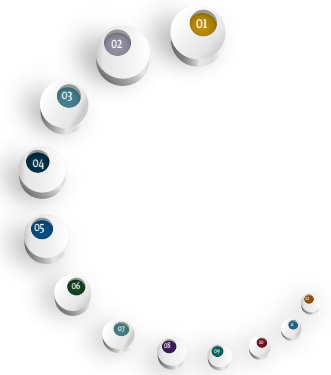


# TOOLBOX & VISION 2032

This report provides twelve 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 twelve 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), streams, 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.

01

Fiscal Analysis Tool

**Status:** As part of the 17/18 budget the BOCC allocated funds to create a fiscal analysis tool that can be used to assess development proposals and test theoretical development patterns. In March of 2018 the BOCC executed an agreement and scope of work with NEFRC to contract with a third party vendor to create the tool. The RFP was published April 12, 2018. The target for completion is the fourth quarter of 2018.

**Opportunities:** Not all development is created equal. A local government can experience economic expansion and yet still fall off the fiscal cliff. Having the ability to analyze the fiscal impact of individual projects will provide a valuable tool for decision makers and ensure we are incentivizing the right types of development in proper locations as to mitigate, to the extent reasonable, adverse fiscal impacts on Nassau County.

02

Western Nassau  
Visioning Plan

**Status:** In the fourth quarter of 2017, Nassau County partnered with the Urban Land Institute to execute a Technical Advisory Panel for the purpose of studying Western Nassau County. That report was completed in the first quarter of 2018 and delivered to Nassau County. In February of 2018, the Planning and Zoning Board created a subcommittee, the Western Nassau Heritage Preservation Committee, for the purpose of engaging the citizens of Western Nassau to address issues specific to Western Nassau.

**Opportunities:** Making mistakes is OK if we learn from those mistakes. Having witnessed the impact of unplanned auto-oriented growth 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 area and ensure fiscally sustainable development patterns.

03

SR200/A1A Corridor  
Design Plan

**Status:** Through the County's Department of Planning and Economic Opportunity, the BOCC allocated funds in the 17/18 budget to execute a SR200/A1A Corridor Design Plan focusing on the area from Police Lodge Road to the ICW. The request for qualifications has been drafted and Staff intends to publish the RFQ in the third quarter of 2018. The project is projected to take 14-18 months to complete and will address land-use, development patterns/urban form, placemaking, mobility/accessibility and other similar transformative issues.

**Opportunities:** SR200/A1A is Nassau County's front-door. Creating a value-adding, pedestrian-oriented 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.

04

Recreation Plan

**Status:** The County Attorney's Office, OMB and PEO have kicked-off a two-pronged approach to addressing recreation. The first prong is a short-term solution to move the County forward during this current population expansion - to work with those currently in the pipeline. The second prong is a bigger and more involved process looking at recreation in a holistic manner that will carry the County into the future.

**Opportunities:** Rightfully so, recreation has been on the forefront of everyone's mind over the last 12-18 months. 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 County and apply that knowledge in a progressive manner in Nassau County.

05

Affordable Housing  
Needs Assessment

**Status:** Through the Nassau County Affordable Housing Advisory Committee, Nassau County and the City of Fernandina Beach have partnered with the University of Florida's Shimberg Center for Housing Studies to execute an Affordable Housing Needs Assessment. The funding has been allocated and the study is targeted to be completed in third quarter of 2018.

**Opportunities:** Included in the scope of services for the Affordable Housing Needs Assessment, the Shimberg Center for Housing Studies is going to assist Nassau County in creating a road-map for moving from the needs assessment to policy creation and implementation. Maintaining a diverse housing stock is an integral component of a healthy community.

06

Mobility Plan

**Status:** Nassau County will kick-off the update to the County's Mobility Plan in May of 2018. The mobility plan will reassess mobility and accessibility in Nassau County with greater focus given to alternative modes of transportation, new corridors and capacity adding improvements.

**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.

07

Development Review  
Fee Study

**Status:** As part of the FY17/18 budget, funds were allocated to execute a development review fee study. The Invitation to Quote (ITQ) has been published and the proposals are under-review. It is staff's intent to commence the study in the next 60 days and complete the work in FY 17/18.

**Opportunities:** A comprehensive third party assessment and update of the County's development review operating fees has not previously been undertaken. It is the intent of this initiative to ensure the actual cost of performing development review and related inspections is covered by those requesting the service. The study will include functions performed by the County's Public Works Department, Planning & Economic Opp. Department, and Building Department.

08

ENCPA Civic Facilities  
Study

**Status:** 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 local jurisdiction. 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

09

Capital Maintenance  
& Planning Program

**Status:** 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.

**Opportunities:** In addition to the above, a properly managed capital maintenance & planning program serves as a prioritization tool. 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.

10

Multi-Year Staffing Plan

**Status:** Through the Office of Management and Budget, BOCC departments are updating their five year staffing plans. Constitutional officer, such as the Nassau County Sheriff, have also prepared multi-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.

**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 is a critical component of ensuring funds are available to support basic government services as the population grows.

11

Fleet Replacement  
Program

**Status:** Nassau County BOCC currently operates a fleet replacement program organized in a rolling five year program.

**Opportunities:** Creating and funding a fleet replacement plan is prudent and ensures funds are available when needed replace fleet vehicles without compromising the stability of future budget years. Failing to adequately fund the FRP is another form of deferred maintenance that will adversely impact the ability to meet citizens needs in future years.

12

Structurally Balanced  
Budget

**Status:** Consistent with best practices, the Office of Management and Budget has consistently recommended the County require a structurally balanced budget. The tools described in this report provide a foundation to improve the County's overall fiscal health and support long-term solvency. It is critical the County identify adequate and sustainable revenue sources to structurally balance the budget and meet current and future needs.

**Opportunities:** On the positive side, Nassau County has a number of ways in which new revenue can be produced. The tools provided in this report will promote fiscal sustainability over the course of time. However, the difficult part is producing new revenue streams sufficient to structurally balance the budget in the interim. New revenue can be produced through a combination of the following:

- \*Fuel Tax
- \*Millage Rate Increase for General Fund
- \*Millage Rate Increase for County Transportation Fund
- \*Millage Rate Increase for Municipal Service Fund
- \*Establishing Multiple MSTUs
- \*Fire Special Assessment
- \*Taking on New Long-term Debt for Long-term Assets/Capital Improvement Projects



# NASSAU COUNTY..

# MOVING FORWARD

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NASSAU COUNTY  
DEPARTMENT OF PLANNING  
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FLORIDA