focused on a specific mission-critical asset or system.

Camp Blanding JTC

Camp Blanding Joint Training Center (JTC) is in Clay County, Florida, west of the City of Starke, north of Keystone Heights, and east of the City of Green Cove Springs, along the border of Bradford and Clay counties. The rural setting provides the expansive, undeveloped land necessary to support large-scale ground maneuvers and live-fire training exercises, which was a key reason the site was selected when it was established in 1940 as one of the largest Army training centers in the United States during World War II. At its peak, Camp Blanding processed and trained hundreds of thousands of troops, briefly making it one of the largest population centers in Florida.

Following the war, the installation transitioned to a Florida National Guard training site but retained its strategic importance due to its size and flexibility. Today, the cantonment area is primarily accessed via State Road 16, which runs east–west through the installation, connecting Starke to Green Cove Springs, while Keystone Heights Airport just to the south supports installation operations and training activities. The installation's location and surrounding open space remain critical to its mission, enabling dispersed, high-intensity training with minimal encroachment and preserving its historic role as a major military training hub.

Mission

Camp Blanding JTC is a Level II Garrison Training Center and the Florida National Guard's premier training site. The installation spans more than 73,000 acres, including approximately 55,000 acres dedicated to live-weapons and ground-maneuver training. Capable of supporting an Army brigade, Camp Blanding JTC provides year-round combat and civil-support training through ranges, a shoot house, convoy live-fire range, simulation center, education facilities, and maintenance resources.

Secondary mission activities at the installation support national security training and emergency response for a variety of federal and state agencies. Camp Blanding JTC supports military units and federal, state, local, and international partners across the Joint, Interagency, Intergovernmental, and Multinational spectrum. Customers include the Federal Bureau of Investigation, Department of Homeland Security, and Federal Emergency Management Agency. Due to its position as an integrated training hub, the dedicated Multijurisdictional Counterdrug Task Force campus supports law-enforcement training, while joint exercises with Caribbean nations advance international partnerships. The installation averages approximately 10,000 visitors per month.

Camp Blanding also plays a critical role in Florida's continuity and emergency-response operations. It serves as a Continuity of Government site for the Governor and Executive Branch and as a Continuity of Operations (COOP) site for the Florida Division of Emergency Management (FDEM) and Joint Force Headquarters-Florida. The installation houses the State's backup Emergency Operations Center (EOC) and functions as a Joint Reception, Staging, and Onward Integration (JRSOI) site and Logistical Support Base, providing command, logistics, and staging support before, during, and after emergencies. It also hosts emergency-management academies for county officials.

State and federal investments support facility improvements, new ranges, and mobilization capabilities for homeland-defense and overseas missions. Florida's continued investment in the Operational Readiness Training Complex will expand battalion-scale training support and help attain and sustain the infrastructure standards associated with Level II Garrison Training Center capability.

Partnerships with Keystone Airpark, the Clay County Development Authority, and the Clay County Economic Development Corporation further strengthen infrastructure and operational readiness, reinforcing Camp Blanding JTC's position as a leading southeastern training and emergency-response hub.

Installation Interconnections

The Camp Blanding linkage overlays illustrate the installation's role as Florida's central land-domain readiness, National Guard, and civil-support platform. The maps demonstrate how Camp Blanding JTC connects to Joint Force Headquarters-Florida, the Florida Department of Military Affairs, the Florida Department of Emergency Management, major Florida Army National Guard commands, readiness centers, armories, aviation support facilities, specialized units, and other support nodes across the state. Together, the layers demonstrate that Camp Blanding JTC is not just a training area near Starke, but the geographic and operational hub of a statewide Guard readiness network that ties together command, mobilization, training, logistics, aviation, special operations, sustainment, and unit readiness across Florida, in addition to its role as a key continuity of operations and government function for the state government.

The broader strategic value of Camp Blanding JTC is underscored in its dual military and state response roles. Its Florida Army National Guard readiness and training network links the installation to major commands and armories from the Panhandle through South Florida, while its Camp-based nodes support training, mobilization, emergency response, civil support, logistics-staging, and continuity functions. While not necessarily standing linkages, National Guard and mobilization forces from around the country often leverage Camp Blanding JTC's capabilities as well.

When viewed as a combined overlay, the maps reveal Camp Blanding JTC as a statewide readiness anchor that supports not just National Guard force generation, but more broadly, disaster-response capacity, emergency-management continuity, interagency operations, and defense support to civil authorities, making it one of Florida's most important military assets for both national defense and state resilience.

Identified Priority Assets for Camp Blanding JTC

Priorities for the installation were based on the direct assets and local services required to support the missions. This includes the lands that provide buffers between training activities and the general population, the electricity required for training activities and emergency response, the water required for firefighting, and the transportation infrastructure needed to access the installation. These assets were evaluated for exposure to shocks and stresses (Figure 2).

Primary Mission Critical asset types that support live weapons and maneuver training ranges and house the FL National Guard Training Center

- Location-Specific Positioning
 - Conservation lands
- Assets Providing Direct Support
 - Electric Production and Supply Facilities
 - Roads and Bridges
 - Railway systems
 - Communications systems
 - Fire stations
 - Police stations
 - Stormwater systems
 - Clay County EOC

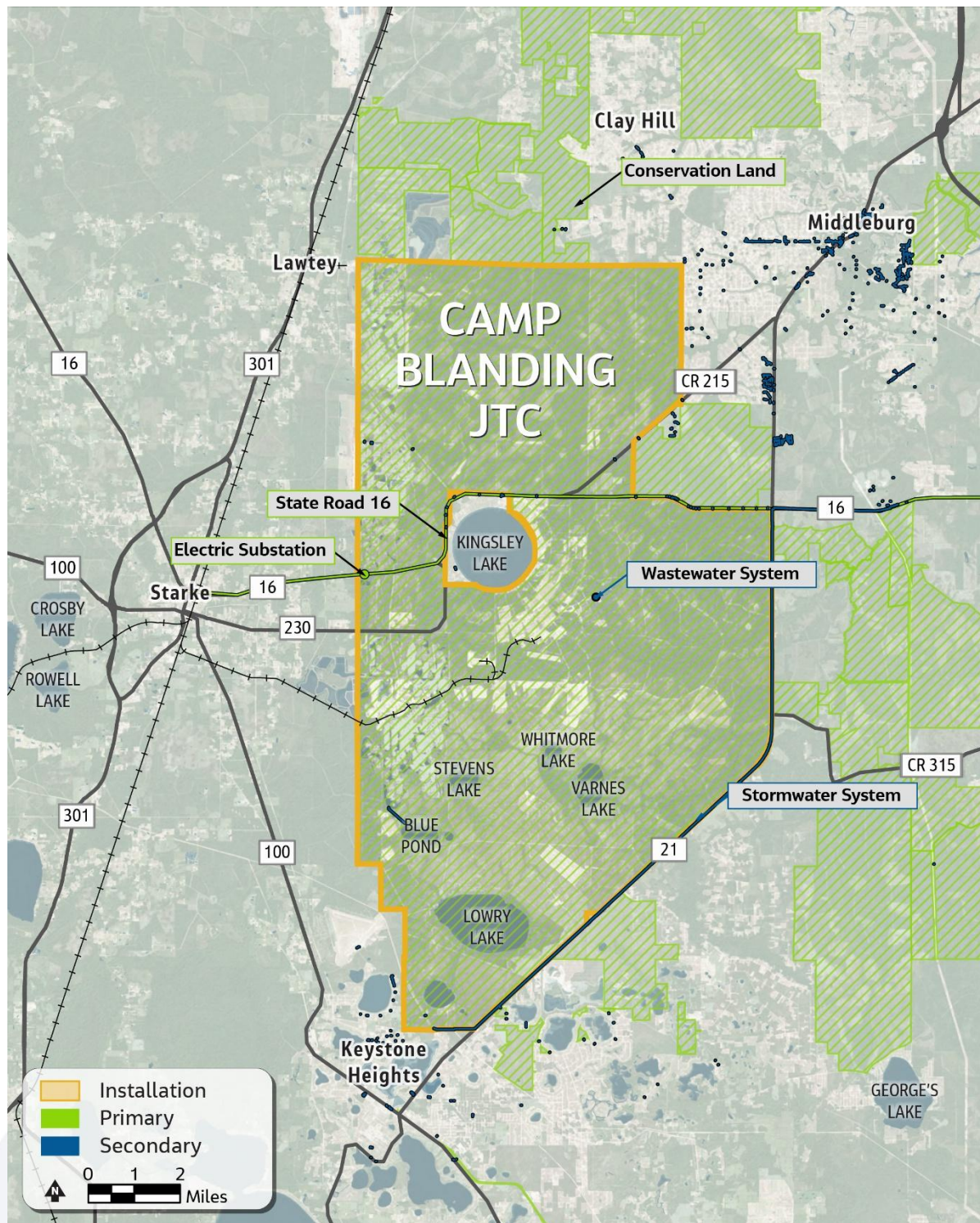
Secondary Mission Critical asset types that support various state and federal activities, including disaster response and various trainings

- Assets Providing Direct Support
 - Water systems
 - Wastewater systems

Mission Supportive asset types for the livelihood and health of installation personnel, indirect support to primary and secondary missions

- Personnel Support
 - Affordable Housing
 - Childcare Facilities
- Assets Providing Indirect Support
 - Solid and Hazardous Waste Facilities

Figure 2. Primary Mission Critical and Secondary Mission Critical Assets for Camp Blanding JTC



This package addresses the specific shocks and stresses of the mission-critical land assets for Camp Blanding JTC.

Current Conditions that Affect the Parcels Surrounding Camp Blanding JTC

Key Geographic Features

The undeveloped land parcels surrounding Camp Blanding JTC represent a large, interconnected landscape of high ecological and hydrologic value, dominated by longleaf pine sandhills, pine flatwoods, and forested wetlands that support diverse species such as gopher tortoises and migratory birds while maintaining critical wildlife corridors. These lands form a key portion of the Ocala to Osceola (O2O) Wildlife Corridor, a regionally significant conservation initiative that connects the Ocala and Osceola National Forests and supports landscape-scale wildlife movement, habitat continuity, and ecosystem resilience. Within this corridor, organizations such as the North Florida Land Trust (NFLT) play a central role in protecting and restoring conservation lands through acquisition, conservation easements, and partnership-driven stewardship.

The system sits atop highly permeable sandy soils that promote infiltration and recharge to the Floridan aquifer and naturally filter stormwater before it reaches Kingsley Lake and the headwaters of Black Creek. These landscapes, therefore, function as natural infrastructure, providing important water quality treatment, aquifer recharge, and flood mitigation benefits. The continuous, connected parcels are important because they operate as a unified hydrologic and ecological system, where disturbance in one area can increase flooding elsewhere, degrade water quality, and reduce aquifer recharge, impacting quality of life, economic value, and operations.

Historic Change

The current condition of these lands reflects a departure from their historical ecological structure. Historically, open longleaf pine systems were maintained by frequent, low-intensity fire, creating a more open landscape with lower vegetation density. Over time, timber harvesting, fire suppression, and land use changes from the late nineteenth through mid-twentieth centuries altered these systems. These changes resulted in denser vegetation, increased midstory growth, and more continuous fuel loads across the landscape. As a result, wildfire intensity and spread potential have increased, elevating risks to both ecological health and nearby communities. The natural, fire-adapted structure that once supported ecosystem function and resilience has been partially degraded, requiring active management to restore and maintain these systems.

Current Needs

While these areas are still largely intact, they exist within a dynamic and increasingly pressured growth context. Population expansion across Clay and Bradford counties is driving demand for development, particularly along accessible corridors such as State Route (SR) 16 and SR 21 and near Starke and Green Cove Springs (Figure 3).

This development pressure is tempered by military buffer requirements, conservation protections, and the presence of sensitive natural resources, all of which limit encroachment and preserve compatibility with Camp Blanding JTC's training mission.

The landscape must balance military operations, conservation priorities, and regional growth interests. This creates a need for continued restoration, land conservation, and fuel management,

particularly through practices such as prescribed burning, to maintain ecological function and reduce wildfire risk.

This balance provides direct benefits to nearby communities, functioning as natural systems for the following:

- Stormwater storage and filtration
- Groundwater recharge
- Noise attenuation
- Air filtration
- Temperature regulation
- Wildfire risk reduction

Maintaining these benefits requires integrated management that recognizes the dual role of these lands as both ecological systems and protective infrastructure.

Ownership and Management

The undeveloped lands are owned and managed by a mix of public and private entities outside the fence line and the Florida National Guard inside the fence line, creating a patchwork of oversight that collectively supports the landscape's ecological and operational role. Additionally, the Florida National Guard manages the designated buffer areas around the perimeter to maintain compatibility with military training.

Adjacent conservation lands are often owned or managed by state agencies such as the Florida Forest Service and the Florida Fish and Wildlife Conservation Commission, as well as regional entities like the St. Johns River Water Management District, which focus on habitat protection, hydrology, and resource conservation. The NFLT serves as a key non-governmental partner, acquiring priority parcels and holding conservation easements to protect strategic portions of the O2O Corridor and maintain landscape connectivity.

Additional lands are held by private timber companies and landowners, where silvicultural practices maintain largely undeveloped conditions while providing economic use. These working lands play an important role in preserving open space and sustaining hydrologic function.

Local governments in Clay and Bradford counties influence the system through zoning and land use planning, which can either encourage or restrict development. Coordination across ownership types is often achieved through partnership programs and conservation easements, including military buffer initiatives that limit incompatible development while preserving environmental functions.

Together, this combination of federal, state, regional, local, nonprofit, and private stewardship allows the landscape to function as an integrated system that supports military readiness, ecological integrity, and regional growth management.

Figure 3. Natural Resources and Ownership Location Map



MIRR Framework

The NEFRC envisions a resilient, prosperous, and inclusive region where communities work collaboratively across jurisdictional boundaries to strengthen economic vitality, safeguard natural and built systems, and enhance quality of life for current and future generations. In 2022, the Council launched **Resilient First Coast** to collaboratively address climate-related challenges across its seven member counties—Baker, Clay, Duval, Flagler, Nassau, Putnam, and St. Johns. This regional effort received strong support to develop a plan focused on addressing climate impacts and related threats to the region. Guided by this vision, the Regional Resilience Action Plan (RRAP) was published in 2025, providing a unifying framework that translates shared regional goals into coordinated action (Figures 4 and 5).

The RRAP establishes a durable foundation for implementing this vision—enabling member governments and partners to prioritize investments, leverage funding opportunities, and advance solutions that build long-term resilience to environmental, economic, and social challenges across Northeast Florida. As such, the MIRR adaptation projects are built upon this framework to ensure alignment and promote successful implementation of the recommended strategies.

Figure 4. Regional Resilience Action Plan (NEFRC 2025)



RRAP Goals and Objectives

Figure 5. Regional Structure for Resilience as Framework for the MIRR

Create a Durable and Adaptive Built Environment

- Minimize magnitude and cost of damage to infrastructure
- Improve development practices and policies
- Decrease utility service disruptions and recovery time
- Improve transportation and mobility

Develop a Thriving Regional Economy

- Improve education and employment opportunities
- Increase housing stability
- Enhance tourism and historic preservation
- Increase smart growth and development

Ensure a Vibrant Quality of Life

- Improve public health and wellness
- Enhance supply of food, energy, and other critical resources
- Increase public participation and engagement
- Minimize disparity

Promote a Healthy Natural Environment

- Reduce heat stress
- Increase biodiversity and ecological services
- Maximize quality of soil, air, and water
- Minimize erosion, flooding, and storm impacts

Connecting this Built Environment Asset to the Regional Economy, Natural Environment, and a Vibrant Quality of Life

This framework provides the structure for how assets were organized and evaluated. This resilience project is centered on assets in the Built Environment pillar, so the following acknowledgments indicate how it is connected to the Regional Economy, Natural Environment, and Quality of Life to ensure that project development created balance by positively benefiting each to the extent achievable.

Figure 6. Connection of This Asset to the Community



Environment

Natural Environment

The undeveloped land parcels surrounding Camp Blanding represent a large, interconnected landscape of high ecological and hydrologic value, dominated by longleaf pine sandhills, pine flatwoods, and forested wetlands that support diverse species such as gopher tortoises and migratory birds while maintaining critical wildlife corridors.



Quality of Life

Quality of Life

These undeveloped parcels provide benefits to nearby communities by moderating key environmental stressors. Large tracts of undeveloped forest act as **acoustic buffers**, absorbing and deflecting noise from training activities and vehicle movement. The extensive tree cover also **improves air quality** by filtering particulates and reducing dust, while the continuous canopy and natural ground cover **lower temperatures** by limiting heat buildup and reducing the urban heat-island effect, helping keep surrounding areas cooler and more comfortable.



Economic

Regional Economy

Ecologically intact and undeveloped lands generate **economic value through ecosystem services**, particularly flood mitigation and water filtration that reduce the need for costly, engineered infrastructure such as stormwater facilities and flood-control projects. By naturally managing runoff and protecting water quality feeding into Kingsley Lake and Black Creek, these lands lower public costs associated with flood damage, water treatment, and infrastructure repairs.



Infrastructure

Adaptive Built Environment

These undeveloped parcels are critical for climate adaptation because they act as **natural floodplains and groundwater recharge zones**, absorbing increased rainfall from more-intense storms and reducing strain on built drainage systems. Their forests and wetlands **store water, slow runoff, and stabilize soils**, limiting erosion and infrastructure damage, while also **reducing extreme heat and storing carbon**. Active land management, including prescribed burns, further **reduces wildfire risk near developed areas**, allowing surrounding communities to rely less on engineered systems and better withstand flooding, heat, and other climate stresses.



Recommendations



Documenting Shocks and Stresses with a Vulnerability Assessment

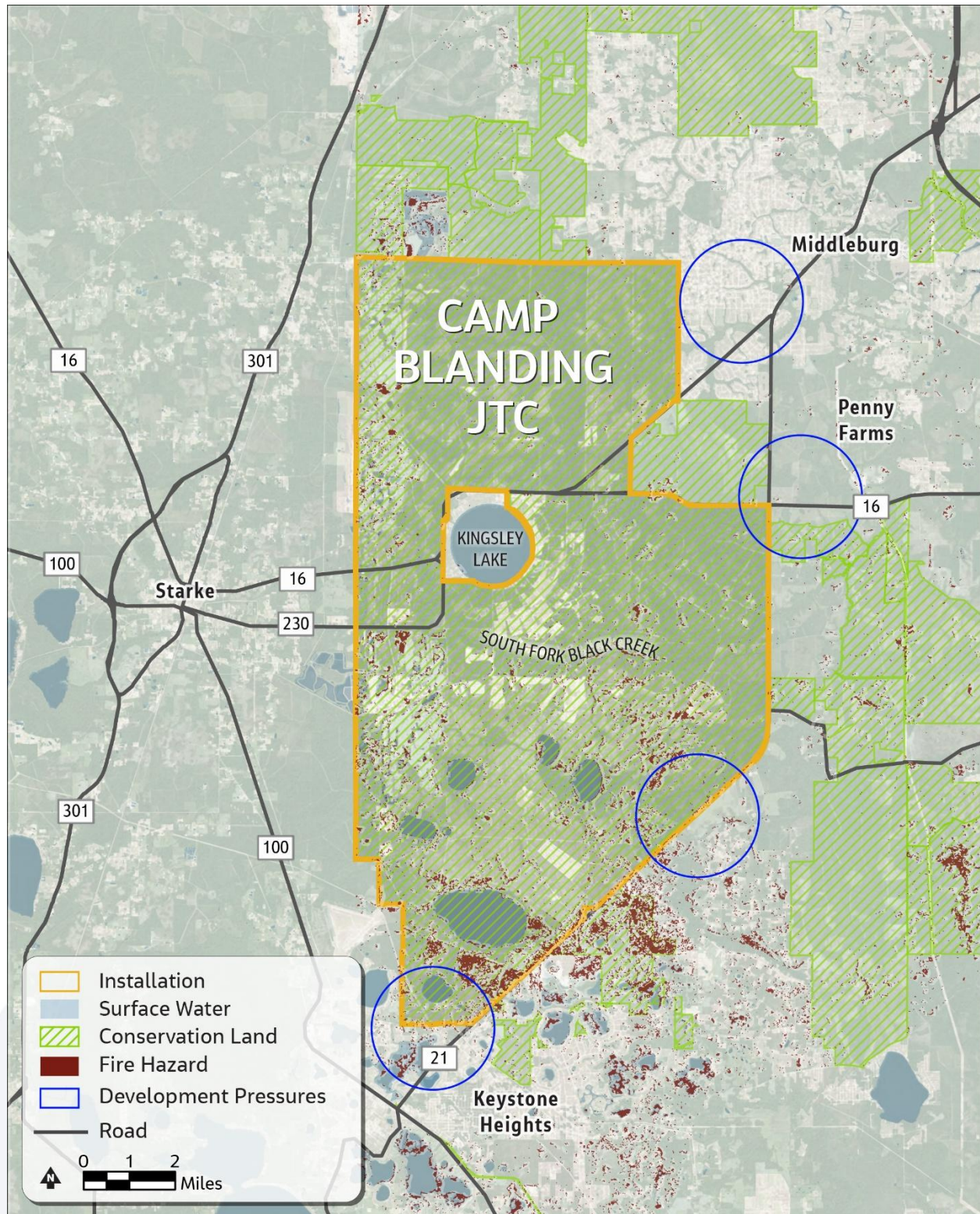
Shocks and stresses to the mission-critical assets supporting Camp Blanding JTC include wildfire, rainfall-induced flooding that overwhelms stormwater infrastructure, extreme heat impacts to transportation assets and personnel executing outdoor trainings, lack of redundancy, aging infrastructure, and regulatory pressures on utility infrastructure. Notably, the predominant threat to the installation's mission is encroachment from incompatible land uses.

- 1. Remaining unprotected priority parcels, fragmented ownership, and gaps in buffer continuity leave portions of the installation boundary exposed to incompatible development and wildfire-management constraints.**
- 2. On-base, wildfire is a well-managed risk. Installation personnel, in collaboration with the Florida Forest Service, regularly conduct prescribed burns as a means of fuels management. Off-base, however, wildfire hazards are managed by a variety of entities (state, local, or private). Wildfire risk is greater on private property that is not well managed. This can result in fire hazards entering other properties and, eventually, the installation, threatening operations.**
3. Stormwater flooding is a risk on-base (which has stormwater infrastructure past the end of its service life) and on SR 16, impacting base access.
4. Extreme heat threatens regional railways and roadways, potentially causing buckling and impacting the movement of personnel and equipment.
5. The installation's electrical supply lacks redundancy and wildfires threaten nearby electrical substations.
6. The installation's wastewater lacks redundancy and faces regulatory pressures from existing State legislation, which requires that the installation adjust its wastewater disposal methods by 2032.

This project package addresses encroachment and wildfire mitigation for the installation and community (item 1 and 2). Figure 6 highlights these risks.

Project Need: Manage Encroachment Risk and Mitigate Wildfire Exposure

Figure 7. Risk to Mission Map



Vulnerabilities Creating Risks to Mission for this Asset

The conservation and working lands surrounding Camp Blanding JTC, particularly those to the north, east, and south, represent a critical, multifunctional asset that supports installation operations, community resilience, and regional ecological integrity. These lands form part of the broader connected landscape described in the Current Conditions and are essential to maintaining both mission compatibility and natural system performance (Figure 7).

From an operational perspective, these lands serve as a primary buffer between on-base training activities and adjacent communities, reducing land use conflicts, preserving operational flexibility, and supporting long-term mission sustainability.

From a community and environmental standpoint, these areas provide natural infrastructure functions, including stormwater storage, groundwater recharge, habitat connectivity, and wildfire risk reduction, while also offering recreational and quality-of-life benefits to surrounding populations. Despite their current integrity, these lands face increasing development pressure, particularly along key corridors such as SR 16 and SR 21 and near growing population centers like Green Cove Springs and Starke. Encroachment has already occurred along parts of the installation perimeter, most notably along the southeast edge, and is expected to continue based on regional growth trends.

Because these lands operate as part of a connected hydrologic and ecological system, incremental loss or fragmentation can have broader system impacts, including the following:

- Reduced effectiveness of the military buffer and increased compatibility conflicts
- Degradation of stormwater storage and infiltration capacity
- Increased flood risk and reduced water quality
- Disruption of wildlife corridors within the O2O landscape

As a result, these lands are considered high-priority vulnerable assets, with risks occurring over a near- to long-term horizon. Protecting and managing these areas proactively through conservation, land use planning, and coordinated investment is essential to maintaining their combined operational, environmental, and community benefits. Table 1 gives an overview of the conservation assets that support the installation.

Table 1. Summary of Conservation assets supporting Camp Blanding JTC.

Asset Name	Owner	Location	Mission Criticality	Relevant Shocks & Stresses	Level of Urgency
Parcels Immediately Surrounding the Installation	Various	Outside Installation Boundary	Primary	Development Encroachment, Wildfire	Near- to Long-term

Stakeholders and Current Efforts

Stakeholders are actively involved in managing encroachment and wildfire risks around Camp Blanding JTC. These efforts rely on strong partnerships to protect mission-critical training lands, reduce hazardous fuel loads, and guide compatible land use in surrounding areas. Coordination

among these entities ensures that conservation, hazard mitigation, and military readiness objectives are addressed in a unified manner. Key stakeholders include the following:

- Camp Blanding JTC
- Department of Defense
- Florida Forest Service
- Adjacent municipalities (Keystone Heights, Penney Farms, Middleburg, Clay Hill)
- Clay County
- NFLT

Current efforts for encroachment management include the Department of Defense’s Readiness and Environmental Protection Integration (REPI) Program, controlled burns on state-owned land, and planning efforts to identify natural hazards, vulnerabilities, and targeted parcels.

The REPI Program plays a critical role in sustaining long-term mission readiness at Camp Blanding JTC through targeted conservation and partnership-driven initiatives. The program focuses on protecting land adjacent to the installation to prevent incompatible development, preserve operational flexibility, and maintain the full range of training capabilities required for the installation’s mission.

Table 2 provides an overview of current and ongoing efforts as it relates to conservation assets supporting the installation.

Table 2. Ongoing and current efforts as it relates to conservation assets supporting Camp Blanding JTC.

Existing Project	Entity	Location	Purpose	Timeline
Camp Blanding JTC REPI Program	Department of Defense	Camp Blanding JTC	Habitat Preservation, Managing Incompatible Development, Wildfire Fuel Management	Ongoing
Controlled Burns	NFLT/Florida Forest Service	State Forests and Other Conservation Areas	Wildfire Fuel Management	Ongoing
Clay County Local Mitigation Strategy	Clay County	Countywide	Identify natural hazards and vulnerabilities within Clay County	Complete

Review of Strategic Partnerships and Policies

Camp Blanding JTC continues to rely on a combination of formal and informal partnerships to address encroachment pressures and wildfire risk in the surrounding region. On the encroachment front, coordination with Clay County represents the installation's most established effort. Camp Blanding JTC participates as a non-voting member on the county's planning advisory panel for developments within a three-mile buffer and engages in the local land conservation committee.

Through the Department of Defense REPI Program, the installation has partnered with the North Florida Land Trust to support acquisition of conservation lands that act as buffers against incompatible development. Additionally, Camp Blanding JTC collaborates with the Florida Fish and Wildlife Conservation Commission in managing the Camp Blanding Wildlife Management Area, which provides both ecological benefits and land use compatibility. While these partnerships have reportedly become more effective over time, particularly in elevating installation priorities, they remain largely uncoded, relying on existing relationships rather than formal requirements for integration into county decisions. Comparable coordination has not yet been established in Bradford County, presenting an opportunity to proactively pursue a formal agreement, such as a memorandum of understanding, to address future growth pressures and ensure continuity across jurisdictions.

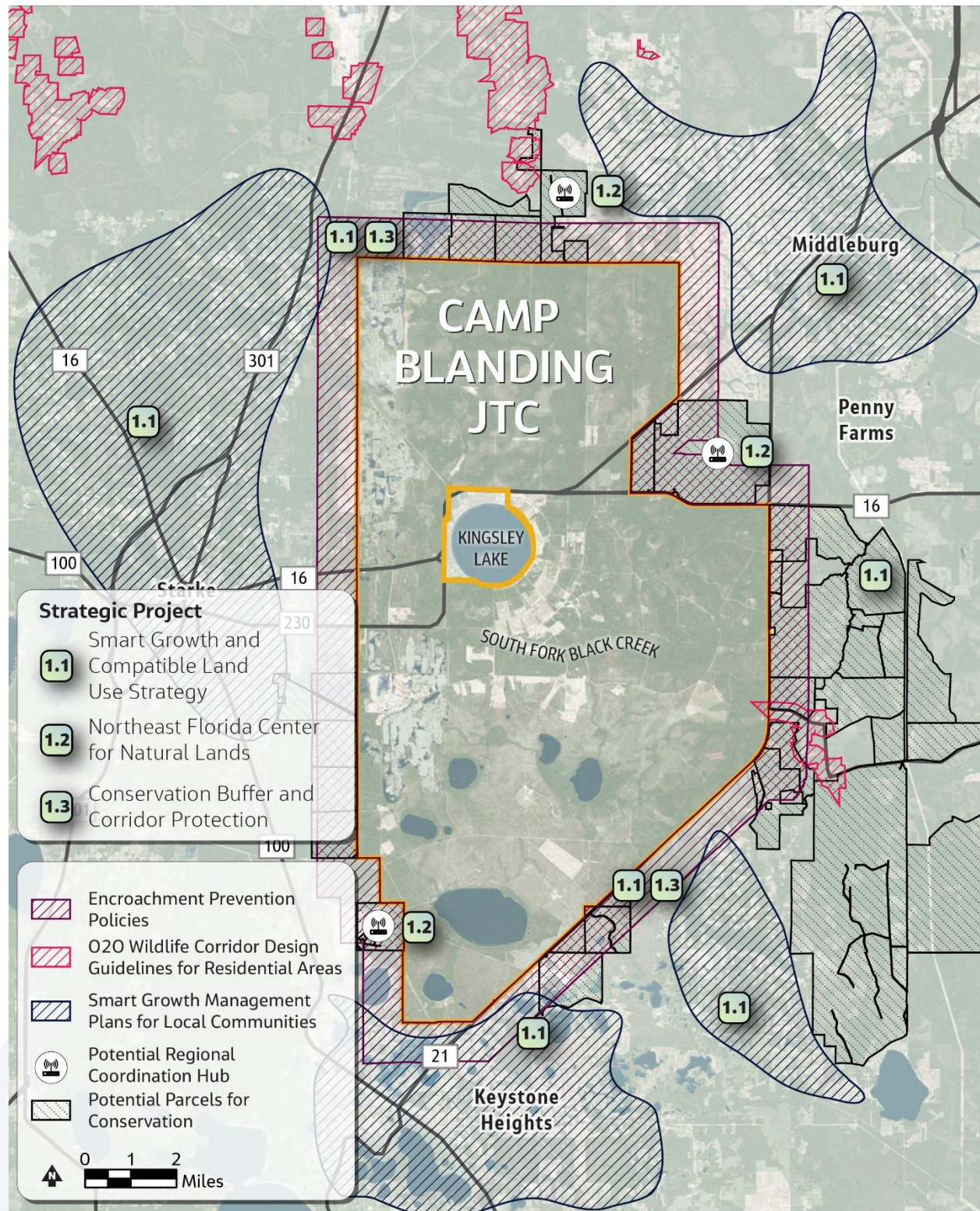
In terms of wildfire management, Camp Blanding JTC maintains an ongoing, though informal, partnership with the Florida Forest Service for wildland fire response and support. While this relationship appears to function effectively under current conditions, it has not been significantly tested and remains dependent on personal coordination rather than documented roles and responsibilities. As wildfire vulnerability increases, particularly for surrounding conservation lands and critical infrastructure such as the FPL substation, the limitations of an unwritten arrangement become more pronounced. Formalizing this partnership would strengthen preparedness, clarify response expectations, and reduce risk associated with leadership transitions. Overall, existing efforts provide a strong foundation, but formal agreements and expanded coordination would improve long-term resilience and efficiency in both encroachment management and wildfire response.

Table 3. Camp Blanding JTC Land Management Policy Recommendations

Strategy	Issue(s)	Relevant Parties	Description	Current Policies	Policy Change
CB-1: Update and Expand Clay County's Camp Blanding Overlay Impact Area	Encroachment Incompatible Use	Clay County Camp Blanding JTC	Comprehensively update Clay County's Camp Blanding Overlay Impact Area in coordination with the installation.	Clay County's comprehensive plan calls for cooperation with Camp Blanding to encourage compatible uses, implemented through the Camp Blanding Overlay Impact Area Map, within which development applications are referred to the installation for review. Current policies rely on dated information (a 2009 noise consultation, a 2009 peak noise memo, and a 2000 base Corridor and Routing System map).	Update the overlay footprint to reflect current and anticipated encroachment risk from the First Coast Expressway growth corridor; add explicit use restrictions tied to the modern DoD encroachment definition (residential density caps, lighting standards, incompatible uses, required disclosure); establish a minimum buffer width standard tied to current Army training noise levels; and require automatic Camp Blanding review and comment for rezonings to higher-intensity uses before Planning Commission action.
CB-2: Formally Coordinate Clay County FFCLP with NFLT/REPI Priority Parcel Lists	Encroachment Conservation	Clay County NFLT REPI/DoD Camp Blanding JTC	Align the county's Forests and Farms Conservation Lands Program (FFCLP) with NFLT's REPI/ACUB acquisition pipeline through formal data-sharing and joint prioritization.	FFCLP (established 2024) operates on separate nomination and evaluation tracks from NFLT's REPI/ACUB pipeline. REPI can pursue willing-seller parcels only. Prior acquisitions include a 2022 157-acre Putnam County acquisition funded jointly through REPI, the Florida Defense Support Task Force, and the Clay County Development Authority.	Establish a formal data-sharing and joint prioritization protocol between the Clay County Land Conservation Committee and NFLT; give weighted scoring priority to parcels within/adjacent to the REPI three-mile buffer; coordinate FFCLP timing with REPI funding cycles so county funds serve as match; and annually report combined FFCLP/REPI/ACUB progress as a standing agenda item for the Clay County-Camp Blanding Joint Planning Table.
CB-3: Establish a Transfer of Development Rights (TDR) Program in the Overlay Impact Area	Encroachment Incompatible Use	Clay County Camp Blanding JTC	Explore a TDR program to shift development away from parcels near the installation, as a direct complement to REPI where fee-simple acquisition or easements are not feasible.	REPI fee and conservation easement acquisitions cannot address every parcel, and there are insufficient public or philanthropic resources to meet all conservation needs.	Establish sending zones (parcels within the Land Use Planning Zone and CARS map overlay where development would conflict with training) and receiving zones (designated growth nodes in Middleburg, the Orange Park corridor, and near First Coast Expressway interchanges with existing or planned utility infrastructure and service capacity), preserving land in low-intensity use without public purchase.
CB-4: Add Mandatory Disclosure Requirements for Properties in the Overlay Impact Area	Encroachment Incompatible Use Disclosure	Clay County Camp Blanding JTC	Adopt a disclosure ordinance for property transactions and development approvals within the Camp Blanding Overlay Impact Area.	Duval County requires disclosure to prospective owners/lessees within Military and Civilian Influence Zones (Duval FLUE Policy 2.6.14); Clay County has no equivalent requirement.	Require any sale, lease, or development approval within the overlay to include formal notice of proximity to active military training (noise, vibration, airspace), CARS lighting restrictions, use and building-height limitations, and the installation's priority review rights - establishing informed consent without restricting use.
CB-5: Develop a Smart Growth Strategy for the First Coast Expressway Corridor	Encroachment Growth/Sprawl	Clay County Camp Blanding JTC NEFRC	Proactively plan for First Coast Expressway-driven growth to route density away from the installation.	The First Coast Expressway and the Keystone Heights water line expansion are expected to drive growth near Middleburg and along transportation corridors, pressuring compatible buffer land toward higher-intensity conversion.	Promote growth nodes at expressway interchanges with sufficient water/sewer infrastructure and incentivize compact development; establish conservation subdivision standards (clustering, open-space minimums) within the overlay; and incorporate WUI resilience standards (defensible space, fire-resistant materials, vegetation management) into corridor design.

Adaptable Built Infrastructure Projects

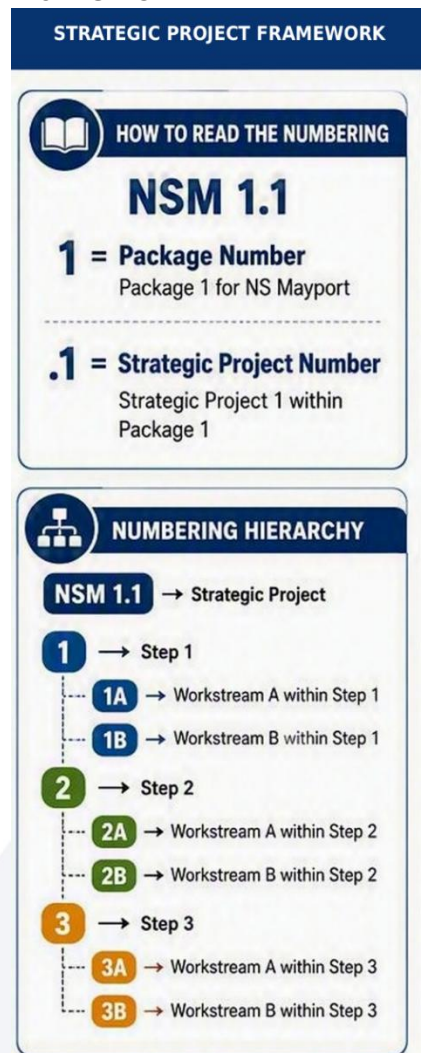
Figure 8. Adaptation Strategies Map



Strategies included in the adaptation plan have been organized by short, mid, and long-term timeframes for implementation. The strategy numbers in the maps correspond to the details provided in their respective sections, which outline a comprehensive approach to strengthening energy resilience and support long-term mission continuity. These strategies focus on enhancing existing system performance, reducing vulnerabilities, and advancing modern, flexible infrastructure solutions that can adapt to future demands and environmental conditions. Order-of-magnitude cost estimates will be provided in 2026 dollars to the extent possible, with up to 50% contingency unless otherwise noted.

Potential Project Leads and Partners are mentioned by organization in the following narratives. The intent is to identify the correct stakeholders that have agency, authority, and interest in the work that is being proposed. Being listed as a lead or partner provides the opportunity to collaborate, advise, and be involved in the adaptation efforts, but does not mandate participation. Funding and financing of projects are not indicated as the responsibility of the project lead or partners, and the monetary tools for obtaining such are in the Implementation section of this package.

Figure 9. Strategic Project Framework



The strategic projects are organized by installation, package, project, step, and actions. The 2-3 letter code indicates the installation. The first number indicates which package this project is in. The second number indicates the project number in the package.

Within each project, the timeline of activities is indicated through the steps (Step 1, Short-term, etc.), and the order of activities is narrated in the sub-steps (1A, 1B, etc.). Through this organization, each strategic project illustrates its project number, timeline, and actions in the narrative.

Strategic Project CB 1.1. Smart Growth and Compatible Land Use Strategy for Camp Blanding JTC and the O2O Corridor

This project establishes a coordinated strategy to guide smart growth, compatible land use, and long-term landscape conservation in the communities and undeveloped lands surrounding Camp Blanding JTC. Through a multijurisdictional approach, the project can align military compatibility, ecological conservation, and community development by directing growth away from sensitive lands while strengthening the role of the O2O Corridor as a connected ecological and hydrologic system.

The strategy will build on and complement, rather than replace or duplicate, the existing Camp Blanding REPI/ACUB program, North Florida Land Trust partnerships, Clay County relationships, and other established compatible-use initiatives. Camp Blanding JTC will retain leadership over military compatibility requirements and the identification and prioritization of mission-critical buffer parcels.

The lands surrounding Camp Blanding JTC serve as critical buffer areas that support military readiness, reduce wildfire and flood risks, and maintain regional ecological connectivity. At the same time, increasing development pressure along key corridors such as SR 16 and SR 21 creates risk of fragmentation, encroachment, and loss of natural system function. This project can support proactive local land-use planning and conservation strategies that preserve working lands, protect natural resources, and promote resilient community growth while reinforcing the military-led compatible-use strategy.

Current Stakeholder Projects

- Camp Blanding JTC REPI/ACUB Program, ongoing
- Clay County Local Mitigation Strategy (Complete)

Potential Project Leads and Partners

- Northeast Florida Regional Council (NEFRC)/RFC Collaborative Partners
- Clay County and Bradford County
- Florida Wildlife Corridor Foundation
- Local municipalities
- Camp Blanding Joint Training Center (JTC)
- North Florida Land Trust (NFLT)
- Florida Department of Environmental Protection (FDEP) Division of State Lands
- Florida Forever Program
- Florida Natural Areas Inventory (FNAI)
- St. Johns River Water Management District (SJRWMD)
- St. Johns Riverkeeper
- Local research stations
- Private landowners, timber companies, and agricultural partners

Estimated Cost

\$125,000

Step 1: Partnership Development and Regional Coordination Framework (Short-term)

1A. Camp Blanding Neighbors Partnership

- NEFRC / RFC Collaborative Partners can facilitate creation of a Camp Blanding Neighbors Partnership as a local-government, landowner, working-land, and community coordination forum supporting Camp Blanding's military-led compatible-use strategy.
- The partnership will complement, not replace or duplicate, the existing Camp Blanding REPI/ACUB program and associated relationships among Camp Blanding JTC, North Florida Land Trust, Clay County, landowners, and conservation partners.
- The forum can improve communication among local governments, military representatives, community stakeholders, conservation organizations, and landowners; coordinate complementary smart-growth and working-land initiatives; and help implement agreed-upon conservation and buffer-protection strategies.
- Camp Blanding JTC and its established REPI/ACUB partners will continue to lead military compatibility planning and prioritize mission-critical buffer parcels. The partnership will not independently reprioritize parcels or establish a parallel military-buffer acquisition process.

1B. Working Lands and Conservation Partnership Expansion

- Through the Camp Blanding Neighbors Partnership, NEFRC and participating organizations can expand engagement with private timber companies, agricultural operators, landowners, and conservation organizations to maintain productive working landscapes.
- Activities can include collaboration with North Florida Land Trust and appropriate state programs to advance conservation easements, sustainable forestry, agricultural practices, and other voluntary tools that preserve open space and reduce development pressure.
- These efforts will support established REPI/ACUB priorities and existing partner relationships rather than establish a separate conservation prioritization or acquisition process. Parcel scoring for conservation should include mission consequences during prioritization.

Step 2: Smart Growth Policy, Conservation Strategy, and Implementation (Short-term)

2A. Encroachment Prevention and Compatible Land Use Policies

- The Camp Blanding Neighbors Partnership can assist local governments in developing smart growth policies, zoning overlays, and conservation easement strategies that direct development away from installation boundaries, wildfire-prone areas, and sensitive ecological systems. Local policy recommendations should reinforce Camp Blanding's military-led compatible-use strategy and established REPI/ACUB priorities while preserving buffer functions and reducing encroachment risk.

2B. O2O Corridor-compatible Growth Strategy and Design Guidelines

- The Camp Blanding Neighbors Partnership can develop a regional growth framework for communities within the O2O Corridor using corridor-compatible community principles such

as clustered development, conservation subdivisions, TDR, and buffering strategies to maintain large, contiguous landscapes, reduce fragmentation, and protect hydrologic and ecological systems.

2C. Nature-based Stormwater and Floodplain Enhancement

- This project can align with the Rural Water Resilience Implementation Plan to protect and expand wetlands, floodplains, and natural drainage systems, improving stormwater storage, infiltration, and flood resilience while maintaining hydrologic connectivity. These actions can support the long-term resilience of Camp Blanding and surrounding communities.

2D. Habitat Connectivity and Corridor Protection

- NEFRC and its RFC Collaborative Partners can support formalization and strengthening of wildlife and habitat corridors across Clay, Bradford, and surrounding counties, reinforcing connectivity between Camp Blanding JTC, the O2O Corridor, and the broader Florida Wildlife Corridor. This work can reinforce connections among Camp Blanding JTC, the O2O Corridor, and the broader Florida Wildlife Corridor while remaining aligned with military compatibility requirements and established parcel priorities.

2E. Advanced Working Lands and Conservation Strategies

- Building on the partnerships established in Step 1, The Camp Blanding Neighbors Partnership can coordinate working-land and conservation strategies that align economic viability with long-term landscape protection. This can include coordination with North Florida Land Trust, FDEP Division of State Lands, Florida Forever, FNAI, SJRWMD, St. Johns Riverkeeper, local research stations, and private landowners.
- Conservation easements and acquisitions can be advanced in strategic areas within the O2O Corridor and Camp Blanding buffer to preserve habitat connectivity, aquifer recharge, and wildfire-management areas. Parcel identification and funding activities must support priorities established through Camp Blanding's military-led REPI/ACUB process and should not create a separate or competing prioritization system.
- In parallel, The Camp Blanding Neighbors Partnership can work with private timber and agricultural landowners to implement climate-smart forestry and sustainable land management practices, including longleaf pine restoration, longer harvest rotations, and improved fire management informed by local fire ecology resources. These practices can enhance carbon sequestration, habitat value, and long-term land stability while maintaining lands as productive working forests.
- The strategy can also support diversification of landowner revenue streams through tools such as carbon markets, ecosystem service payments, conservation leasing, and water quality crediting, reducing conversion pressure and strengthening long-term stewardship.
- Data support from FNAI and SJRWMD can guide prioritization of high-value parcels based on ecological connectivity, hydrologic function, and operational compatibility, ensuring conservation investments deliver maximum benefit.
- Together, these actions can advance a model where working lands remain economically productive while supporting resilience, biodiversity, water resources, and military compatibility, consistent with REPI principles.

2F. Smart Growth Management Plans for Local Communities

- NEFRC, in coordination with Clay County, Bradford County, and local municipalities, Camp Blanding JTC, and established REPI/ACUB partners, can develop Smart Growth Management Plans that guide development to appropriate locations while preserving critical conservation lands, working lands, and ecological corridors.
- The plans can incorporate military compatibility requirements and conservation data developed through existing programs and supporting partnerships to identify appropriate development areas and avoid fragmentation, wildfire and flood hazards, and degradation of hydrologic functions.
- Tools may include clustered development, conservation subdivisions, transfer of development rights (TDR), strategic buffering, and infrastructure-planning policies.
- Local plans should implement and reinforce the established military-compatible-use framework. They should not create competing buffer priorities, duplicate the functions of the REPI/ACUB program, or alter military parcel priorities without coordination with Camp Blanding JTC and its designated partners.

Strategic Project CB 1.2. Northeast Florida Center for Natural Lands: Native Plant Nursery, Education, and Community Resource Hub

This project establishes the Northeast Florida Center for Natural Lands (hereinafter, the “Center”), a regional native plant nursery, education and workforce development center, and community resource hub serving Camp Blanding JTC, Naval Outlying Landing Field (NOLF) Whitehouse, and the broader O2O Corridor across the Central Ridge and Black Creek watershed systems. The Center can support ecological restoration, wildfire resilience, and community engagement through an integrated approach that combines plant production, applied land management, education, workforce training, and recruitment for land management and wildfire professionals.

The lands surrounding Camp Blanding JTC and across the O2O Corridor function as critical natural infrastructure, supporting groundwater recharge, water quality protection, wildfire mitigation, and habitat connectivity. These undeveloped lands also serve as mission-critical buffers that protect military operations while delivering essential benefits to surrounding communities. However, many residents, landowners, and potential workforce recruits are not fully aware of the role these lands play or the career pathways associated with their management. This project can address that gap by creating a highly visible, accessible resource that connects land stewardship, public education, workforce recruitment, and defense community resilience while building on the robust work that has been achieved with the Camp Blanding JTC REPI Program.

The Center can serve as a living demonstration of partnership, celebrating and operationalizing the collaboration between military installations, conservation organizations, wildfire professionals, scientists, and local communities. It can also function as a front door for recruitment, introducing students, residents, and landowners to careers in wildfire management, forestry, conservation, and environmental science. By bringing these sectors together in one location, the project can translate technical practices into practical knowledge while building the future workforce needed to sustain these systems. This integrated approach directly supports OLDCC objectives by reinforcing compatible land use, community resilience, and long-term defense readiness.

Current Stakeholder Projects

- Camp Blanding JTC REPI Program (Ongoing)

Potential Project Leads and Partners

- The Camp Blanding Neighbors Partnership
- Northeast Florida Regional Council (NEFRC)/RFC Collaborative Partners
- University of Florida Institute of Food and Agricultural Sciences (UF IFAS)
- Pinycastle Range Complex wildfire firefighters
- Private landowners and community organizations
- Opportunities to engage Tribal partners, including the Seminole Tribe of Florida

Estimated Cost

\$310,000

Step 1: Partnership Development and Center Establishment (Short-term)

1A. Facility Development and Regional Coordination

- The Camp Blanding Neighbors Partnership can establish a centrally accessible facility that serves as a native plant nursery, education center, and regional coordination hub, strategically located to support Camp Blanding JTC, NOLF Whitehouse, and surrounding communities within the O2O Corridor and Black Creek watershed.

1B. Multi-agency Partnership and Program Development

- NEFRC can formalize existing RFC Collaborative Partnerships across military, conservation, wildfire, academic, and Tribal sectors as well as make new partnerships to develop integrated programming. This effort can highlight and celebrate the collaboration between these groups, creating a unified platform that demonstrates how coordinated land management supports both ecological systems and mission readiness.

1C. Workforce Development and Recruitment Partnerships

- The Center can establish workforce development pathways and serve as a regional recruitment hub in collaboration with wildfire professionals, conservation organizations, and military partners. Programs can connect participants directly to career opportunities with entities such as the Pinecastle Range Complex wildfire firefighters, Florida Forest Service, conservation organizations, and land management agencies.

Step 2: Nursery Operations, Education Programming, and Community Implementation (Short-term)

2A. Native Plant Nursery and Restoration Supply

- The Center can propagate and sell native grasses, understory plants, shrubs, and tree species typical of pine flatwoods, longleaf pine, and mixed forest systems. This provides a trusted, local source of plant material for restoration, landscaping, and stormwater management while reinforcing the ecological value of native systems.

2B. Integrated Education, Demonstration, and Outreach Program

- The Center can provide a comprehensive, hands-on education program designed to connect land stewardship, wildfire management, and water resource protection while helping the public understand why undeveloped lands are essential to regional resilience.
- Education and training can be delivered through coordinated partnerships, including the following:
 - NFLT, FDEP Division of State Lands, and local practitioners
 - › Native plant installation and habitat restoration

- SJRWMD
 - › Vegetation’s role in water quality, stormwater filtration, and aquifer recharge
- Tall Timbers Research Station, Pinecastle Range Complex Wildfire Firefighters, and Florida Forest Service
 - › Prescribed fire, defensible space, fuel reduction, and longleaf pine restoration
- University and extension partners
 - › Sustainable forestry, wildlife habitat, and land stewardship
- The Center can also incorporate traditional ecological knowledge through engagement with Tribal partners, including opportunities to collaborate with the Seminole Tribe of Florida, connecting modern practices with long-standing stewardship traditions.
- Through demonstration areas and participation, the Center can clearly communicate that undeveloped lands are active, functioning systems that protect water, reduce wildfire risk, and sustain both communities and military operations.
- The program can also serve as a recruitment pipeline, introducing participants to careers in wildfire management, forestry, conservation, and environmental science through direct interaction with professionals and training programs.

2C. Public Education Program on Land Conservation and Water Resource Management

- The Center can establish a focused education program explaining how lands surrounding Camp Blanding JTC protect water quality, groundwater recharge, and flood mitigation within the Kingsley Lake and Black Creek watersheds.
- Through workshops, schools, signage, and digital outreach, the program can build public understanding of how conservation lands, working landscapes, and military buffers function as natural infrastructure systems supporting regional resilience.

2D. Integrated Wildfire and Land Stewardship Demonstration

- In partnership with research stations that provide fire ecology resources, the Pinecastle Range Complex wildfire firefighters, and the Florida Forest Service, the Center can host live demonstrations of prescribed fire, fuel management, and defensible space.
- These activities can serve both as education and recruitment exposure, allowing participants to engage directly with wildfire professionals and understand the role of fire in sustaining resilient landscapes.

Key Outcomes

- Increased availability of native plant materials for restoration and community use
- Expanded workforce development and direct recruitment pathways into wildfire and land management careers
- Improved public understanding of why undeveloped lands are critical to water, wildfire resilience, and military compatibility
- Strengthened partnerships across military, conservation, wildfire, and community sectors

- Integration of scientific, operational, and traditional ecological knowledge
- Reinforcement of REPI-aligned goals for compatible land use and long-term stewardship

Summary

This project creates a highly visible, community-facing hub that celebrates and strengthens the partnership between military installations, conservation organizations, and wildfire professionals. By combining native plant production, applied education, and workforce recruitment, the Center can demonstrate how undeveloped lands function as essential infrastructure while building the knowledge, capacity, and workforce needed to sustain these systems into the future.

Strategic Project CB 1.3. Accelerate and Complete Priority Compatible-Use Buffer Protection around Camp Blanding JTC

This project establishes a targeted strategy to secure and protect undeveloped lands immediately surrounding Camp Blanding JTC. Its primary objective is to close remaining buffer gaps before development permanently removes options needed to sustain maneuver, live-fire, aviation, prescribed-fire, and future training capabilities. Through conservation easements, land protection, and corridor integration, the project can maintain mission compatibility, reduce wildfire exposure, and ensure that lands outside the installation fence line continue to function as both protective buffers and critical natural infrastructure.

The lands adjacent to Camp Blanding JTC form a connected landscape that supports military readiness, habitat connectivity, groundwater recharge, and wildfire-risk reduction. Increasing development pressure threatens to fragment these areas, introduce incompatible land uses, and constrain military operations and community safety. By prioritizing remaining buffer gaps for long-term protection, the project can proactively reduce encroachment risks while strengthening ecological connectivity and preserving Camp Blanding JTC's operational flexibility.

Current Stakeholder Projects

- Camp Blanding JTC REPI Program (Ongoing)
- Controlled Burns (Ongoing)
- Clay County Local Mitigation Strategy (Complete)

Potential Project Leads and Partners

- The Camp Blanding Neighbors Partnership
- National Weather Service – Jacksonville Office
- REPI/ACUB representatives
- FDEP/Florida Forever
- Florida Forest Service
- FNAI
- willing landowners

Estimated Cost

To be determined by owner

Step 1: Conservation Buffer Protection and Land Security (Short-term)

1A. Permanent Land Protection Adjacent to Installation

- The Camp Blanding Neighbors Partnership and REPI/ACUB partners can implement a coordinated land protection strategy to close remaining buffer gaps before development permanently removes options needed to sustain maneuver, live-fire, aviation, prescribed-fire, and future training capabilities. Parcels immediately outside the installation fence line can be secured through conservation easements, fee-simple acquisition, and other voluntary land-

protection tools to preserve buffer integrity, reduce wildfire risk, and maintain mission compatibility.

- Conservation Easements (Primary Tool for Working Lands Retention)
- In partnership with NFLT, FDEP Division of State Lands, and Florida Forever, partners can expand the use of voluntary conservation easements on priority private lands surrounding the installation.
- Easements can be prioritized on the following:
 - › Active timberlands and silviculture parcels surrounding the western and northern perimeter, where lands remain undeveloped but are vulnerable to future subdivision
 - › Agricultural and rural residential transition areas, particularly along the SR 16 corridor and southeastern edge, where development pressure is increasing
 - › Recharge-sensitive uplands and sandhill areas that contribute to aquifer function and stormwater infiltration.
 - › These easements enable landowners to retain ownership and productive use while permanently restricting development, maintaining landscape continuity and reducing encroachment risk.
- Fee-simple Acquisition (Targeted Strategic Parcels)
 - Partners can pursue targeted land acquisition for parcels that are as follows:
 - › Located immediately adjacent to the installation boundary, especially along the southeast and east sides, where development encroachment has already begun
 - › Critical to maintaining continuous buffer width and integrity, particularly in areas where parcel fragmentation is occurring
 - › Key connectors between Camp Blanding JTC lands and adjacent conservation areas within the O2O Corridor
 - Acquisition can be used for the following:
 - › Secure lands at highest risk of incompatible development
 - › Establish permanent conservation or management areas
 - › Support fuel management, access, and prescribed fire operations

1B. Identification and Prioritization of Critical Buffer Gaps and Parcels

- Camp Blanding JTC and its established REPI/ACUB partners can identify and prioritize remaining buffer gaps and mission-critical parcels surrounding the installation. NEFRC / RFC Collaborative Partners can convene a regional effort to support this process through local government coordination, landowner engagement, and mapping, ensuring that conservation investments are targeted to areas that provide the greatest benefit for mission compatibility, wildfire risk reduction, and ecological function.
- This effort can integrate data from partner agencies, including SJRWMD, FNAI, NFLT, Florida Forest Service, and Camp Blanding JTC, to develop a comprehensive parcel prioritization framework that evaluates lands based on combined operational, environmental, and development risk factors. Prioritization should focus on parcels where development could permanently constrain maneuver, live-fire, aviation, prescribed-fire, or future training capabilities. It should also consider buffer continuity, wildfire risk, ecological connectivity, hydrologic function, and the immediacy of development pressure.

Alignment and Support of the Regional Resilience Action Plan

Figure 10. Alignment with the RRAP

SCALE	ACTION	DESCRIPTION
	2	Encourage preparedness for wildfires
	4	Promote supply of native plants for landscaping, restoration, and reforestation
	5	Promote the conservation and restoration of ecologically significant natural ecosystems
	12	Foster public engagement on resilience
	13	Facilitate partnerships to advance resilience work
	14	Encourage smart growth and building practices
	18	Promote resilient agriculture
	21	Create an industry of resilience professionals

 Facilitate
 Guide

This project delivers the broadest RRAP alignment of any package in the Northeast Florida MIRR portfolio, advancing Actions 2, 4, 5, 13, 14, 18, and 21 across all four resilience pillars. The lands surrounding Camp Blanding JTC function simultaneously as military buffer, wildfire fuel-management landscape, aquifer recharge area, and wildlife corridor, and the project's strategies address each function through a single coordinated approach.

Strategic Project CB 2.1 establishes smart growth and compatible land use policy for the O2O Wildlife Corridor through zoning overlays, conservation subdivisions, TDR, and clustered development guidance directing growth away from the installation boundary and wildfire-prone areas. These measures implement Action 14 (Encourage Smart Growth and Building Practices), specifically Subaction 14.1 on evaluating incentives for resilient development, Subaction 14.2 on guiding density toward areas furthest removed from hazards, and Subaction 14.3, under which the Collaborative drafts sample language for local governments to incorporate into comprehensive plans, building codes, and ordinances. The proposed Smart Growth Management

Plans for Clay and Bradford counties and their municipalities give that subaction a concrete regional application.

The project's wildfire and land management components advance Action 2 (Encourage Preparedness for Wildfires) across all three of its subactions, the only package in the MIRR portfolio to do so. Prescribed burning, mechanical fuel reduction, and longleaf pine restoration on lands adjacent to the installation implement Subaction 2.1 on ensuring land managers use effective and scientific wildfire reduction practices, which specifically notes that many municipalities lack the capacity to routinely manage public lands to reduce fuel loads and commits the Collaborative to leading efforts to secure funding for regional wildfire mitigation.

Defensible space education and fire-wise practices delivered through Strategic Project CB 2.2 implement Subaction 2.2 on smart building practices and fire-wise landscaping. The recommendation to formalize the currently informal partnership with the Florida Forest Service and to establish comparable coordination in Bradford County responds directly to Subaction 2.3, under which the Collaborative investigates interagency agreements between firefighting entities and facilitates coordination where such agreements are not in place. The RRAP notes that Northeast Florida counties carry higher Wildfire Hazard Potential than most counties in the nation, making this alignment regionally significant beyond the installation fence line.

Strategic Project CB 2.2, the proposed Northeast Florida Center for Natural Lands, implements two additional actions that no other MIRR package reaches. The native plant nursery producing grasses, understory plants, shrubs, and trees typical of pine flatwoods and longleaf systems directly implements Action 4 (Promote Supply of Native Plants for Landscaping, Restoration, and Reforestation), and, specifically, Subaction 4.2, under which the Collaborative helps local governments evaluate the feasibility of establishing a regional nursery to increase the number and type of native plants available for municipal projects and reduce acquisition costs. Subaction 4.2 further contemplates coordination with local colleges to develop training and apprenticeship programs.

The Center's workforce development pathways and recruitment partnerships with the Florida Forest Service, Tall Timbers Research Station, and the Pinecastle Range Complex wildfire firefighters implement Action 21 (Create an Industry of Resilience Professionals), including Subaction 21.1 on workforce development programs providing structured education and supervised on-the-job training and Subaction 21.2 on developing competitive educational programs with local universities and colleges.

The Center's public education programming on how conservation lands protect water quality, groundwater recharge, and flood mitigation within the Kingsley Lake and Black Creek watersheds advances Subactions 12.1 and 12.2 on creating content for people of all backgrounds and reaching broad audiences through varied communication methods.

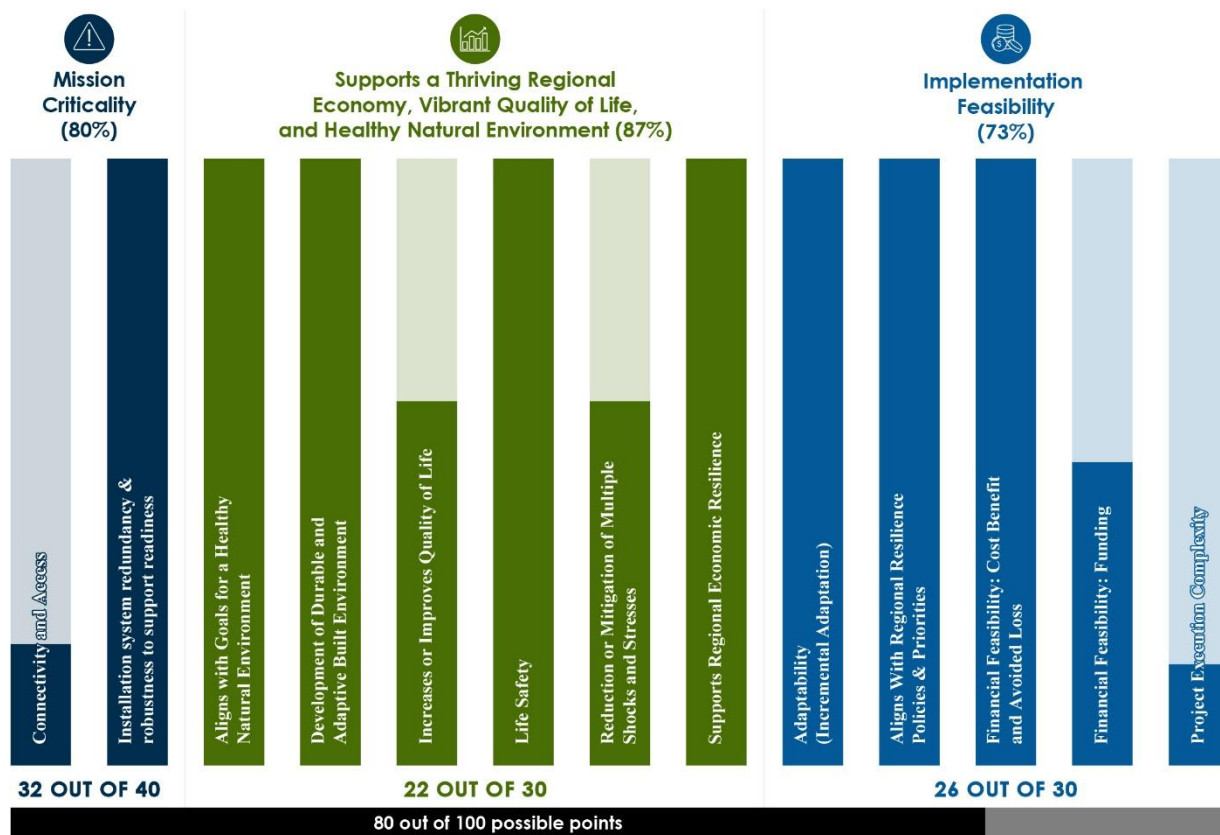
Conservation easements, fee-simple acquisition, and corridor protection under Strategic Project CB 2.3 advance Subactions 5.1 on wetland conservation, 5.2 on encouraging biodiversity through native ecosystem protection and prescribed burns, and 5.3, under which the Collaborative advocates for the protection and acquisition of properties needed to connect parks and preservation areas throughout the region.

Climate-smart forestry, longer harvest rotations, silvopasture-compatible practices, and diversified landowner revenue through carbon markets and ecosystem service payments implement Subaction 18.1 on resilient land use and best management practices for agriculture, which specifically identifies silvopasture as a technique for increasing regional resilience. The multi-sector partnership structure of military, conservation, state and federal agencies, Tribal partners, and private landowners is a direct expression of Subactions 13.1, 13.2, and 13.3, the last of which explicitly recognizes the Council's MIRR process as an intergovernmental partnership advancing regional readiness.

Metrics Score

The Camp Blanding JTC Surrounding Parcels project was evaluated against a robust series of metrics to determine the appropriateness, viability, and achievement of goals (Figure 11). The metric categories are given a percentage weight to indicate the comparative importance for the MIRR, with Mission Criticality being the highest. High and mid-range scores across all metric categories indicate that implementing the strategies and policy recommendations within this project will promote mission assurance for the installation.

Figure 11. Metrics Scorecard Results



Cost-Benefit Analysis

Benefit-cost analysis (BCA) determines the cost-effectiveness of adaptation projects. This effectiveness is calculated using the equation:

$$\frac{B}{C} = \text{Value}$$

Where B is the benefit, or avoided costs, of the project and C is the cost to implement the project. A benefit-cost value greater than 1 indicates that a project is cost effective (i.e., the benefits of the project outweigh the costs incurred in implementing it), whereas a BC value less than 1 indicates the project may not be cost effective (i.e., the costs exceed the benefits).

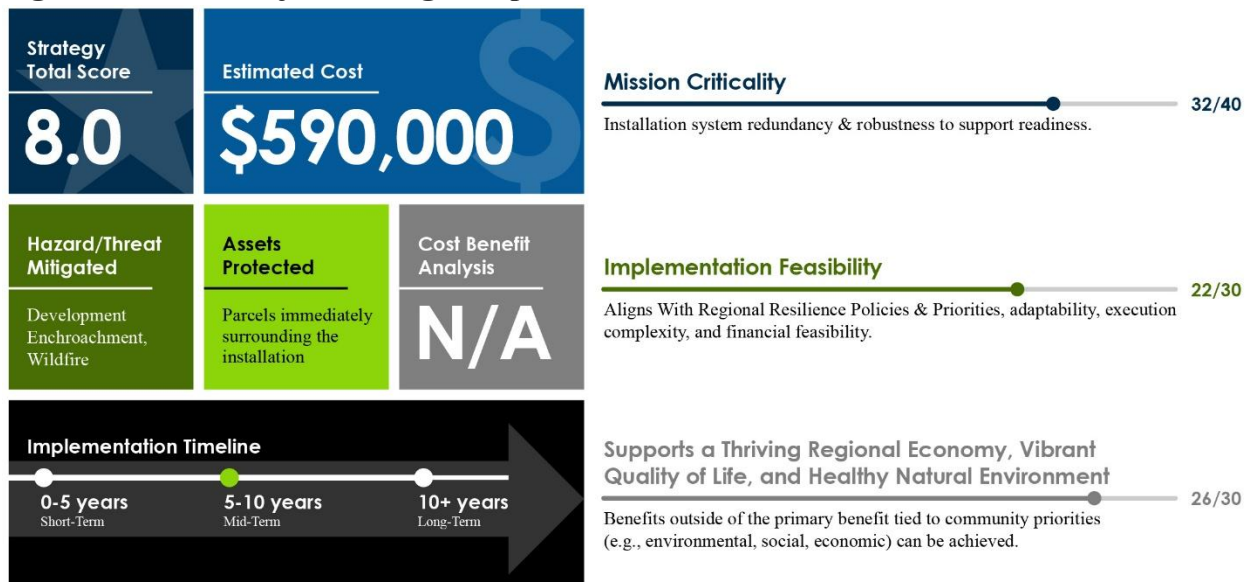
Adaptation project costs were costed to include project construction and design costs, where feasible. Project benefits were costed to include direct (construction or repair costs) and indirect (social, economic, and environmental) costs whenever feasible.

Data sources for benefit values include the Federal Emergency Management Agency, the National Institute of Standards and Technology, the National Interagency Fire Center, and others.

In many cases, associated financial savings data (such as improved installation operations, improved quality of life for installation personnel, or asset-specific O&M costs) was unknown; in these cases, the benefit is described. Hence, BCA values may not reflect the total possible benefit of the proposed adaptation project.

Total Project Package Snapshot

Figure 11. Total Project Package Snapshot





Implementation Tools



Financial Strategy Toolkit

More information on financial strategy building can be found in Technical Memo 10: Implementation Strategy and Investment Pathways.

Many of the tools required to fund, finance, and coordinate resilience implementation are already available under current Florida law or institutional precedent. The challenge, then, is aligning, adapting, and scaling existing tools to support coordinated regional resilience investment strategies. Thus, this section provides an initial inventory of funding, financing, and institutional tools that can be used to support the implementation of the MIRR project portfolio and the broader resilience system envisioned above.

Sustain and Extend the Stacked Conservation Funding Model

The REPI, state, and local model around NAS Jacksonville and Camp Blanding JTC is the region's clearest example of coordinated resilience investment. At Camp Blanding JTC, the installation has prioritized the parcels within its buffer, and the North Florida Land Trust is acquiring development rights from willing sellers. Because these acquisitions depend on willing sellers, the model advances opportunistically, one parcel at a time. That makes it important to front-load protection where priority buffer parcels, willing-seller opportunity, and near-term conversion pressure overlap. Keeping the model funded and sustaining a steady pipeline of priority parcels is therefore a near-term priority. Steps include:

- Continuing REPI cost-share agreements and Sikes Act compatible-use buffer acquisitions with the North Florida Land Trust and the installations as the federal anchor of the stack, and sustaining the buffer-parcel prioritization the installation has already completed.
- Layering in FDACS's Rural and Family Lands Protection Program, a state easement program that protects working lands and can buffer installations and conservation corridors.
- Coordinating county participation and other state programs to complete the match and extend protection to the next tier of mission-adjacent parcels near Camp Blanding JTC and NOLF Whitehouse.

Term-based federal conservation programs for priority working may be another near-term option for lands where permanent acquisition or easement purchase is not feasible at this time. Term-based programs like EQIP can support conservation practices on agricultural and forestry lands. These tools would not replace acquisitions but could help maintain compatible working-land uses while longer-term protection funding is assembled.

Note: The Florida Legislature did not fund the Florida Forever land acquisition program in FY2025–26, so near-term strategies should not assume Florida Forever dollars are available and should plan around REPI, Rural and Family Lands, and federal easement programs.

Develop Regional Prioritization Tools for Conservation Investment

Even with a working funding model, conservation investment across the region can still be reactive and parcel-by-parcel. Shared tools that rank parcels by mission compatibility and risk

reduction let the region channel limited capital toward the highest-value acquisitions. Near-term actions include:

- Using MIRR vulnerability and compatibility analysis to identify parcels that reduce long-term exposure or protect mission-adjacent lands.
- Developing a regional conservation prioritization map or scoring tool that supports grant applications, easement programs, and partnerships, building on the land use analysis in Technical Memo #9.
- Coordinating with the North Florida Land Trust and county governments so acquisition strategies align with regional infrastructure priorities and funding opportunities.

The prioritization tool should also identify the most likely protection option for priority lands, distinguishing parcels suited for near-term fee or easement acquisition from areas where land use policy, term-based programs, compatible-development incentives, or longer-term conservation finance may be more appropriate.

Expand Use of Conservation Finance Mechanisms

Traditional conservation programs are often underfunded relative to need, and finance tools can stretch public investment further. Near-term steps include screening federal easement and partnership programs such as USDA's Agricultural Conservation Easement Program and the Regional Conservation Partnership Program for a regional or watershed-scale application, and conducting feasibility work on tools such as green bonds, mitigation banking, or revolving land funds in higher-growth areas with ecological or strategic value. Building partner capacity to structure these transactions now prepares the region for the larger conservation-finance strategies discussed later in this memo.

For priority parcels where permanent acquisition is not immediately feasible, partners could also explore opportunities for interim protection options, such as term-based programs or working lands land use codes to maintain compatible land uses while longer-term funding is assembled.

Use Interlocal Agreements to Coordinate Land Use and Conservation

Jurisdictional boundaries rarely match the hazard or mission boundaries that define these landscapes, and the buffer work now underway at Camp Blanding JTC shows why coordination matters. Since acquisitions depend on willing sellers, the effort relies on the region's ability to spot parcels as they come to market. However, currently only the installation and the North Florida Land Trust are tracking willing sellers and buffer priorities. Widening that circle into a standing coalition, backed by interlocal agreements, is an opportunity to strengthen this work. Near-term recommendations include:

- Convene a standing buffer coordination group for Camp Blanding JTC that meets every 6 months to share willing-seller information, review recent and pending land use and real estate changes near the buffer (listings, rezonings, development applications, and parcel splits), and align acquisition timing with available REPI and state cost share. A similar group could be stood up for NOLF Whitehouse and NAS Jacksonville as well.

- Expand the coalition beyond the installations and the North Florida Land Trust to the counties that hold buffer and corridor land. For Camp Blanding JTC, this effort will require both Clay County and Bradford County.
- Evaluate targeted TDR feasibility where growth pressure is moving toward mission-adjacent landscapes. For Camp Blanding JTC and NOLF Whitehouse, this would mean identifying whether development potential could be transferred from buffer areas to locations more appropriate for regional growth. TDR would complement, not replace, other fee and easement acquisition programs by giving owners of important, but lower-priority buffer lands a near-term conservation option.
- Develop interlocal agreements that let the City of Jacksonville, Clay County, Bradford County, and the North Florida Land Trust coordinate land acquisition, cost-sharing, and development review in mission-adjacent areas.
- Maintain a shared, regularly updated priority-parcel and willing-seller tracking list, tied to a corridor map that identifies the critical buffer parcels whose protection most reduces encroachment and preserves mission compatibility. The list should distinguish willing sellers, landowners who may require additional outreach or incentive, and properties that are unlikely to be conserved in the near term.

Land Use Planning & Conservation Longer-term Implementation

Land use planning and conservation are most effective when policy and acquisitions move together. Fee and easement purchases serve an important role; however, funding limits and private property rights / the voluntary nature of conservation programs require these not be relied on alone to drive a long-term land compatibility strategy. Rather, conservation investments should be complemented and reinforced by the local land use policies, development standards, disclosure tools, growth-management strategies, wildfire planning, and compatible-development incentives outlined in Technical Memo 9.

This project category should consequently be managed as both a project and policy pipeline. The project pipeline should identify priority lands around Camp Blanding JTC, NOLF Whitehouse, NAS Jacksonville, and other mission-adjacent landscapes where fee acquisition, easements, nonprofit capacity, and willing landowners can be aligned to the extent possible. In parallel, the policy pipeline should identify where the outlined tools (overlays, dark-sky protections, TDR, clustering, conservation subdivision tools, disclosure requirements, compatible-growth incentives, etc.) are needed to prevent encroachment or other incompatible uses.

Wildfire and fuels management projects may be more competitive when tied to adopted plans, implementation leads, landowner commitments, and maintenance plans.

The long-term value for this project category will come through connecting funding, land use policy, landowner engagement, and wildfire planning such that protected lands continue to function as mission-supporting buffers rather than areas of unmanaged risk to mission and communities.

Funding Opportunities

Table 4. Land Use and Conservation Funding Options

Agency/Org	Program	Description	Available Funding	General Eligibility	Example Eligible Projects	Timeline
NFWF	America’s Ecosystem Restoration Initiative	Supports locally led projects for fish/wildlife habitat restoration, ecosystem and community resilience, access to nature, habitat corridors and connectivity, and partnership-driven conservation. [Verify current RFP: NFWF's America the Beautiful Challenge and related federal conservation funding are under review in 2025-26.] (nfwf.org)		Nonprofits, local/state/tribal governments, academic institutions	• Conserving and restoring rivers, coasts, wetlands, and watersheds ▪ Conserving and restoring forests, grasslands, and other terrestrial ecosystems ▪ Connecting and reconnecting wildlife corridors, landscapes, watersheds, and seascapes ▪ Improving community and ecosystem resilience to flooding, drought, and other threats ▪ Expanding community access to the outdoors	Annual RFP, typically opens early spring
USFS	Community Wildfire Defense Grant Program (CWDG)	Helps communities and Tribes plan for and reduce wildfire risk and implement the National Cohesive Wildland Fire Management Strategy.	\$1 billion five-year competitive grant program funded by the Bipartisan Infrastructure Law	Prioritizes communities that: ▪ Are in an area identified as having high or very high wildfire hazard potential, ▪ Are low income or, ▪ Have been impacted by a severe disaster within the previous 10 years which increased wildfire risk and/or hazard.	Funds can be used to: ▪ - Develop and revise Community Wildfire Protection Plans ▪ - Implement projects described in a Community Wildfire Protection Plan that are less than 10 years old.	Rounds 1-3 have been awarded. The 4th and final round NOFO was delayed by the federal shutdown and is anticipated ~March 2026.
USFS	State Fire Assistance (SFA) Program	Supports and assists State Foresters and local communities in building capacity for wildfire prevention, mitigation, control, and suppression on non-Federal lands.	The program is funded at \$17.6 million annually and funding is available for 4 years. 1:1 non-federal cost share required.	Local and tribal governments are eligible recipients.	Projects that support states and local communities are eligible under this program.	Grants, financial, and technical assistance applications typically open in the 4th quarter. This program has been proposed for elimination in the proposed Federal Fiscal Year 2027 budget.
USFS	Forest Stewardship Program	The Forest Stewardship Program (FSP) provides assistance to owners of forest land where good stewardship, including agroforestry practices, will enhance and sustain multiple forest resources and contribute to healthy and resilient landscapes.	Varies; primarily technical assistance	Private landowners	Forest management planning, wildlife habitat enhancement, erosion control	Rolling basis; administered by state forestry agencies

Agency/Org	Program	Description	Available Funding	General Eligibility	Example Eligible Projects	Timeline
USDA	Conservation Stewardship Program (CSP)	CSP can assist with designing plans to improve grazing conditions, increase crop resiliency, or develop wildlife habitat. CSP can help identify natural resource problems in operation areas and provide technical and financial assistance to solve those problems or attain higher stewardship levels in an environmentally beneficial and cost-effective manner.	NRCS technical assistance at no cost; ~\$4,000 minimum annual payment. Estimated FY2025 CSP spending ~\$839M. Authorized through FY2031 (One Big Beautiful Bill Act, 2025).	CSP contracts are for 5 years, with the opportunity to compete for a contract renewal if you successfully fulfill the initial contract and agree to achieve additional conservation objectives.	Cover crops, forest stand improvement, water management systems, erosion control practices	Contact your local NRCS office to get started. Applications for NRCS conservation programs are accepted on a continuous basis.
USDA	Regional Conservation Partnership Program (RCPP)	Long-range assistance for innovative solutions to conservation challenges and partnerships on a regional or watershed scale.	~\$300M/year as a standalone program (2018 Farm Bill); IRA provided additional funds through FY2025. Authorized through FY2031 (OBBBA 2025).	Eligible organizations interested in partnering with NRCS on conservation projects can develop applications for the RCPP competition. The lead partner for an RCPP project is the entity that submits an application, and if selected for an award is ultimately responsible for collaborating with NRCS to successfully complete an RCPP project.	Examples include natural climate solutions, on-farm and off-farm water conservation and efficiency infrastructure improvements, soil health, and forest management.	Project proposals for RCPP are being accepted through August 24, 2026, on the RCPP portal.
FWS	Cooperative Endangered Species Conservation Fund (CESCF)	Funds participation in a wide array of voluntary conservation projects for species listed as endangered or threatened under the Endangered Species Act, as well as candidate species and at-risk species.	The Service awarded approximately \$62.34 million in federal funding in fiscal year 2024 under four grant programs that are available through CESCF	Funding for states and territories only. Local governments such as counties or groups such as conservation organizations may work in partnership with a State or Territorial agency as a subgrantee.	Grant programs under CESCF include Traditional Conservation Grants, Habitat Conservation Plan (HCP) Land Acquisition Grants, Conservation Planning Assistance Grants, and Recovery Land Acquisition Grants.	FY25 HCP/Recovery Land Acquisition grant applications closed Jan 8, 2025. No funding notices open at this time.
FWS	Partners for Fish and Wildlife	Provides free technical and financial assistance to landowners, managers, tribes, corporations, schools, and nonprofits interested in improving wildlife habitat on their land.	Up to \$25,000 in financial assistance; no match required	All private landowners interested in restoring wildlife habitat on their land are eligible to participate.	Project work may include livestock exclusion fencing/alternate water supply construction, streambank stabilization, restoration of in-stream aquatic habitats, longleaf or shortleaf pine planting, prescribed burning, native grass and forb planting, wetland restoration/enhancement, or riparian reforestation.	Continuous; projects accepted year-round
FL DEP	Wetlands Restoration and Protection Grants	Supports planning, design, and construction of wetland restoration and preservation projects, particularly those benefiting water quality or habitat.	Varies based on legislative appropriations; can range from \$250,000 to several million.	Local governments, water management districts, conservation organizations	Marsh rehydration, invasive species control, shoreline wetland restoration	Annual application cycle; generally, opens in spring

Agency/Org	Program	Description	Available Funding	General Eligibility	Example Eligible Projects	Timeline
FL DEP	Florida Forever Grant Program	Provides funding to local governments and nonprofit environmental organizations for acquiring conservation lands, urban open spaces, parks, and greenways to further outdoor recreation and natural resource protection needs identified in local comprehensive plans.	State-appropriated. [Status note: the FL Legislature did NOT fund Florida Forever in the FY2026-27 state budget (House withheld funding; Senate had proposed \$35M). Program remains authorized but unfunded for the cycle — verify appropriations.] (theinvadingsea.com; baynews9.com)	Local governments and eligible nonprofit environmental organizations.	Acquisition of land for community parks, greenways, and conservation areas.	The Florida Forever program was defunded in the state's 2026-2027 budget.
FL DEP	Land and Water Conservation Fund (LWCF) Program	Provides grants for the acquisition or development of land for public outdoor recreation, aiming to create and maintain high-quality recreation areas and facilities.	Maximum of \$1.5 million per project.	Local governments.	Development of public parks, trails, and recreational facilities.	Annual application cycle; the FY25-26 application window was November 15 - December 15, 2025.
Florida Fish and Wildlife Conservation Commission (FWC)	Florida State Wildlife Grants Program	Matching grants program, which provides financial support for projects that address conservation needs identified in the State Wildlife Action Plan.		State and local governments, educational institutions, and nonprofit organizations.	Habitat restoration, species monitoring, and conservation planning.	
USDA NRCS	Agricultural Conservation Easement Program (ACEP)	Provides financial and technical assistance to protect agricultural lands and wetlands through conservation easements — Agricultural Land Easements (ALE) that keep working farms/ranches in production, and Wetland Reserve Easements (WRE) that restore and protect wetlands.	Funding increased to ~\$450M/year (from \$250M); est. ~\$375M obligated in FY2025. Authorized through FY2031 (OBBBA 2025).	ALE: state/local governments, tribes, and NGOs (land trusts) partnering with landowners. WRE: private and tribal agricultural landowners.	Perpetual ALE protecting working farms/ranches from conversion; wetland reserve easements restoring hydrology and habitat.	Applications accepted year-round; Contact your local NRCS office to get started.
FDACS	Rural and Family Lands Protection Program (RFLPP)	State program that purchases permanent agricultural conservation easements on working farms, ranches, and timberland while owners continue to operate; protects rural and agricultural land from development and can buffer military installations and conservation corridors.	\$425 million appropriated for FY2026-27. >225,000 acres preserved since 2001; the ranked acquisition list includes 428 projects (est. demand >\$2B). (theinvadingsea.com; fdacs.gov)	Private owners of bona fide working agricultural lands.	Perpetual conservation easements on ranches, farms, and timberland; buffer lands near military installations and within conservation corridors.	Annual application window. The previous application window was open from December 15, 2025, through January 23, 2026.
Florida Commerce	Community Planning Technical Assistance (CPTA) Grants	Competitive grants to local governments and regional planning councils to create comprehensive plans, land development regulations, and community/economic development strategies, meet Community Planning Act requirements, and protect environmentally sensitive areas.	Up to \$75,000 per award (cost-reimbursement). Florida Commerce awarded >\$1.5M through CPTA in Nov 2025. (floridajobs.org)	Counties, municipalities, and regional planning councils; priority for Rural Areas of Opportunity and rural communities.	Comprehensive plan updates/amendments, land development regulations, resilience and land use planning, sector plans.	SFY2026-27 cycle was open from April 2 through May 1, 2026.
FL DEP	Florida Recreation Development Assistance Program (FRDAP)	Competitive reimbursement grants to local governments for the acquisition or development of land for public outdoor recreation.	Maximum grant request \$200,000. (floridadep.gov)	Municipal and county governments and other legally constituted local entities with recreation authority.	Development of parks, trails, boat ramps, sports and playground facilities, and other public outdoor recreation.	The 2026-2027 FRDAP Application Cycle opened September 1, 2025.

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