# 2019 Nassau County, FL Published 6/24/2019 Growth Trends Report



#### Context Statement

Nassau stands at the precipice of change. A change that will descend upon the community with or without blessing. According to the latest population estimates from the U.S. Census Bureau, Nassau grew by 3.6% last year ranking as the twenty-fifth fastest growing county, by percent growth, in the United States. Over the coming decade (2019-2030), the Florida Bureau of Economic and Business Research (BEBR) predicts Nassau will be the ninth fastest growing county in the State of Florida with a projected population expansion of 38% resulting in over 114,000 people calling Nassau home. Even so, population expansion is only part of the story. Along with more people comes additional development in the form of stores, roads, parks, schools and other improvements to support the increased population base. According to a joint study of the Florida Department of Agriculture and Consumer Services, University of Florida Geoplan Center and 1000 Friends of Florida, by 2070 roughly a third more of Northeast Florida's open spaces and agricultural lands will be urbanized (developed).

However, unlike many communities, Nassau has been granted an opportunity that most never had, an opportunity to actively craft our future. The question remains: What will we do with the opportunity?

In this era of transition it is crucial that we promote a collaborative, inclusive and community-based approach to governance that places quality-of-life and generational sustainability at the apex of decision making. We must place people at the center of planning, policy and design decisions and champion an agenda that values maintaining the unique character of Nassau so that generations to come will know the place we have all come to love. Ultimately, Nassau is what we make it.

This report provides a variety of tools that will assist in the decision-making process as Nassau County moves into a dynamic future that we have the power to shape. The provided tools are not intended to be viewed as a comprehensive, all-inclusive or static list, but rather a set of practical tools Nassau County has the current capacity to implement. Ultimately, these tools are intended to address the root cause of many of the challenges facing Nassau County over the course of time. As such, there is no illusion these efforts will be swift, result in instant gratification or address all of our issues. However, the path towards tomorrow starts today. As such, I offer the following:

Embrace the opportunity, appreciate the challenge, be open to innovation and strive to maintain proper perspective.

PS. If you have a few minutes, visit the below web pages and explore some of the exciting initiatives underway in Nassau County.



www.nassaucountyfl.com/westernnassau



Taco E. Pope, AICP Asst. County Manager Nassau County, FL



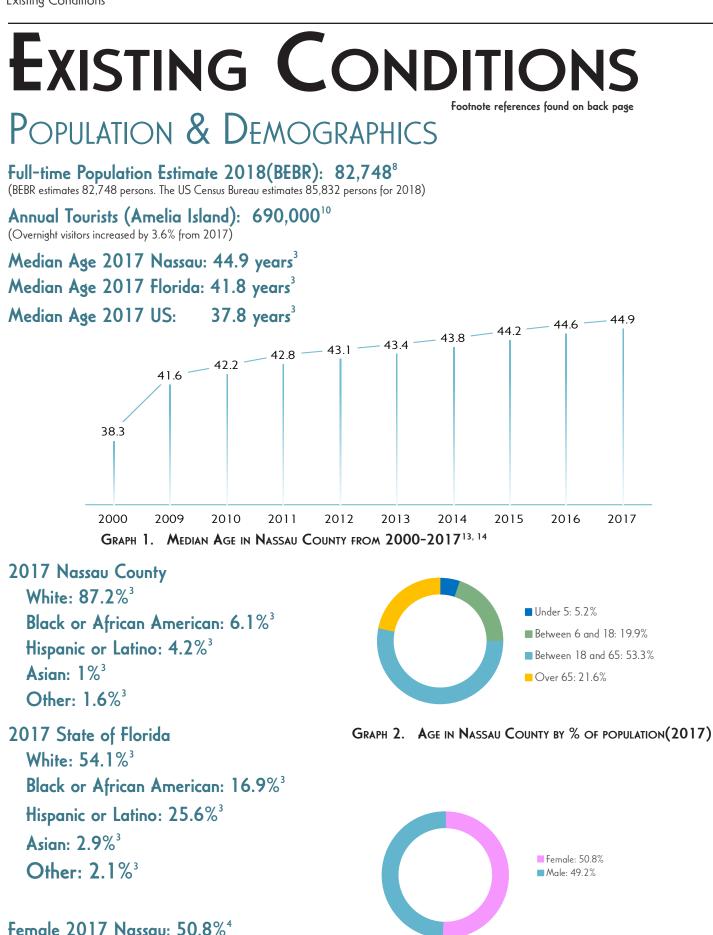




https://www.nassaucountyfl.com/burgessoverlay

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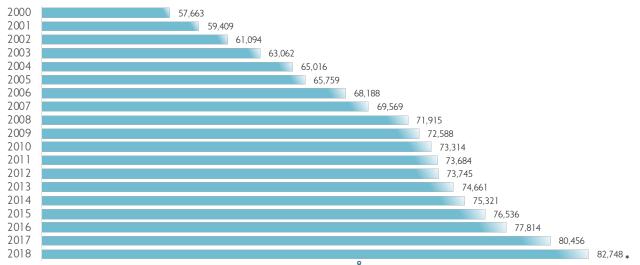
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Male 2017 Nassau: 49.2%<sup>4</sup>



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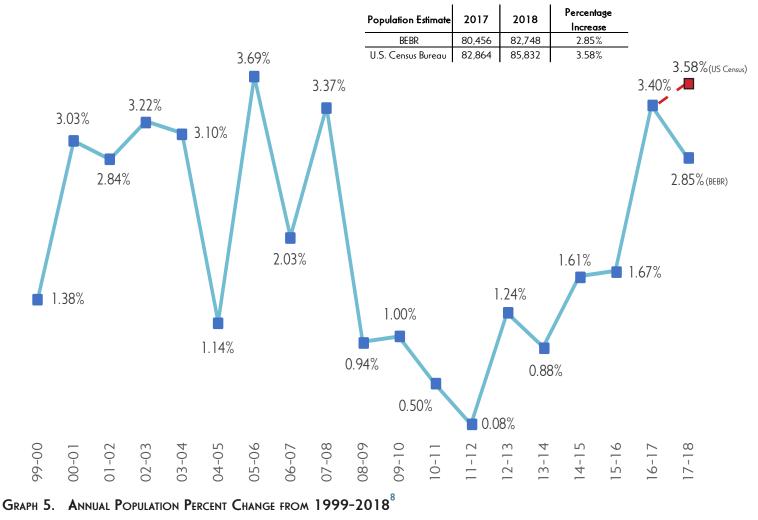


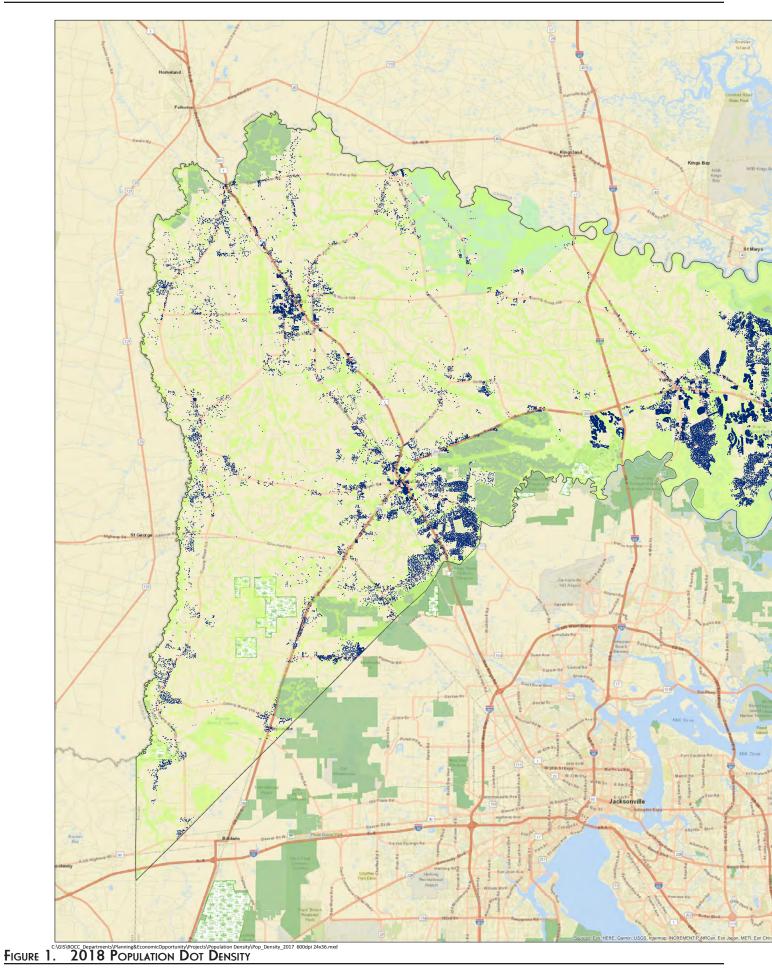
#### GRAPH 4. POPULATION IN NASSAU COUNTY FROM 2000-2018

\*82,748 persons is the population estimate from the University of Florida's Bureau of Economic and Business Research (BEBR produces Florida's official state and local population estimates and projections). However, the US Census Bureau has published a population estimate for 2018 at 85,832 persons \*\*.

See pg. 24 of this report for population projections.

According to the latest population estimates from the U.S. Census Bureau, Nassau grew by 3.58% last year ranking as the twenty-fifth fastest growing county, by percent growth, in the U.S..

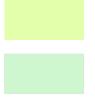




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## Population Disbursement 2017



Wetlands

White Oak Plantation Overlay



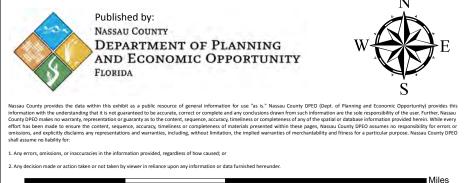
Mitigation Banks

Florida Managed Areas

#### **Population Density\***

• 1 dot = 1 person

\*Density disbursement is based upon 2017 parcel data. The dotdensity utilizes property use codes to locate existing dwelling units illustrating the disbursement of County citizens.



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### DEMOGRAPHICS & EMPLOYMENT

Median Household Income 2017 Nassau: \$64,294<sup>3</sup> (Mean Household Income Nassau 2017: \$83,931<sup>3</sup>) Median Household Income 2017 Florida: \$50,883<sup>3</sup> (Mean Household Income Nassau 2017: \$72,993<sup>3</sup>) Jacksonville MSA Area Median Income (AMI) 2017: \$64,400<sup>2</sup> Per Capita Income 2017 Nassau: \$33,337<sup>3</sup> Per Capita Income 2017 Florida: \$28,774<sup>3</sup>

Individuals Below the Poverty Level Nassau: 11.4%<sup>3</sup> Individuals Below the Poverty Level Florida: 15.5%<sup>3</sup>

Graduation Rates Nassau: High School: 91.4%<sup>3</sup> Bachelor's Degree: 27.2%<sup>3</sup>

Employment Information:

30,745 number of workers living in Nassau County<sup>15</sup>

19,733 number of workers who live in Nassau County but are employed outside Nassau County<sup>15</sup>

64.2% of the workers in Nassau County are employed outside of Nassau County<sup>15</sup>

29.8 minutes is the mean travel time to work<sup>3</sup>

12,591 of the 19,733 workers who work outside Nassau work in Duval County<sup>15</sup>

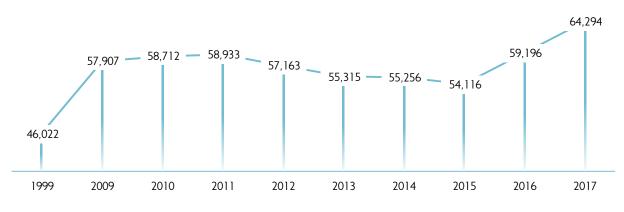
19,360 is the number of total workers who are employed in Nassau County<sup>15</sup>

8,348 is the number of people who live outside Nassau County but work in Nassau County<sup>15</sup>

43.1% of those working in Nassau County live outside Nassau County<sup>15</sup>

11,012 is the number of workers who live and work in Nassau County<sup>15</sup>

71% of the 11,012 workers living and working in Nassau County work in the service industry<sup>15</sup> 3.2% Unemployment Rate Nassau (Feb. 2019)<sup>15</sup>

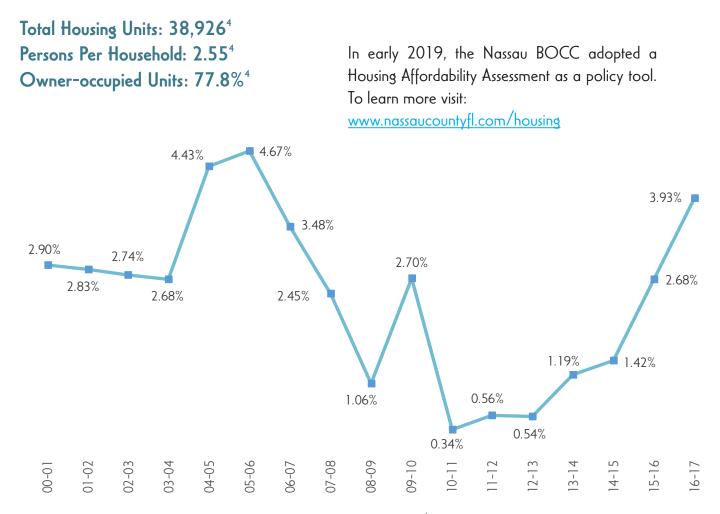




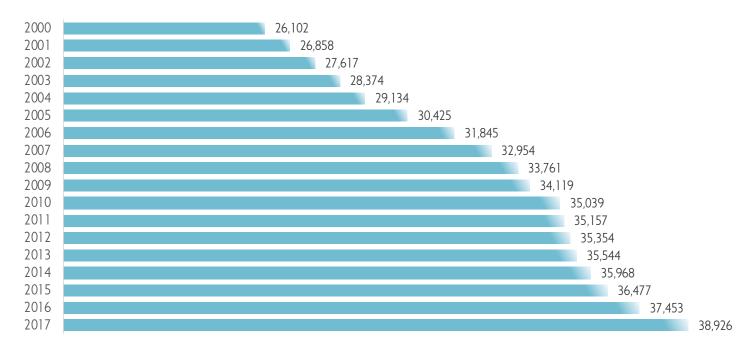
Area Median Income: The median divides the income distribution into two equal parts: one-half of the cases falling below the median income and one-half above the median. HUD uses the median income for families in metropolitan and nonmetropolitan areas to calculate income limits for eligibility in a variety of housing programs. HUD estimates the median family income for an area in the current year and adjusts that amount for different family sizes so that family incomes may be expressed as a percentage of the area median income.

Per Capita Income: The mean income computed for every man, woman, and child in a particular group including those living in group quarters. It is derived by dividing the aggregate income of a particular group by the total population in that group

### HOUSING



GRAPH 7. PERCENT CHANGE IN TOTAL HOUSING UNITS FROM 2000-2017<sup>4</sup>



GRAPH 8. TOTAL HOUSING UNITS IN NASSAU COUNTY FROM 2000-2017<sup>4</sup>

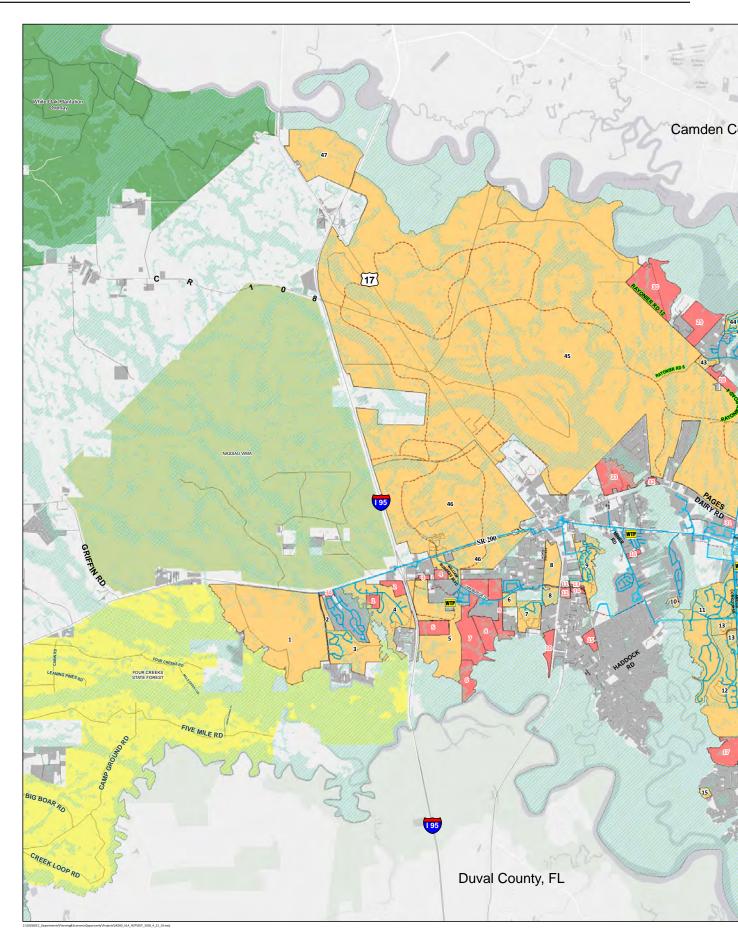


FIGURE 2. RESIDENTIAL DEVELOPMENT TRACKER



#### SR200/A1A - Yulee Existing Water Resources Infrastructure Residential Development Tracking Project January 25, 2019

Tracked Developments\* (Entitled)

Кеу	Devlopment	Entitled	Built	Unbuilt
1	Three Rivers	3,200	0	3,200
2	Timberland Estates	12	7	5
3	River Glen	688	231	457
4	Plummers Creek	500	292	208
5	Employment Center DSAP Southern Planning Area	0	0	0
6	Nassau Station	136	0	136
7	Lumber Creek	318	153	165
8	Nassau Crossing	800	0	800
9	The Hideaway	483	324	159
10	Lofton Reserve	8	2	6
11	North Hampton	749	614	135
12	Hampton Lakes (Amelia Walk)	749	203	546
13	Village Walk	210	0	210
14	Flora Parke	732	572	160
15	Southern Creek	17	1	16
16	Holly Point Estates	9	1	8
17	Dockside on Christopher Creek Replat	4	0	4
18	Sheffield Bluff	17	4	13
19	Amelia Concourse	465	175	290
20	Amelia National	749	202	547
21	Harbor Concourse	138	81	57
22	Concourse Crossing	247	0	247
23	Amelia Bay Estates	39	4	35
24	Murrays Triangle	17	3	14
25	Creekstone	46	0	46
26	Sandy Pointe Preserve	121	5	116
27	Woodbrier	107	66	41
28	Parliament Estates	4	1	3
29	Villages of Woodbridge	505	158	347
30	Brady Point Reserve	76	15	61
31	Marsh View Townhomes	20	0	20
32	Barnwell Manor	208	0	208
33	Grande Oaks @ Amelia Replat	80	43	37
34	Oyster Bay	399	166	233
35	Marshes @ Lanceford	62	50	12
36	Lanceford	40	22	18
37	Blackheath Park	22	0	22
38	Captains Pointe	20	12	8
39	Blackrock Park	82	5	77
40	Blackrock Hammock	48	32	16
41	Jordans Cove	8	3	5
42	Northbrook	37	25	12
43	Creekside	68	55	13
44	Watermans Bluff (Lighthouse Pointe)	142	31	111
45	ENCPA (Sector plan less approved DSAPs)	19,962	0	19,962
46	Employment Center DSAP Central Planning Area	3,269	13	3,256
47	Employment Center DSAP Northern Planning Area	769	0	769
TOTAL		36,382	3,571	32,811



#### Potential Development Parcels\*\*

Кеу	FLUM	Acreage	Approximate Wetlands	Approximate Units
1	LDR	35	8	54
2	LDR/COM*****	50	7	430
3	AGR	12	2	10
4	AGR	29	17	12
5	AGR	94	13	81
6	AGR	105	41	64
7	HDR/MDR	328	52	855
8	AGR	116	23	93
9	AGR	127	33	137
10	MDR	58	0	174
11	IND****	9	1	80
12	IND*****	22	9	180
13	MDR	6	0	18
14	MDR	13	0	39
15	MDR	41	0	123
16	AGR	15	0	12
17	LDR	152	33	238
18	LDR	46	19	54
19	LDR	155	22	266
20	LDR	108	9	198
21	LDR	123	61	124
22	LDR	10	0	20
23	LDR	210	88	244
24	LDR	35	8	26
25	MDR	213	56	399
26	LDR	41	1	80
27	MDR	16	10	18
28	LDR	61	3	116
29	LDR	191	5	372
30	AGR	371	66	305
31	IND****	28	14	210
32	MDR	17	3	42
33	LDR	203	90	230
34	LDR	13	0	26
TOTAL				5,330

For the purpose of correlating dwelling units to population, according to the 2010 US Census, there are 2.53 persons per household in Nassau County.

\*Tracked Developments are those which are entitled by a Development Order [or are in the review process] but not more than 85% built-out.

\*\*Potential Development Parcels are those parcels on which projects have been discussed with this Office or, are situated in such a manner that makes residential development likely. The Potential Dwelling Units calculation is an approximation derived from acreage, wetlands (NWI) and FLUM designation. In on way does this information substitute for a density determination or entitle these properties to any density level beyond that provided for in the 2030 Comprehensive Plan and Land Development Code. This data shall not be relied upon for making business decision or substitute for adequate due diligence nor does inclusion in this list infer development propoals will be approved on potential development parcels.

\*\*\*Number of constructed homes in a given development is based upon the available records of the Nassau County Building Department for Certificates of Occupancy issued through November 30, 2018.

\*\*\*\*Estimates based on best available information. Potential square footage is based on 80% of the maximum intensity of commercial use as established in the 2030 Comprehensive Plan. For study purposes only to identify potential intensity.

\*\*\*\*\*If FLUM is amended to HDR.





Miles

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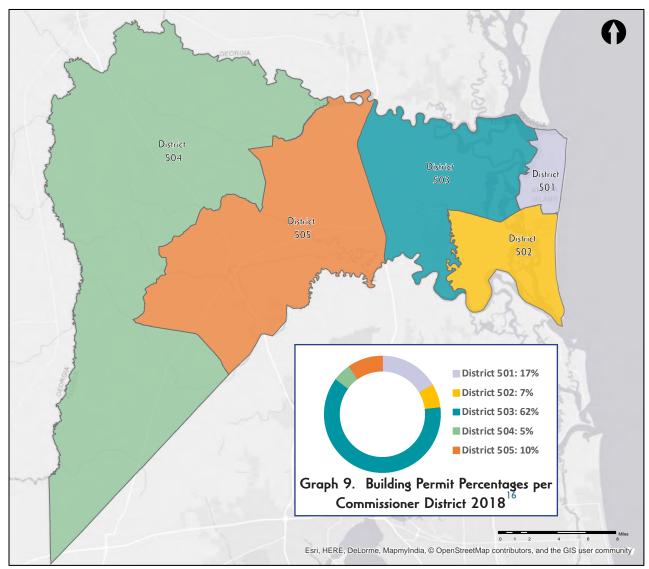
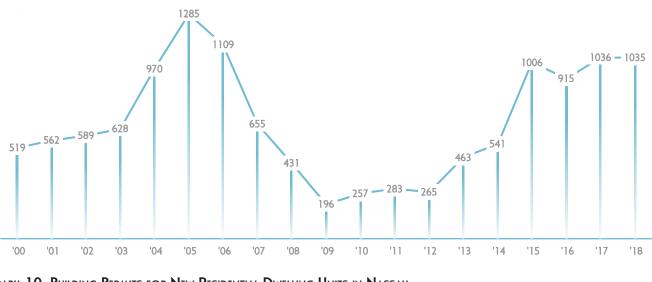


FIGURE 3. NASSAU COUNTY COMMISSIONER DISTRICTS



Graph 10. Building Permits for New Residential Dwelling Units in Nassau County from 2000 to  $2018^{16}$ 

## RESIDENTIAL PROJECTS 2018-2019

APPROVED PLATS/RESIDENTIAL PROJECTS

Barnwell Manor Phase I	76 SF Lots
Bellamy Point	5 SF Lots
Candlewood Farms	6 SF Lots
Crane Island Phase 1	33 SF Lots
Crane Island Phase 2A	95 SF Lots
Hampton Lakes Phase III	73 SF Lots
Heartwood Farms	30 SF Lots
Hideaway Phase 1B	30 SF Lots
Laurel Oak Estates Phase I	5 SF Lots
Mills Creek Farms	77 SF Lots
Plummer Creek Phase Two C & D	7 SF Lots
Section 39	7 SF Lots
Sharon Tract	8 SF Lots
Section 39	
Village Walk Phase One	72 SF Lots
Village Walk Phase Two	59 SF Lots
Wildlight Multi-Family	279 MF Units

Total: 878 Units

#### PLATS/RESIDENTIAL PROJECTS IN REVIEW

I LAIST RESIDENTIAL I ROJECTS IN NEVI	
Amelia Concourse Phase 3 Unit A Amelia Concourse Phase 3 Unit B Amelia Concourse Phase 3 Unit C Barnwell Manor Phase II Barnwell Manor Phase III Country Meadows Subdivision Creekside Landing Crossroads Dixon Farms East Nassau-Wildlight Phase 1C East Hampton Lakes Phase 4 Hampton Lakes Phase 4 Hampton Lakes Phase 5 Laurel Oaks Phase II Marsh View Townhomes Mills Creek Preserve Apartments Miner Pines Musselwhite Estates Nassau Crossing Nassau Crossing Nassau Crossing Nassau Station River Glen Phase 2 Southern Pines Phases 1, 2, 3	31 SF Lots 77 SF Lots 64 SF Lots 57 SF Lots 20 SF Lots 32 SF Lots 14 SF Lots 122 SF Lots 174 SF Lots 174 SF Lots 196 SF Lots 20 SF Lots 20 SF Lots 10 SF Lots 10 SF Lots 20 SF Lots 10 SF Lots 10 SF Lots 118 TH Units 84 SF Lots 87 SF Lots 141 SF Lots
Nassau Crossing <sup>*</sup>	
Nassau Crossing*	118 TH Units
Nussau Crossing	
Southern Pines Phases 1, 2, 3	
Three Rivers Phases 1-5, & 7*	667 SF Lots
Village Walk Phase 3 <sup>*</sup>	80 SF Lots
Woodbridge Phase 4*	104 SF Lots
Woodmere	12 SF Lots
*PUD INFRASTRUCTURE ENGINEERING PLANS	: 2,566 Units

PLANNED UNIT DEVELOPMENT (PUD) IN REVIEW

Blackrock Cove PUD: 105 SF Lots 48 SF Townhomes

Challen Walk PUD: 84 SF Townhomes

Timbercreek PUD: 56 MF Units

#### PUD'S APPROVED IN 2018-2019

Concourse Crossing: 202 SF Lots 45 Townhomes

Nassau Station PUD: 88 SF Lots 48 MF/TH Units 20,000 sqft Office Space 20,000 sqft Retail Space

#### FINAL DEVELOPMENT PLANS IN REVIEW

Concourse Crossing (Phase 1&2): 105 SF Lots 38 SF Townhomes

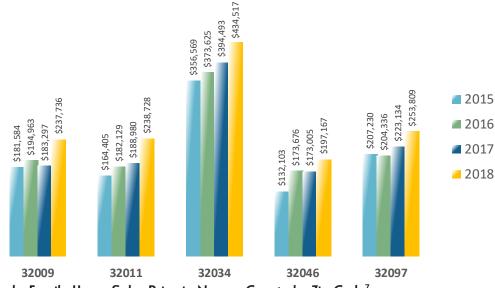
Enclave (Phase 2): 30 SF Lots 32 MF (Quadplex)

River Glen (Phases 2-5): 688 SF Lots

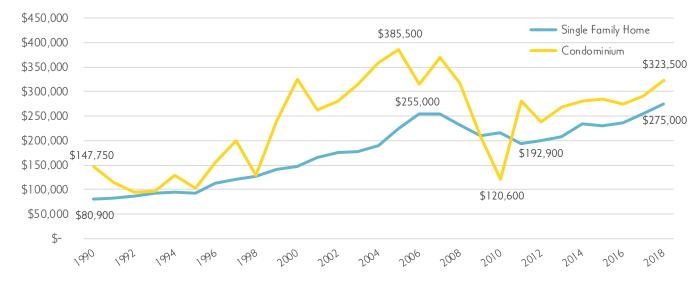
Approved Plats/Residential Projects are plats approved by BOCC & recorded; OR Engineering Plans (infrastructure plans) for Multi-Family approved by DRC (no plat required)

In Review are plats which are either currently under review, have preliminary approval, OR are residential or non-residential engineering projects (infrastrucutre plans only where no plat is required)

> (SF = SINGLE FAMILY) (MF=MULTI-FAMILY) (TH=TOWNHOME)











GRAPH 13. MEDIAN SALES PRICES 1990-20189

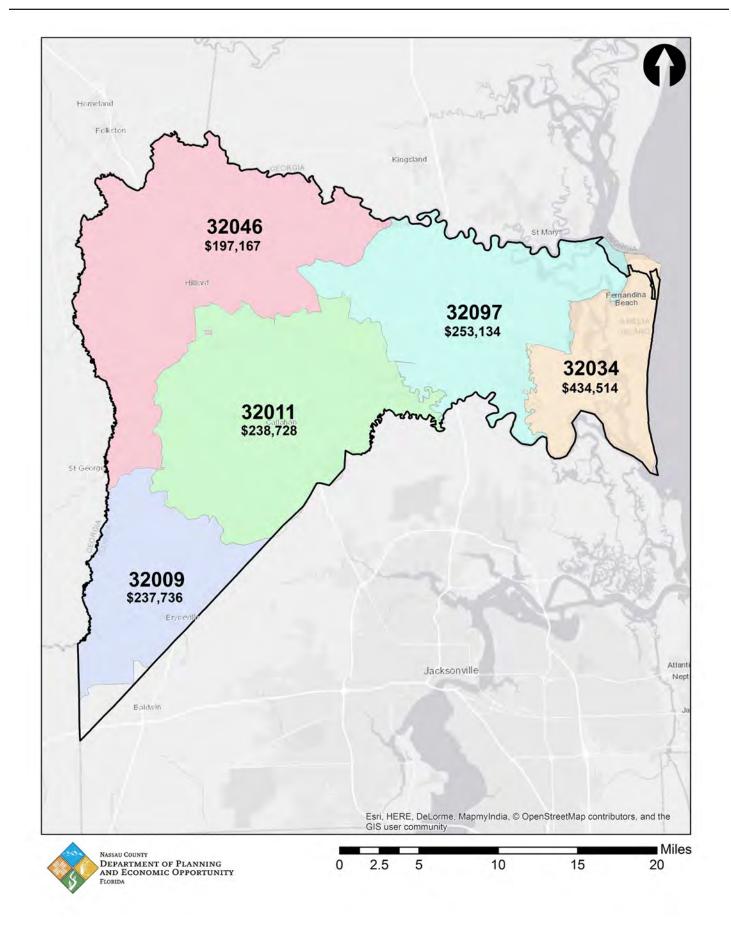
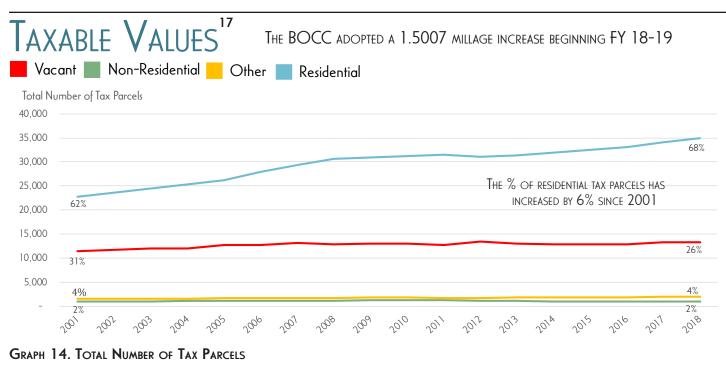
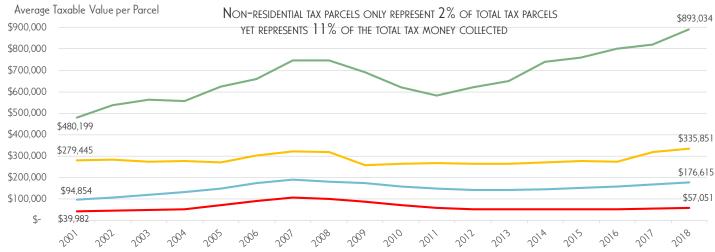
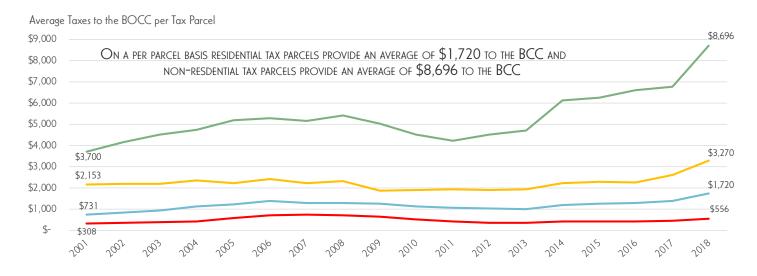


FIGURE 4. ZIPCODE MAP & AVERAGE SALES PRICE BY ZIPCODE

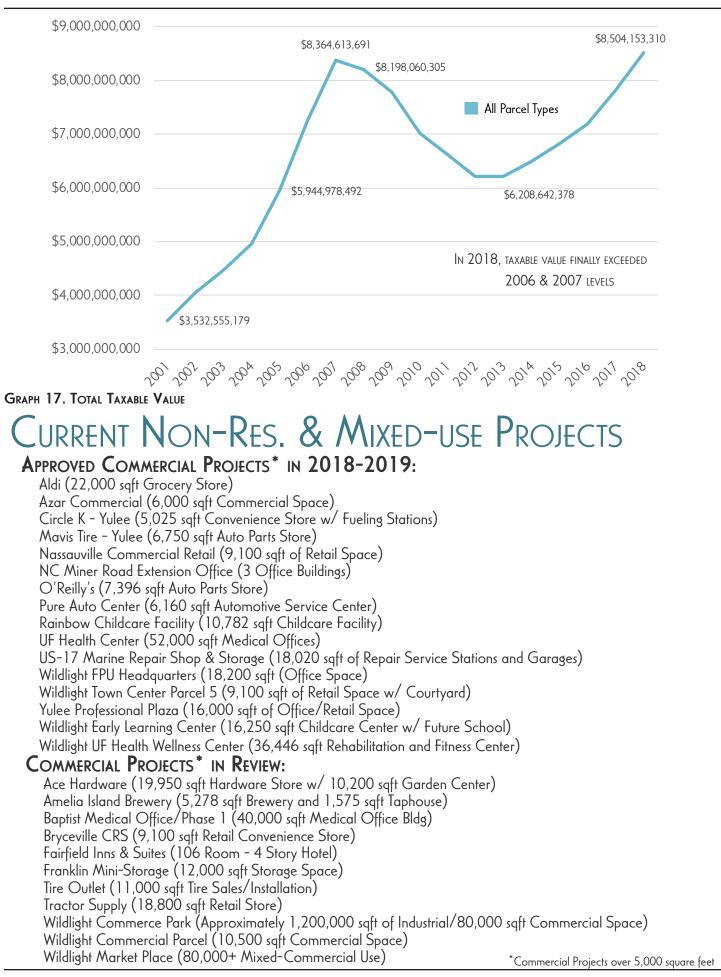








GRAPH 16. AVERAGE TAXES TO THE BOCC PER PARCEL



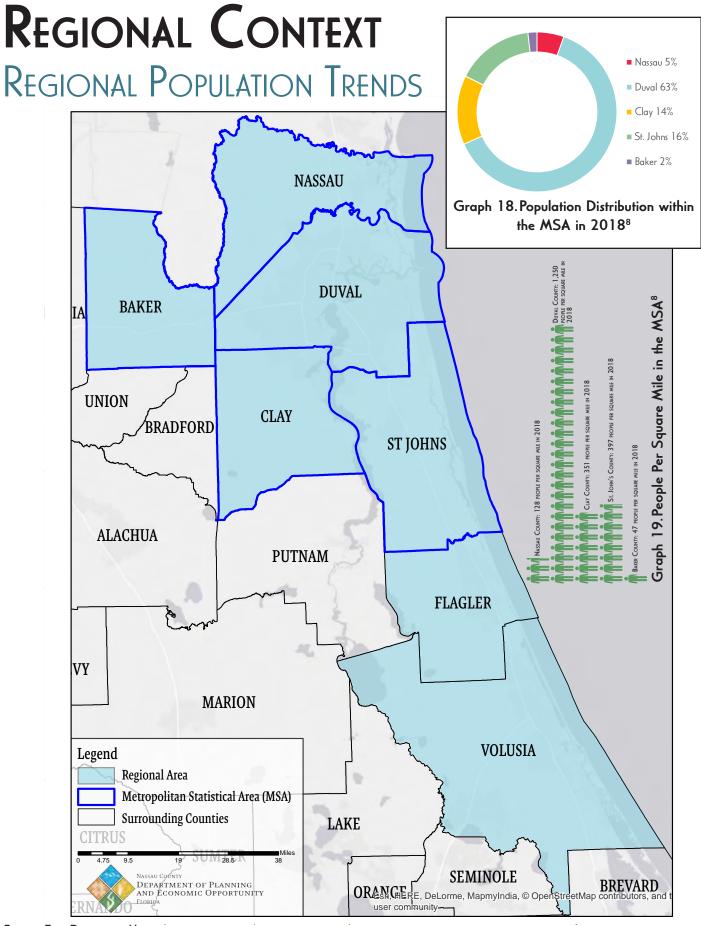
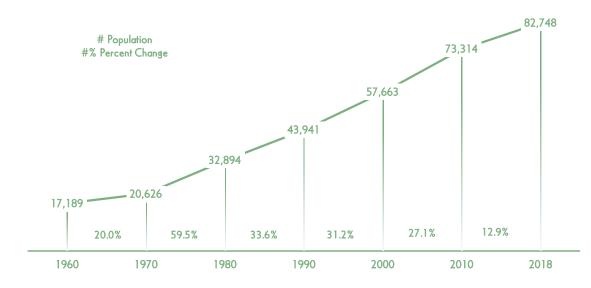


FIGURE 5. REGIONAL MAP

#### NASSAU COUNTY





#### GRAPH 20. HISTORICAL TRENDS FOR SURROUNDING REGION<sup>8</sup>

\*Bureau of Economic and Business Research (BEBR) - County Population Statistics

## Regional Drivers Impacting Residential Growth in Nassau

"Post-Great Recession growth in Nassau County, particularly in the construction of single-family residential homes, is contributable to both internal and external drivers. Coming out of the Great Recession, the vast majority of buyers and builders looked south to St. Johns County. The depressed economic conditions created a potential for more affordable homes in St. Johns County (as compared to 2004-2007 values), a desired area given the quality of life in St. Johns County, including its No. 1 rated school district. However, the "gold rush" to St. Johns County quickly turned into too much of a good thing with prices rising dramatically for new homes and an overabundance of residential developments and available lots coming on-line.

In times past, builder's focus would have also been in Duval and Clay counties, but both have their challenges resulting in builders and buyers looking for an alternative. Nassau offers that alternative by providing one of the top rated school districts in the State, being located in proximity to expanding job centers in north and west Duval, new job growth internal to Nassau County and, in the broad perspective, offering a high quality of life. The combination of these forces and the resulting demand presents a challenge and an opportunity for Nassau County – how to encourage positive growth while elevating the quality of life for all citizens in the County."

#### Greg Matovina, 2018

Past President, Florida Home Builders Association Past President, Northeast Florida Builder's Association President, Matovina + Company

"While the people residing in western Nassau value their small town, rural lifestyle with its lack of congested roads, low crime and large tracts of land, all that is about to change. Ready or not, western Nassau is in the crosshairs for development. By 2045, Nassau County's population is expected to increase by 60 percent from 80,456 to 128,750. Pressure is already extending from eastern Nassau County and western Duval County. To the south of Jacksonville, the northern portion of St. Johns County has seen tremendous growth and is expected to be built out within 10 years. The panel agreed that the time is now to start planning before growth occurs. Without plans in place, the area will be ripe for unbridled growth and urban sprawl."

"Given the County's push for high-wage manufacturing and industrial jobs, it can be expected that emerging job centers will create demand for housing and services, as evidenced in Jacksonville over the past several decades. As jobs moved south from downtown to Southpoint and the Butler Boulevard corridor, residential development moved to southeast Jacksonville and northern St. Johns County."

"The greatest barrier to success is, first and foremost, inertia. There must be a sense of urgency to address the influx of development facing western Nassau County, along with strong leadership and governance to bring needed improvements to the area."

"Conclusion: While development is knocking at Western Nassau's door, there is time to get ahead of the curve and follow a plan that contains development to appropriate areas, while maintaining the character in others. Doing nothing, however, will assure that development comes without restraint."

Excerpts from the Urban Land Institutes' Final Report for the Western Nassau Technical Assistance Panel January 2018





#### Outstanding Public School System

7th overall best School District in State Rankings according the Department of Education (17') 3rd overall best School District in State according to School Digger (17') One of only 11 School District's in the State to have an overall rating of 'A' 8 individual 'A' rated Schools in the District



L

Low Crime Rate (index crimes per	100,000 population) <sup>10</sup>	
Florida 2,990	Nassau County 1,074	Clay 1,831
Baker 1,552	St Johns 1,659	Duval 4,231



Increased National Recognition of Amelia Island/Fernandina Beach Top 10 Most Romantic Places in FL - Coastal Living 18' #6 Top 10 Islands in US - Travel & Leisure 18' #4 Happiest Seaside Town - Coastal Living 17' #6 Best Small Towns - Southern Living 17' Top 10 US Islands - Conde Nast Traveler 14', 15', 16' & 17'



#### Job Centers Shifting North

Westside Industrial Park Westlake Industrial Park **Baptist Medical Office** 

**Cecil Commerce Center** Downtown Jacksonville **Crawford Diamond** Uf Health Medical Office Rayonier Corporate HQ

ENCPA/Wildlight



**Regional Transportation Initiatives** 

Construction of the 'Outer-Beltway' through Western Nassau Establishing a Regional Transit Authority/System New I-95 interchange between SR200 and US 17

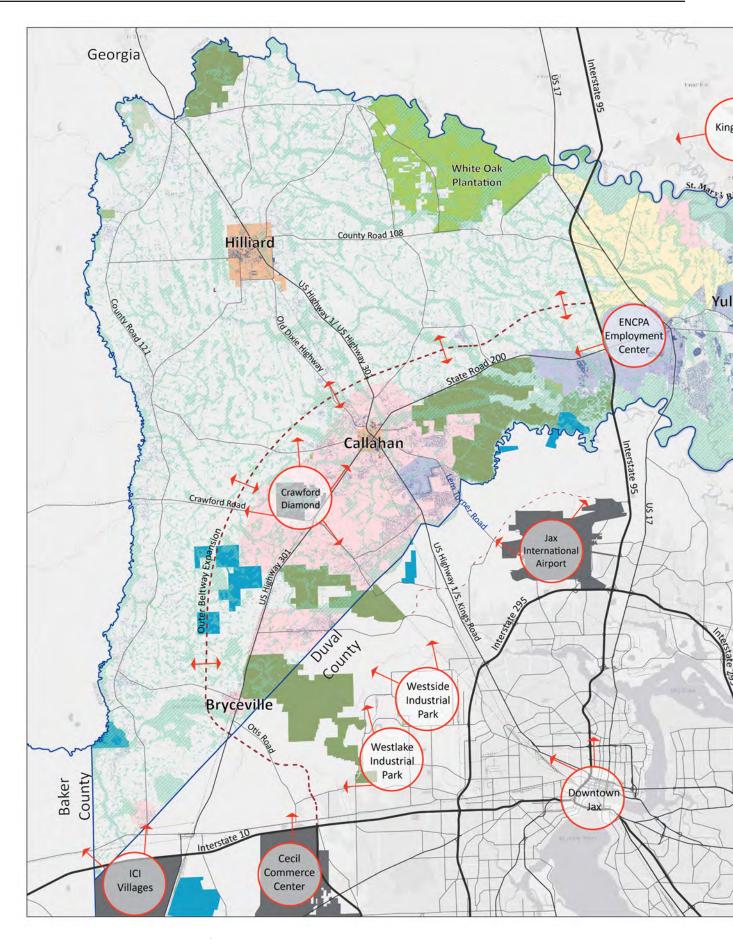
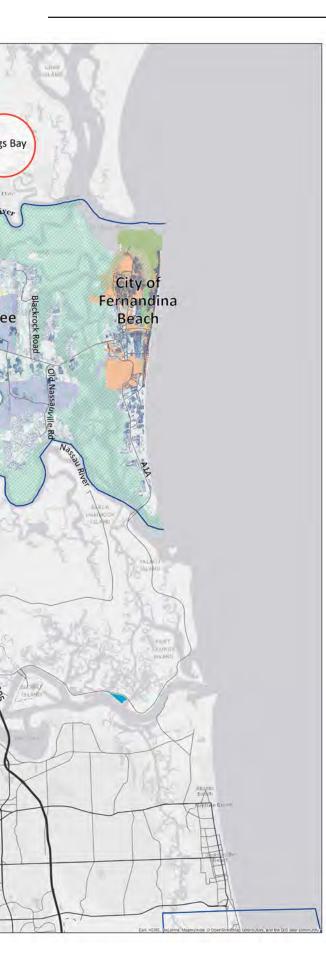
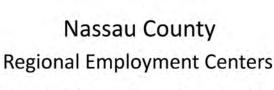


FIGURE 6. REGIONAL EMPLOYMENT CENTERS/DRIVERS AND PROJECTED GROWTH AREAS





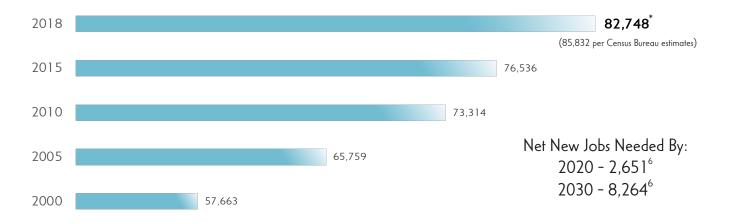
Regional drivers have the potential to push residential development into southern and western Nassau County. This exhibit is based on the best available data to conceptually identify future growth areas.





NASSAU COUNTY DEPARTMENT OF PLANNING AND ECONOMIC OPPORTUNITY FLORIDA

## PREDICTIONS & TRENDS POPULATION PROJECTIONS & JOB NEEDS



#### GRAPH 21. POPULATION IN NASSAU COUNTY FROM 2000-2018 Florida Scorecard Population Projection Range<sup>6</sup>:

2030: 97,600 - 110.600\*

	LOW	MEDIUM	HIGH		
2020	81,100	86,400	91,400		
2025	85,300	94,800	103,200		
2030	88,300	102,100	114,700		
2035	90,500	108,600	126,400		
2040	91,300	113,900	136,800		
2045	91,300	118,600	147,100		
Estimates are provided by the Bureau of Economic and Business Research. These projections are based on 2018 population estimates (82,748 baseline).					

	2018	2019	2020	2021	2022	2023	2024	2025
BEBR Baseline Est.	82,748	85,106	87,532	90,027	92,593	95,232	97,946	100,737
Census Baseline Est.	85,832	88,905	92,088	95,385	98,800	102,337	106,001	109,796

\*82,748 persons is the population estimate from the University of Florida's Bureau of Economic and Business Research (BEBR produces Florida's official state and local population estimates and projections). The US Census Bureau population estimate for 2018 is 85,832 persons. If using US Census Bureau estimates Nassau experienced a 3.58% increase in population from 2017 to 2018. If we use the percent growth from 2017 to 2018 and simply extrapolate out using both BEBR's and the Census Bureau's population estimates as the baseline, Nassau could reach 100,000 persons as early as 2025 and 2023 respectively. The above projections do not specifically take into account "game changers" of regional significances within the local environment, i.e. 3,000 -6,000 jobs coming on-line at the Crawford Diamond or Wildlight Commerce Center in a five year time-frame. Nor does the above consider an economic downturn.\*

### 2030 FASTEST GROWING COUNTIES, BY PERCENT GROWTH

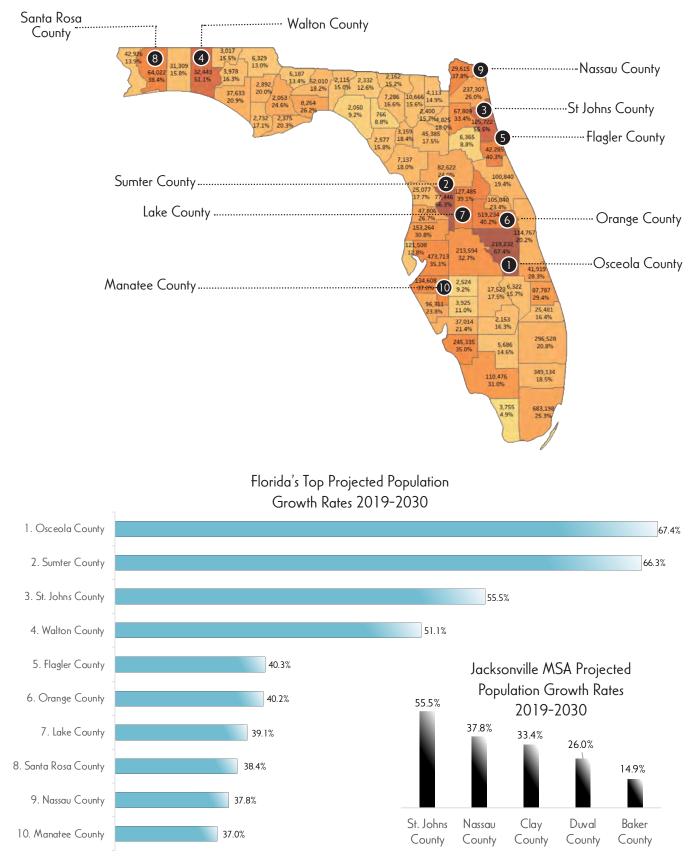


FIGURE 7. 2030 FASTEST GROWING COUNTIES

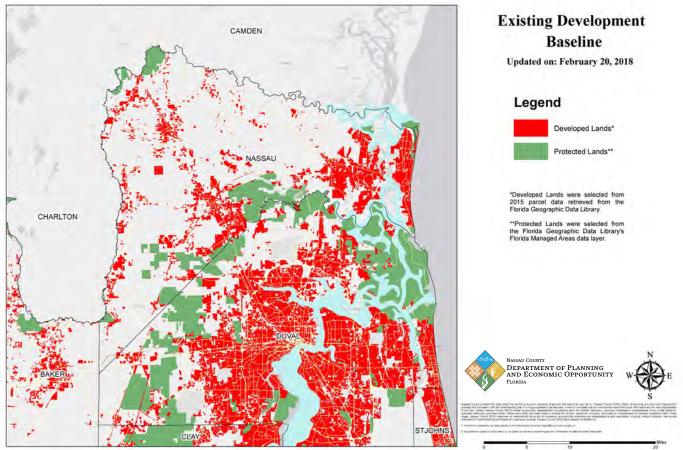


FIGURE 8. EXISTING DEVELOPMENT BASELINE

According to the 2070 Report-Florida 2070, the Northeast Florida region stands to lose an alarming amount of natural areas and agricultural lands by 2070. The correlating population expansion will result in roughly a third more of Northeast Florida lands to be developed by 2070. This is due mostly to current sprawling development patterns coupled with almost two-fold increase in population predicted in the region.

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

- 1. The state of Florida's population is going to expand.
- 2. Northeast Florida region will receive a disproportionate share, by percent growth, of the population expansion and related urbanization.
- 3. Within the Northeast Florida region, the 2070 Report predicts the areas along the east coast will receive a large percent of the growth.
- 4. Juxtaposed to the City of Jacksonville and coupled with the lack of developable lands along Florida's east coast, it is reasonable to assume Nassau County will take a significant share of the population expansion and related urbanization in the Northeast Florida region.
- 5. Nassau County's population is going to expand whether the County desires the expansion or not. As the population expands so will the level of urbanization (stores, roads, schools, etc) needed to support the expanding population base.
- 6. A seventy-nine (79) percent population expansion over the next 26 years is, more likely than not, a conservative estimate.
- 7. Nassau County is not currently prepared to responsibly handle the projected population expansion.
- 8. It is 100% the responsibility of Nassau County citizens and leaders to take proactive measures to prepare for growth. No state, federal, or regional entity/group has the ability to take the necessary measures.

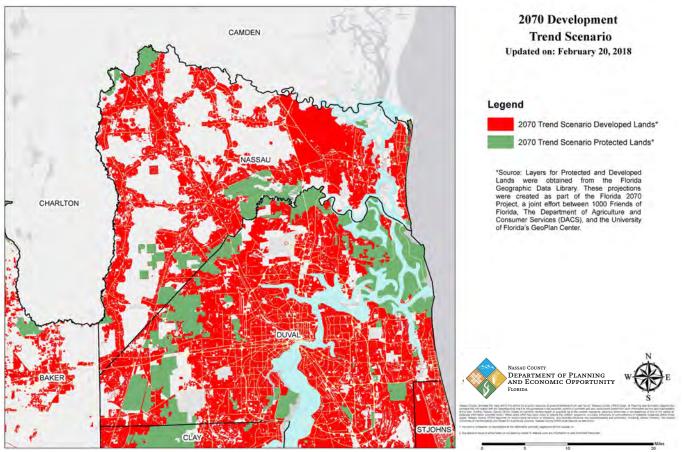


FIGURE 9. 2070 DEVELOPMENT TREND SCENARIO

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

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

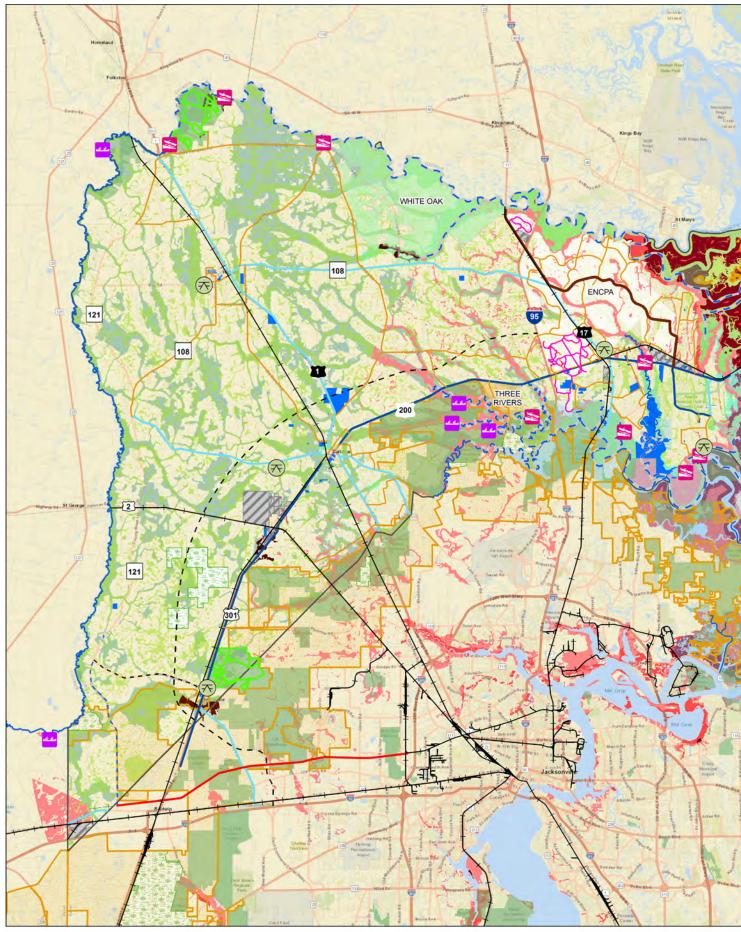


FIGURE 10. OPPORTUNITIES AND CONSTRAINTS MAP

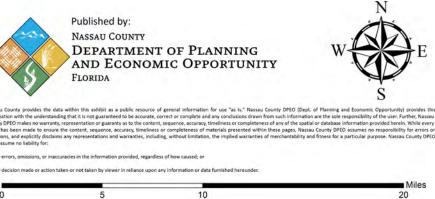


### Composite Constraints and Opportunities Updated on: April 30, 2019

k	Developed Active Parks	Local Gov Owned Land (no City FB)
У	Existing, Boat Ramp	Three Rivers DRI
1	Existing, Canoe/Kayak	White Oak Plantation Overlay
		Florida Forever Projects
Bike	Nassau Master	rionda Forever Frojects
	Baldwin Rail Trail Northern Ext. Segement 1	Mitigation Banks
	- Baldwin Rail Trail Northern Ext. Segement 2	Florida Managed Areas
-	- Crandall Pasture Trail	Outstanding Florida Waters
	Bicycle Facility Expansion	FNAI Rare Species Habitat
-	– Bike Lane	Priority 1- HIGHEST
_	ENCPA DSAP 1 Planned Multi-use Path	Priority 2
	– Multi Use Path	Priority 3
	Multi Use Path and Bike Lanes	Priority 4
-	- Non-Standard	Wetlands
	Paved Shoulder	Flood Zone
	Power Line Trail	A
-	Rails to Trails Candidate	and the second sec
	Recreation Trail	AE
Bluev	ways	
	<ul> <li>Existing Blueway</li> </ul>	
	Proposed Blueway Expansion	

----- Planned North Outer Beltway

One of the most prominent features in the County's landscape is our vast wetland system and our relationship to many water bodies. In 2018, the County was awarded a grant from the FL Department of Environmental Protection (DEP) to better understand our vulnerabilities as a County relative to changes in their systems. To learn more, visit: www.nassaucountyfl.com/vulnerabilityassessment



# **FOOLBOX & VISION 2032**

This report provides a variety of tools that can assist in the evolutionary process of Nassau County as it moves into an exciting future - a future we have the power to shape. The provided fifteen tools are not intended to be viewed as a comprehensive, all-inclusive or static list but rather a set of practical tools Nassau County has the current capacity to implement. As initiatives are executed the toolbox will grow and reconfigure as new challenges arise. Ultimately, these tools are intended to address the root cause of many of the challenges facing Nassau County. Too often we treat symptoms of a problem and ignore the root cause of the issue. While these processes, initiatives and actions will be difficult we must collectively **embrace the opportunity, appreciate the challenge, be open to innovation, and strive to maintain proper perspective.** 

### NASSAU COUNTY VISION 2032 PLAN

#### Quality of Life Goals:

- \* Conserve and/or preserve existing natural areas, including wetlands, floodplains, river corridors (such as the St. Marys River), steams, creeks and wildlife habitat.
- \* Preserve existing and expand outdoor recreation areas, publicly-owned natural and open space areas, recreational facilities and services throughout Nassau County.
- \* Engage the community as a whole to identify places in each community that are historically, socially and ecologically significant and recommend a plan that will reflect the desires, needs, and character of these existing "communities."

#### Infrastructure and Growth Management Goals:

- \* Achieve a network of safe and efficient multi-modal transportation that is capable of meeting the transportation needs of residents and visitors at an acceptable level of service in a safe and efficient manner.
- \* Expand the economic base and create a fiscal sustainable community by attracting high technology and high value industry, office, research, and educational facilities that provide new employment opportunities and support the existing major employment sectors.
- \* Coordinate public and private efforts to ensure continuance of the vital tourism industry and identify opportunities to create a sustainable eco-tourism segment of the economy that takes advantage of the County's abundance of natural resource areas, such as the St. Mary's River.
- Encourage mixed-use developments designed to accommodate multiple community activities and services in close proximity. By reducing infrastructure demand, mixed-use developments can generate a positive fiscal impact on County's financial resources. Establish design guidelines, dimensional criteria, and incentives to promote compact mixed-use development patterns. Characteristics of mixed-use zoning include multiple uses dispersed vertically, shared parking located behind buildings, public amenities such as schools and parks as community focal points, and extensive pedestrian connectivity.

#### Economic Impacts & Financial Feasibility:

As shown in the conclusions from the Fishkind Fiscal Sustainability Study incorporated in this Vision [2032 Vision Plan], the types of growth and development, which occur in Nassau County in the future, will have significant impacts on the financial abilities of the County to pay for current and future activities. Some very difficult choices will have to be made in order to ensure Nassau County maintains its current quality of life, pay for future growth, and ensures a continuation of the quality of life so important to residents.

- \* Type of Growth Determines Fiscal Impact.
- \* Not all land uses are created fiscally equal.
- \* Certain land uses yield a higher fiscal benefit to Nassau County.
- \* At current expenditure levels, typical residential land uses do not pay for themselves unless at very high price points.
- \* Office, retail, and industrial land uses have the ability to generate positive fiscal benefit.
- \* Mixed-use development also has the ability to generate a positive fiscal benefit for the County.





#### Status: 2018 Tool, In Progress

In March of 2018 the BOCC executed an agreement with NEFRC for TischlerBise to construct an interactive tool that can gauge the fiscal impact of, among other things, a land development proposal. The target for model completion, staff training, and implementation is the fourth quarter of 2019.

**Opportunities:** Not all development is created equal. A local government can experi-

ence economic expansion and still experience a fiscal deficit. Having the ability to analyze the fiscal impacts of individual development projects will provide a valuable tool for decision makers. The tool can be used, among other ways, to ensure the County is incentivizing the right types of development in proper locations as a means to mitigate, to the extent reasonable, adverse fiscal impacts on Nassau County. It is important to note that fiscal impact is only one of the decision making tools and is not intended to be the sole deciding criteria.

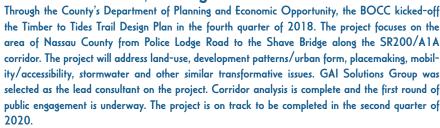
#### Status: 2018 Tool, In Progress

In 2017, Nassau County partnered with the Urban Land Institute to execute a Technical Advisory Panel for the purpose of studying Western Nassau County. In February of 2018, the Planning and Zoning Board created a subcommittee, the Western Nassau Heritage Preservation Committee (WNHPC) and kicked-off the Western Nassau Heritage Preservation Project (WNHPP). The WNHPC is on schedule to deliver a citizen created vision plan for Western Nassau County in the third quarter of 2019 with policy formation and updates to the Comprehensive Plan and local regulations 1st quarter of 2020.

**Opportunities:** Having witnessed the impact of unplanned, low-density development

in portions of eastern Nassau County and to a greater extent in neighboring jurisdictions, Nassau County has made it a priority to plan for a better future in Western Nassau County. The members of the Western Nassau Heritage Preservation Committee are committed to a citizen lead, grassroots initiative to face issues head on with a priority to maintain a high quality of life, preserve the rural character of the community, and ensure fiscally and environmentally sustainable development patterns. To follow and engage in the WNHPP visit: www.nassaucountyfl.com/westernnassau.

#### Status: 2018 Tool, In Progress



**Opportunities:** SR200/A1A is Nassau County's front-door. Creating a value-adding, human-scale design program that focuses on developing the quality-of-place that begets

quality-of-life that is both fiscal sustainability and functional in operations will be integral to Nassau remaining solvent as our community expands over the coming decades. To follow and engage in the SR200/A1A Corridor Design Study visit www.nassaucountyfl.com/TimbertoTides





#### Status: 2018 Tool, In Progress

The County Attorney's Office, OMB and PEO kicked-off a two-pronged approach to address provision of recreation lands and amenities in Nassau County. The first prong is a short-term solution to move the County forward during this current population expansion and to work with those projects currently in the pipeline. This approach is set to be executed in the third quarter of 2019 with an update to the Recreation Impact Fee and adoption of a fee-in-lieu of land dedication and/or provision of amenities/facilities in the Land Development Code. The second prong is a more involved process looking at recreation master plan. This initiative includes, among others, reassessing levels of service standards, park types, base amenities, and delivery methods. Several presentations have been made to the BOCC with the latest being on February 2019, where specific direction was given to continue crafting a preliminary implementation framework and a target to complete a recreation master plan by the end of 2020.

**Opportunities:** Recreation has been on the forefront of everyone's mind. The provision of public parks and recreational opportunities is an integral component of maintaining a high standard of quality of life. Adequately addressing public recreation is not a problem unique to Nassau County. Communities like Nassau who are in the midst of transition from rural to urban environments struggle with providing services at a pace concurrent with development. We can take lessons learned by other jurisdictions, look at current trends across the Country and apply that knowledge in a progressive manner in Nassau County. To follow and engage in recreation planning visit www.nassaucountyfl.com/recreation

#### Status: 2018 Tool, COMPLETE!

Through the Nassau County Affordable Housing Advisory Committee, Nassau County and the City of Fernandina Beach partnered with the University of Florida's Shimberg Center for Housing Studies to execute an Affordable Housing Needs Assessment. The study was completed in the Fall of 2018 and its findings adopted by Resolution of the BOCC on January 28, 2019.

**Opportunities:** Beyond the initial Needs Assessment, the Nassau County Affordable Housing Committee has been hard at work taking the data gathered and applying it to serve Nassau County. Recent accomplishments of the committee include championing the creation of accessory dwelling unit provision in the Land Development Code, updating the Local Housing Action Plan (LHAP), hosting a speaker series/public outreach and education, and publishing an incentives report. To follow and engage in work being performed by the AHAC visit www.nassaucountyfl.com/housing.



Affordable Housing

Needs Assessment

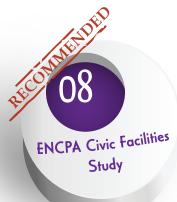
#### Status: 2018 Tool, In Progress

Nassau County kicked-off the update to the County's Mobility Plan in May of 2018. Initially, the project was anticipated to be complete in the first quarter of 2019. However, additional analysis has necessitated an extended project time-frame. Current projections are targeting fourth quarter of 2019 - first quarter of 2020 for completion.

**Opportunities:** Mobility, accessibility, and development patterns are directly related. To properly address transportation, we must view mobility within the context of;

- 1. Providing access to goods and services (accessibility).
- 2. The manner in which land is developed from both a use and geometric arrangement perspective (development patterns).
- 3. Ensure the cost of implementing transportation improvements are proportionately shared by new development.





#### Status: 2018 Tool, COMPLETE!

For the better part of 2018 Nassau County staff and consultants with FiscalChoice executed the County's first comprehensive operating fee study for planning and engineering services. On March 25, 2019 the Board of County Commissioner adopted the first comprehensive and consolidated fee schedule for development review services provided by Nassau County.

**Opportunities:** Moving forward, the fee schedule will be reviewed and adopted each year with the annual budget. Every five years the fee schedule will be reassessed for accuracy and calibrated accordingly. This approach provides equity to booth those seeking services and the general tax payers. This approach also allows the County to provide a higher level of service by reinvesting the fees paid into capacity adding technologies and personnel.

#### Status: 2018 Tool, Recommended

The East Nassau Community Planning Area (ENCPA) is a State approved Sector plan containing approximately 24,000 acres. According to the Master Land-use Plan, the ENCPA has a development potential of 24,000 dwelling units and 11,000,000 square feet of non-residential space. The Civic Facilities Study is intended to identify demands placed on public facilities and create a road-map to bringing those facilities on-line contemporaneously with development.

**Opportunities:** Failing to plan for impacts on public facilities within the ENCPA will place financial strain on the local jurisdiction and degrade quality-of-life. It is imperative that Nassau stay ahead of demands and mitigate for impacts. The Civic Facilities Study is intended to have four primary steps:

- 1) Define needs/level of service standards
- 2) Identify the location of facilities
- 3) Calculate cost estimates and identify funding sources
- 4) Define the phasing and implementation program



#### Status: 2018 Tool, In Progress

Systematically evaluating capital maintenance & planning is critical to the County's fiscal health. Because capital improvements typically, if not always, have a service life beyond a one-year horizon it is necessary that capital maintenance and planning be viewed within the context of a multi-year program. A thorough, multi-year capital maintenance & planning program helps to ensure that deferred costs of maintenance and capacity adding improvements do not create an insurmountable fiscal deficit in future years as capital improvements exceed their functional lifespan and design capacity. Over the last year great strides have been made with the introduction of new software that tracks life span of capital improvements and assists in budgeting for future expenses in a systematic manner. Moving forward it is the intent to expand the use of new technologies to track metrics in order to more appropriately identify and address critical maintence needs.

**Opportunities:** In addition to the above, a properly managed capital maintenance & planning program serves as a prioritization tools. While the program can be amended year to year, a rolling five(5) year capital maintenance & planning program assists in setting priorities, informs citizens of capital investments in the pipeline, and establishes citizen expectations.







#### Status: 2018 Tool (expanded 2019), In Progress

Through the Office of Management and Budget (OMB), BOCC departments are updating their five year staffing plans. Personnel is a sizable expense for any local government. Adequately planning to meet staffing needs based on population expansion, services provided and demands on public facilities is integral for, 1) Providing acceptable levels of service and 2) Ensuring the cost of staffing does not place strain on the fiscal health of the County in future years.

For 2019, this tool was expanded to include administrative capacity planning. This includes, among other things, creation of a technology/software committee lad by OMB with the directive to improve capacity, accuracy, and long-term continuity through the use of existing and emerging technologies. In addition, through a joint effort between OMB and the Human Resources Department, the County is exploring the implementation of position and rate control in the MUNIS ERP system to more effectively allocate funding for current and future needs and to appropriately analyze the fiscal effect of attrition on the annual budget.

**Opportunities:** To maintain the current levels of service to the citizens of Nassau County as the population expands, additional employees will be needed to provide basic services. As an example, there is a direct correlation between population and the number of emergency services response calls. Creating a multi-year staffing plan, and actively managing that plan, is a critical component of ensuring funds are available to support basic government services as the population grows.

#### Status: 2018 Tool, In Progress

Nassau County BOCC currently operates a fleet replacement program organized on a rolling five year schedule. OMB and Public Works have deemed it a priority to create a comprehensive, centralized fleet management program. In addition to centralizing and tracking annual fleet maintenance activities and managing a safe and effective fleet pool, the fleet management program will include an extended fleet replacement schedule that is an accurate reflection of depreciation and replacement cost expectations.

**Opportunities:** Once a fleet vehicle has exceeded its useful life for public purposes there is still an opportunity to recoup monies from the asset. To that end, OMB and Public Works will focus on fully leveraging the GovDeals online auction program to offset future vehicle replacement costs to the greatest extent possible.

#### Status: 2018 Tool, Always In Progress

It is critical the County identify adequate and sustainable revenue sources to structurally balance the budget and meet current and future needs. Great strides were made over the past twelve months. For fy 18/19, Nassau County passed a structurally balanced budget that did not draw from non-recurring revenues or reserves to support ongoing operations. To do so, the Board voted both to increase the millage rate and to implement an additional gas tax to specifically fund transportation-related needs.

**Opportunities:** To offset reliance on ad valorem monies, the County began analyzing user fees. In fy 18/19, the County raised the fees for all development review services provided by the County's Planning and Engineering Departments to a level that the fees charged cover the full cost of providing the services requested. In addition, the County is in the process of updating and increasing the park, police, fire, administration impact fees and the County mobility fee. Through a combination of new revenue sources through increased user fees [fees payed by the people using the service], expansion of our tax base with new non-residential development and the implementation of the tools defined in this report, the County's fiscal health is positioned to improve over the next fiscal year.







#### Status: 2019 Tool, New

The approximate 5,265 acre land area in Eastern Nassau County known as the William Burgess District (WBD) finds itself at a crossroads. One path continues the current low-density, suburban scale development pattern that has been prevalent across Northeast Florida and Nassau County since World War II. This path encourages a pattern of development that is not fiscally or environmentally sustainable and is based on the separation of land uses, dependency on the single occupant automobile, and is void of historic context and an authentic sense of place. The other path embraces the organic development patterns by which cities, towns and communities formed prior to contemporary influences. This path seeks to leverage the unique characteristics and history of Yulee/Nassau County, places a priority on civic and communal life, and encourages a pattern of development that is people-centric, fiscally sustainable and environmentally responsible. No matter which path is chosen there is one certainty, the choice will have a generational impact on Nassau County, its civic institutions, communal life, and environmental viability.

#### **Opportunities:**

Through the William Burgess Context + Connectivity Blueprint (WB CCB) Nassau County is making a philosophical shift in land-use planning. A shift necessitated not by political actors or outside influences but rather by a citizen-lead and crafted vision for their community - the Vision 2032 Plan. The WB CCB establishes a planning and regulatory framework which prioritizes quality-of-life for current and future residents and directs the crafting of a people-centric live, work, play, and stay community with strong social centers and networks from which a sense of place and community can thrive. To follow the WB CCB visit: https://www.nassaucountyfl.com/burgessoverlay.

#### Status: 2019 Tool, New

Public school facilities planning is paramount to creating healthy, well-rounded and socially engaged communities. In 2008, the Nassau County School Board, BOCC and the three incorporated municipalities entered into an inter-local agreement for public school facility planning. In 2019, the same parties restated their joint commitment to proactive public school facilities planning with adopting a new resolution. The School Board, under the guidance of Superintendent Dr. Kathy Burns, has established a Public School Growth Committee which includes technical staff from Nassau County, each of the municipalities and the School District. The committee is currently in the process of jointly analyzing growth trends, spatial distribution of school aged students, transportation impacts, best practices from around the State of Florida, and obtaining the services of an outside consultant to assist in creating an equitable and proactive path forward to ensure Nassau County public schools remains one of the best in the State.

#### **Opportunities:**

A relationship between the local governments and the local school district is symbiotic and can result in widespread benefits to the citizens of the jurisdiction. One of the many opportunities is to jointly plan public facilities. For example, best practices show that when local governments and school districts are able to jointly plan and locate schools, public parks and public libraries together there is a cost savings to the citizens, an increase in use of facilities and ability to deliver a more diverse and higher quality amenity package.

#### Status: 2019 Tool, New

In 2019 it is the intent of Nassau County staff to build off of promising conversations with the incorporated municipalities in Nassau County and begin joint planning efforts. While the specific elements to be jointly planned are undecided, the opportunities are endless. Initial discussion with the two Towns, Callahan and Hilliard, revolved around utility planning, extra jurisdictional boundaries and consistency between the County's and the Towns' Future Land Use Maps. It is County staff's hope that joint planning agreements with both Town's will be one of the beneficial outcomes of the Western Nassau Heritage Preservation Project. With the City of Fernandina, a variety of ideas have been discussed at the staff level including unified signage standards, unified tree protection standards, unified tree planning.

**Opportunities:** Joint planning is critical component of providing harmony and continuity between jurisdictions. County staff is excited at the potential to work with our municipalities to protect the unique identities of their communities.



# NASSAU COUNTY ... MOVING FORWARD

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