

**PROPOSED AMENDMENT TO
COMPREHENSIVE PLAN TRANSPORTATION ELEMENT,
HOUSING ELEMENT, and INTERGOVERNMENTAL
COORDINATION ELEMENT**

Prepared for the September 17, 2015
Meeting of the Board of County Commissioners

RECOMMENDATION:

That the board consider an amendment to the Comprehensive Plan effectively accomplishing the following items:

- Substantial revision of the Transportation Element Goals, Objectives and Policies including but not limited to:
 - Providing clarification that the County has opted out of transportation concurrency, placing the LOS table in the Support Documentation and providing a policy specifying the LOS standards to be used as a basis of review for Future Land Map amendments by policy;
 - Clarifying that amendments to the Comprehensive Plan Future Land Use Map require a transportation impact review and analysis and potential mitigation;
 - Inclusion of a policy that promotes a functional mixture of land uses within the South End, East Milton, Milton, and Pace Planning Areas lending policy support to non-residential amendments in those areas;
 - Providing policy support to new roadways including the Navarre Community Access Road, the SR 87 to Pensacola east-west connector and the north-south connection from US 90 to Berryhill Road;
 - Inclusion of a new multi-modal objective, meeting new statutory requirements.
 - Requiring new residential developments of a certain size to install internal sidewalks; and
 - Providing the option for developments requiring large scale amendments to the Future Land Use Map to make transportation improvements as specified within a development agreement.
- Substantial revision of the Housing Element Goals, Objectives and Policies;
- Substantial revision of the Intergovernmental Coordination Element Goals, Objectives and Policies; and
- Updated Comprehensive Plan supporting documentation including Transportation, Housing and Intergovernmental Coordination support documentation.

BACKGROUND:

Statutory Changes

In 2011, the Florida Legislature made significant changes to the comprehensive planning requirements in Florida. These changes included repealing Rules 9J-5 and 9J-11.1023 of the Florida Administrative Code. These changes removed a substantial amount of the specificity previously required to be included in local government comprehensive plans. Chapter 163 of the Florida Statutes was also amended substantially to serve as the guidance on what should and should not be included in local government comprehensive plans. These changes provided an opportunity for Santa Rosa County to develop a revised Comprehensive Plan that, while still meeting state level planning requirements, is more locally relevant.

Effective June 2, 2011, local governments also now have more discretion in determining whether or not they need to update their local comprehensive plan. As such, local governments no longer need to submit Evaluation and Appraisal Reports (EARs) to the reviewing State agencies for a sufficiency determination under a prescribed schedule. Instead, it's left to the County's discretion to determine whether or not the Comprehensive Plan needs to be amended to reflect changes in State requirements every seven years. Once this determination is made, the County is responsible for notifying the State land planning agency (the Department of Economic Opportunity) and preparing and transmitting any proposed amendments for review, if necessary.

Santa Rosa County is required to make this determination by December of 2016. In preparation for this, a major update to the Plan is intended to be accomplished towards the end of 2015 and due to the substantive nature of these amendments, Santa Rosa County will be requesting an early EAR review. The schedule of public hearings for the updated Comprehensive Plan follows (Attachment A).

CHAPTER 2: TRANSPORTATION ELEMENT

Goal 42.1 • To provide a safe, cost effective, and functional multi-modal transportation system for all residents of and visitors to Santa Rosa County that appropriately balances access and mobility needs with the growth and development of the County.

Objective 42.1.A • ~~Continue to~~ Provide and maintain a safe, convenient, efficient, and cost effective ~~arterial and collector~~ roadway network for present and future residents. ~~by implementing the regulations and guidelines specified in the following policies.~~

Policy 42.1.A.1 • The Land Development Code shall contain regulations that ~~provide for~~ require specified future developments to pay all costs associated with the construction of development necessitated internal roads as well as applicable research based construction standards so that future roads can be accepted by the County into the County system. Nothing in this Policy shall be interpreted to preclude the County from requiring the development to pay all the costs to the County associated with the construction of any external road or roadway improvement made necessary by the development ~~that is not necessarily internal to the development.~~

~~Policy 4.1.A.2 • The Land Development Code shall continue to include construction standards, based primarily on FDOT Standard Specifications and standard AASHTO tests, so that future roads can be constructed pursuant to the applicable standards and accepted by the County into the County system. These standards were adopted into the Land Development Code on August 22, 1991 and address subgrade, excavation, curb and gutter, base and surfacing.~~

Staff Analysis Note: Combined with Policy above.

Policy 42.1.A.3 ~~2~~ • All new development projects with internal circulation and or parking needs shall be required to provide safe and convenient on-site traffic flow, ~~labor intensive transportation facilities and sufficient automobile and bicycle parking to accommodate the needs of the development project.~~

Staff Analysis Note: This policy is proposed to be revised and deleted portions relocated to Policy 2.1.C.6.

Policy 42.1.A.4 ~~3~~ • The Land Development Code shall ~~continue to address and~~ regulate the control of connection points to arterials and major collectors, at a minimum. ~~and increase the number of interconnections among developments in order to facilitate safe and efficient access.~~ The regulations established by the Land Development Code are based primarily on the standards in Florida Department of Transportation Rules 14-96 and 14-97. ~~These regulations and~~ shall also include requirements for joint, internalized, and cross access, driveway and parking lot design, and other principles and guidelines recommended by the Center for Urban Transportation Research (CUTR) for the specific purposes of preserving the functionality of the roadway and reducing patron's vehicle miles traveled. ~~Access management standards have been adopted into the Land Development Code for arterials, urban and rural major collectors county wide.~~

Policy 42.1.A.5 4 • The Land Development Code shall continue to require building setbacks on all collector and arterial roadways for the purpose of preventing building encroachment and thus permitting future safe and efficient traffic circulation at a minimal cost. ~~For new development, building setbacks on arterial roadways shall be 50 feet; building setbacks on collector roadways shall be 25 feet. Variances to these setbacks may be granted when strict application of the requirement limits all reasonable use of the property as allowed by the Future Land Use Map.~~

Staff Analysis Note: This level of specificity is not necessary and Comprehensive Plan Policy is not subject to variance procedures.

Policy 42.1.A.6 5 • Santa Rosa County shall coordinate with the Florida Department of Transportation on access related decisions that impact the State Highway System.

Policy 2.1.A.6 • The County shall continue to participate in the Florida-Alabama TPO Traffic Signal Working Group to advocate the set aside of federal/state funds for traffic signal timing on a regular basis and to identify corridors for traffic signal timing within the County's jurisdiction.

Policy 2.1.A.7 • The County shall participate in the update of the US 90 and 98 Corridor Management Plans whose goals are to identify short term projects to improve transportation systems operation and safety. Projects are implemented as funding becomes available.

Objective 42.1.B • ~~Assure that the transportation system supports the County's growth management goals and is consistent with local, regional, and state plans through the continual coordination of~~ Coordinate land use planning with transportation planning, including regional and state transportation planning.

~~Policy 4.1.B.1 • All land use decisions shall be consistent with the adopted Future Land Use Map and the adopted Future Transportation Map.~~

~~Policy 4.1.B.2 • The County Planning Director or his/her designee shall review all plans and proposals for development or redevelopment within the County utilizing the Future Land Use Map and the Future Transportation Map adopted herein. The review shall include a determination of consistency with these maps. Note: This review is not limited to these particular maps but must include them.~~

~~Policy 4.1.B.3 • Coordinate transportation improvements with the Future Land Use Element and maintain consistency between land use decisions and transportation system improvements.~~

Policy 2.1.B.1 • Developments requesting large scale amendments to the Future Land Use Map (greater than 10 acres in size) shall submit a traffic impact analysis including the identification of any necessary mitigation projects and utilizing the most recently adopted Congestion Management Process Plan (CMPP) and any other necessary information, including the adopted

Level of Service Standards for roadways not found within the CMPP and the County’s Large Scale Amendment Traffic Analysis Procedures Manual.

Staff Analysis Note: This is a new policy but is consistent with current operating procedure.

Policy 2.1.B.2 • Promote a functional mixture of land uses within the South End, East Milton, Milton, and Pace Planning Areas as well as within the Rural Communities Overlays in order to provide for convenient and integrated non-residential land uses within close proximity to residential land uses when such non-residential land uses present the opportunity to reduce travel times, capture pass-by traffic, or reduce arterial travel.

Staff Analysis Note: New Policy that can be utilized when considering applications for non-residential developments within the urbanizing Planning areas and within the Rural Communities overlay, creating consistency with Policy found within the Future Land Use Element.

Policy 4 2.1.B.4 3 • Improvements needed to restore the adopted level of service found in Policy 2.1.B.4 below will be shown in the adopted Five Year Schedule of Capital Improvements if programmed within that time frame. (see policies 10.1.E.2 and 10.1.E.3)

(A) In addition to a 5-year schedule, the County will maintain a long term concurrency Management system for those transportation facilities that exceed capacity or are projected to exceed capacity within the 5 year time frame. The long term concurrency management system, not to exceed 15 years, will be established for the following:

Seg#	Road	Trips Exceeding Capacity in FY 13
41	CR 184A Berryhill Road from CR 197 Chumuckla Hwy to SR 89 Dogwood Dr	190
45	Cr 197 Chumuckla Hwy from US 90 to CR 184 Quintette Road	115
65	West Spencerfield Road from US 90 to CR 184A Berryhill Road	287
7	US 90 from Woodbine Road to East Spencerfield Road	475
8	US 90 from East Spencerfield Road to Bell Lane	168
36	SR 281 Avalon Blvd from I-10 to Cyanamid Road	63
47	CR 197A Woodbine Road from US 90 to Guernsey Road	8
49	CR 197A Bell Lane from CR191B/CR281B Sterling Way to US 90	773
Seg#	Road	Trips Exceeding Capacity in FY 13
64	East Spencerfield Road	356
43	CR 191B/CR281B Sterling Way from CR197A Bell Lane to SR 281 Avalon Boulevard	115

(B) Elimination, deferral, or delay of a programmed improvement needed to restore the adopted level of service will be accomplished by amendment.

Policy 4.2.1.B.5.4 • For Transportation Regional Incentive Program (TRIP) funded facilities, the County adopts the level of service (LOS) standard established by the Florida Department of Transportation by rule, Santa Rosa County utilizes the hereby adopts the peak hour (100th highest average hour) level of service standards for roadways found in Table 4.1 the maximum service volumes and LOS standards found within the Transportation Planning Organization’s Congestion Management Program Plan (CPMM) for the review of amendments to the Future Land Use Map. For County collector and arterial roads, that are not eligible for inclusion into the CMPP but that are included in the LOS Table found within the support documentation for this Element, the County’s review shall utilize the maintenance of LOS D as a basis of review. The LOS standard is “C” for all arterial roads on the Florida Intrastate Highway System (FIHS) of the Strategic Intermodal System (SIS). The LOS standard for roads funded by the Transportation Incentive Program (TRIP) is in accordance with Rule 14-94, Florida Administrative Code. The LOS standard is “D” for all other arterial, and collector roads, with the exception of the following:

Staff Analysis Note: The County has opted out of statutorily defined transportation concurrency at the development order stage. Therefore, new developments are not required to maintain an adopted level of service for roadways within the County. However, developments seeking amendments to the Comprehensive Plan Future Land Use Map that would increase densities or intensities are reviewed for transportation impact. For large scale amendments (greater than 10 acres), the applicant is required to provide a traffic analysis that identifies roadway impacts and any necessary improvements.

In the 2012 Legislative Session, HB 1399 and SB 1866 repealed the definition of Florida Intrastate Highway System (FIHS) and sunset the FIHS as a separate statewide highway network to simplify the planning process. Effective July 1, 2012, the FIHS is no longer a part of the State Highway System. Instead, the Strategic Intermodal System (SIS), established in 2003, takes its place. Currently in Santa Rosa County, only Interstate 10 and SR 87 S are on the SIS. Rule 14-94 was also repealed in 2012. Futher since the County utilizes the CMPP LOS standards, requirements of the Florida Department of Transportation for TRIP funding would be addresses therein.

Roadway	LOS Standard
SR 87S from I-10 to US 90 (not on the FIHS/SIS)	“C” for consistency with the segment south of it on the FIHS/SIS
CR399 Navarre Beach Bridge and Causeway	“E”

SR281 Avalon Boulevard north of I-10	“Backlogged” but capacity improvements are underway
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Table 4.1

Roadway	Segment	Adopted LOS	Functional Classification
SR 4	Entire Roadway	{D}	Minor Arterial
SR 8 (I-10) FIHS SIS FACILITY	Entire Roadway	{C}	Principal Arterial Interstate
SR 10 (US 90)	Entire Roadway	{D}	Minor Arterial
SR 30 (US 98)	Gulf Breeze City Limits to Okaloosa County Line	{D}	Other Principal Arterial
SR 87N	SR 10 (US 90) to Alabama State Line	{D}	Minor Arterial
SR 87S	SR 8 (I-10) to Sr 10 (US90)	{C}	Minor Arterial
SR 87 S FIHS FACILITY	SR 30 (US 98) to SR 8 (I-10)	{C}	Minor Arterial
SR 89	SR 87N to Alabama State Line	{D}	Minor Arterial
SR89N (Dogwood Drive)	SR10 (US 90) to SR 87N	{D}	Minor Arterial
SR 281 (Avalon Boulevard)	South of SR 8 (I 10)	{D}	Minor Arterial
SR 281 (Avalon Boulevard)	SR 8 (I 10) to SR 10 (US 90)	Backlogged*	Minor Arterial
CR 399 (Navarre Beach Bridge)	Gulf Boulevard to SR 30 (US 98)	{E}	Urban Collector
CR 399 (Gulf Boulevard)	CR 399 (Navarre Beach Bridge) to Escambia County Line	{D}	Urban Collector
CR 399 (East Bay	SR 30 (US98) to SR 87S	{D}	Urban Collector

Boulevard)			
CR-89 (Ward Basin Road)	Entire Roadway	(D)	Minor Arterial/Rural Minor Collector
CR-184 (Hickory Hammock Road)	Entire Roadway	(D)	Urban Collector/Rural Minor Collector
CR-184 (Quintette Road)	Entire Roadway	(D)	Urban Collector/Rural Collector
CR-184A (Berryhill Road)	CR-197 (Chumuckla Highway) to Milton City Limits	(D)	Urban Collector
CR-191 (Munson Highway)	SR-87N to SR-4	(D)	Urban Collector/ Rural Major Collector
CR-191 (Garcon Point Road)	SR-281 (Avalon Boulevard) to Milton City Limits	(D)	Rural Minor Collector/ Minor Arterial
Cr-191 (Willard Norris Road)	CR-197 (Chumuckla Highway) to SR 89N (Dogwood Drive)	(D)	Rural Minor Collector/Urban Collector
CR 191B/281B (Sterling Way/ Cyanamid Road)	Entire Roadway	(D)	Urban Collector
CR-197 (Chumuckl a Highway)	SR-10 (US-90) to CR-191 (Willard Norris Road)	(D)	Minor Arterial/ Urban Collector/ Rural Major Collector
CR-197 (Floridatow n Road)	Diamond Street to SR-10 (US-90)	(D)	Urban Local
CR-197A (Woodbine Road)	Entire Roadway	(D)	Urban Collector
CR-197A (Bell Lane)	Entire Roadway	(D)	Urban Collector
CR-182 (Allentown	Entire Roadway		

Road/School Road}			
CR 191A (Old Bagdad Highway)	Entire Roadway	(D)	Urban-Collector
CR 191A (Oriole Beach Road)	Entire Roadway	(D)	Urban-Local
CR 191B (Soundside Drive)	Entire Roadway	(D)	Urban-Local
East Spencerfield Road	Entire Roadway	(D)	Urban-Collector
CR 197B (West Spencerfield Road)	Entire Roadway	(D)	Urban-Collector
Pine Blossom Road	Entire Roadway	(D)	Not classified
Glover Lane	SR 10 (US 90) to CR 184A (Berryhill Road)	(D)	Not classified
CR 191A (Mulat Road)	CR 191B (Sterling Way) to SR 281 Avalon Boulevard	(D)	Urban-Local
Hamilton Bridge Road	East Spencerfield Road to Milton City Limits	(D)	Urban-Collector

• The maximum daily traffic volume allowed is 20,020 Average Annual Daily Trips
 Source: Federal Functional Classifications consistent with Federal Aid Road Report, December 13, 2008, published by the Florida Department of Transportation Statistics Office Available online at <http://www.dot.state.fl.us/planning/statistics/fedaid/>. The federal functional classification handbook and boundary information can be found at <http://www.dot.state.fl.us/planning/statistics/hwysys/>.

~~**Objective 4.1.C • Promote a cooperative, continuing and comprehensive area transportation planning process by continually coordinating the County’s decision-making process with the plans and programs of the Florida-Alabama Transportation Planning Organization (TPO), the Okaloosa-Walton Transportation Planning Organization, the Florida Department of Transportation (FDOT) and other local, regional, state, and national agencies as appropriate.**~~

~~Policy 4.1.C.1 2.1.B.5 • The County will continue to participate in the preparation of the TPO’s short and long range plans. The County’s participation will continue to be the provision of representation on the TPO and its committees thus assuring that necessary and desirable projects within Santa Rosa County are consistent with this Plan and with the overall transportation objectives of the County.~~

~~Policy 4.1.C.2 2.1.B.6 • To ensure continued mobility within the US 90 and 98 corridors, the County will:~~

~~(1) — Actively participate in the update of the TPO’s Transit Development Plan with the goal of providing express transit service along the US 90 corridor as identified on the Future Transportation Map series (maps 4-1, 4-2, and 4-3)~~

~~(2) — Continue to implement recommendations of the 2002 US 90 Corridor Management Report;~~

~~(3) — Facilitate parallel mobility within the corridors to the maximum extent possible by requiring or providing parallel roads, interconnection of development, sidewalks and bike lands whenever feasible;~~

~~(4) — Continue to work with FDOT to improve traffic flow at key intersections.~~

~~**Objective 4.1.D • Reserved**~~

~~**Objective 4.1.E • Give the highest priority to transportation projects that will relieve existing traffic congestion**~~

~~Policy 4.1.E.1 • The County shall use measures of congestion to prioritize transportation projects in the Capital Improvements Element.~~

Staff Analysis Comment: This policy was relocated.

~~Policy 4.1.E.2 • The County shall continue to request, recommend, and support immediate roadway improvements in order to relieve the congestion on the segment of US 90 between Canal Street and SR 875.~~

~~Policy 4.1.E.3 • The County shall continue to request, recommend, and support immediate roadway improvements in order to relieve the congestion on the segment of SR 281 (Avalon Boulevard) between 1-10 and US 90.~~

~~Policy 4.1.E.4 • The County shall continue to request, recommend, and support immediate roadway improvements in order to relieve the congestion on all segments of US 98.~~

~~Policy 4.1.E.5 2.1.B.7 • Maps 4-1 through 4-5~~ Map 2-1 shows the planned future transportation system for Santa Rosa County and is incorporated herein by reference.

Staff Analysis Note: This Policy was relocated.

Policy 2.1.B.8 • The County shall continue to request, recommend, and support the feasibility of a multi-modal Navarre Community Access Road.

Policy 2.1.B.9 • The County shall continue to request, recommend, and support the feasibility of a north-south connection from US 90 to Berryhill Road.

Policy 2.1.B.10 • The County shall continue to request, recommend, and support the feasibility of an east-west connection from SR 87 to Escambia County.

~~**Objective 4.1.F • Provide a transportation system that optimizes preservation and efficiency of existing transportation facilities by minimizing the need for new highway construction through identification of strategies to reduce travel demand, encourage alternate modes and implement traffic operations improvements.**~~

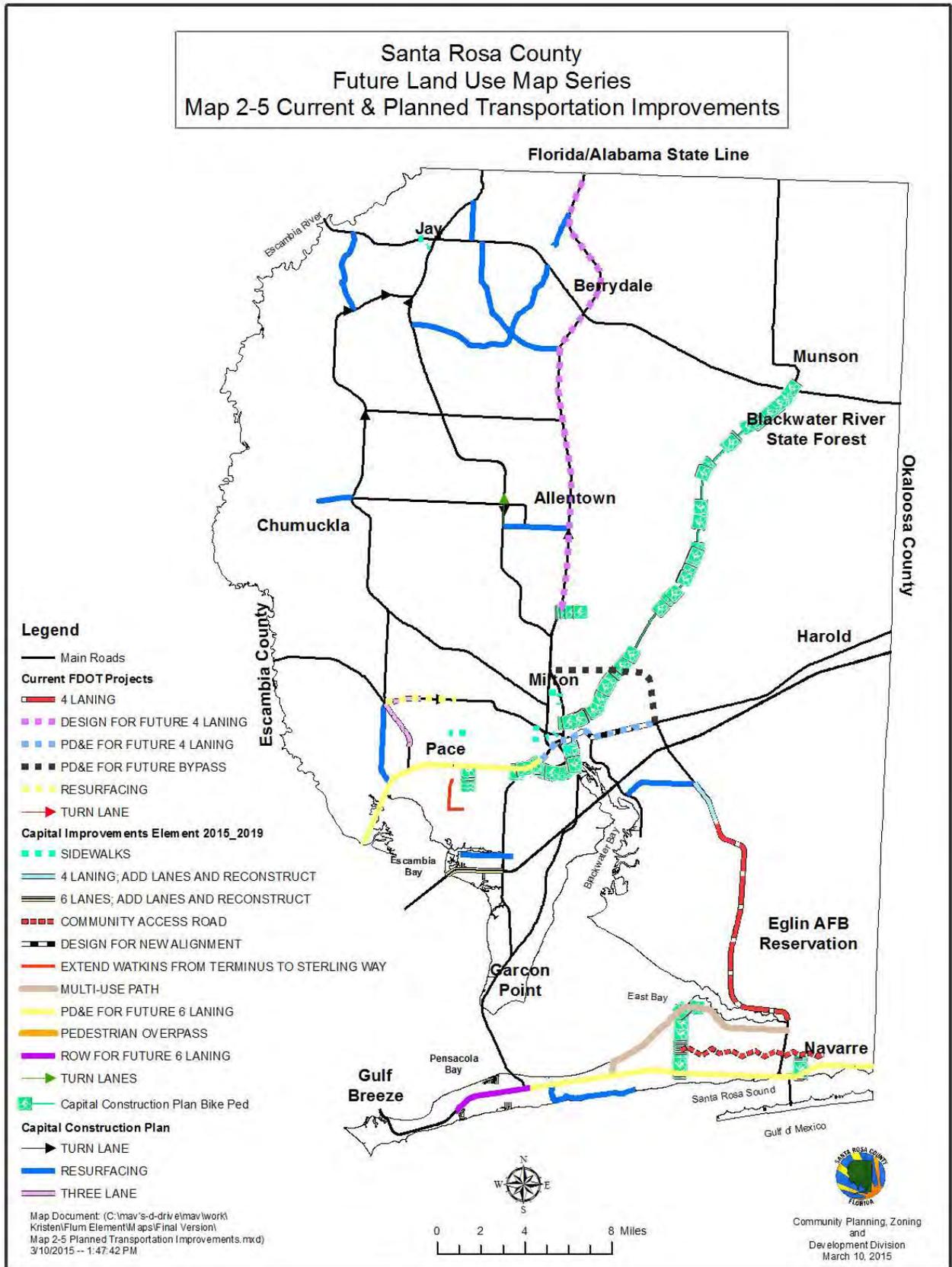
~~Policy 4.1.F.1~~ 2.1.B.10 • The County will coordinate with the Florida-Alabama Transportation Planning Organization (TPO) in the development of the Traffic Operations Project Priorities for inclusion in the five year Transportation Improvement Program and in the development of the Transit Development Plan.

~~Policy 4.1.F.2~~ 2.1.B.11 • Prior to approving new road construction projects for the purposes of adding capacity the County shall investigate the feasibility of alternative improvements to the existing roadway system such as: intersection improvements; synchronization of traffic signals; traffic calming measures; installation of auxiliary lanes; redesign and realignment of roadways; and multi-modal systems.

~~Policy 4.1.F.3 • The Santa Rosa County Land Development Code will continue to include provisions for entering into development agreements in order for developers to implement infrastructure improvements as a condition of a development order.~~

Staff Analysis Note: This policy was relocated to Policy 2.1.E.4 below.

Santa Rosa County
 Future Land Use Map Series
 Map 2-5 Current & Planned Transportation Improvements



Objective 2.1.C • Provide for multi modal transportation facilities that are viable transportation alternatives, promote community health, and are safe non-motorized transportation facilities for mobility and recreation.

Staff Analysis Comment: Statutory requirement for transportation element now includes “multi-modal” planning.

Policy ~~4.1.F.4~~ 2.1.C.1 • Santa Rosa County shall coordinate with the ~~MPO~~ TPO on the development of the Bicycle and Pedestrian Plan. The County will seek to include projects identified in this plan in the Capital Improvements Element when financially feasible or seek outside funding, from sources such as TPO set aside, Transportation ~~Enhancement~~ Alternatives Program, Community Traffic Safety Team, Safe Routes to School, and others, to advance their completion.

~~Policy 4.1.F.5 • The Santa Rosa County Land Development Code shall require residential and commercial project designs to incorporate interior connections and interconnections to reduce traffic on major arterials, collectors and intersections.~~

Staff Analysis Note: This policy was redundant with 2.1.A. 3

Policy ~~4.1.F.6~~ 2.1.C.2 • Santa Rosa County shall coordinate with the West Florida Commuter Assistance Program (RideOn) and Florida Department of Transportation to facilitate car pooling and van pooling in an effort to reduce single occupancy vehicle trips, increase commuter travel options and implement employer based transportation demand management strategies in order to enhance the efficiency of the existing transportation infrastructure, decrease vehicle miles traveled, reduce recurring congestion and, specifically, to preserve existing capacity during peak daily travel times.

Policy ~~4.1.F.7~~ 2.1.C.3 • The County shall explore grant opportunities and other funding sources to implement transit as an alternate mode of travel in accordance with Transit Development Plans, Transportation Planning Organization Long Range Transportation Plans, and the Santa Rosa County Transit Feasibility Study ~~conducted in 2007~~ completed in August of 2008.

~~Policy 4.1.F.8 • The County shall provide bicycle and pedestrian access to public schools consistent with Florida Statutes. Bicycle access to public schools should be incorporated in the countywide bicycle plan. Parking at public schools should be incorporated in the countywide bicycle plan. Parking at public schools will be provided consistent to applicable Land Development Regulations.~~

Policy ~~4.1.F.9~~ 2.1.C.4 • It is the policy of the County to reduce hazardous walking conditions consistent with Florida’s Safeways to School program within the vicinity of public schools. The County, in coordination with the School Board, shall implement the following strategies:

1. New developments adjacent to school properties shall be required to provide a right-of-way and a direct accesspath for pedestrian travel to existing and planned school sites, and shall connect to the neighborhood’s existing pedestrian network;
2. ~~For new developments and redevelopment,~~ Within 2 miles of an existing or planned school, the County shall promote sidewalks (complete, unobstructed, and continuous with a minimum width of 5 feet) or payment in lieu of installation along the corridor that directly serves the school, or qualifies as an acceptably designed walk or bicycle route to the school.
3. In order to ensure continuous pedestrian access to public schools, priority will be given to cases of hazardous walking conditions pursuant to Section 1006.23, Florida Statutes, ~~and specific provisions for constructing such facilities will be included in the County’s schedule of capital improvements adopted each fiscal year;~~ and
4. Evaluate school zones to consider safe crossing of children along major roadways, including prioritized areas for sidewalk improvements including; schools with a high number of pedestrian and bicycle injuries or fatalities, schools requiring courtesy busing for hazardous walking conditions, schools with significant walking populations, but poor pedestrian and bicycle access, and needed safety improvements.

~~Objective 4.1.G • Establish strategies that will facilitate the use of alternatives to traveling on the Florida Intrastate Highway System to protect its interregional and intrastate functions.~~

~~Policy 4.1.G.1 • The County supports the continued utilization of the Garcon Point Bridge as an alternative to SR 87, which is part of the Florida Intrastate Highway System in order to minimize local traffic on this facility.~~

Staff Analysis Note: This Policy was relocated.

~~Policy 4.1.G.2 2.1.C.5~~ • The County shall, as necessary, ensure that development includes features that encourage cross access, bicycle use and pedestrian movement to minimize utilization of the major roadway network, particularly in urban or urbanizing areas.

Policy 2.1.C.6 • All new development projects with internal circulation and or parking needs shall be required to provide safe and convenient labor intensive transportation facilities such as sidewalks, cross walks, throughways, and bicycle parking to accommodate the needs of the development project. Nothing in this policy shall be construed to limit further Land Development Code requirements for frontage road sidewalks or bike facilities.

Staff Analysis Note: This policy was modified and relocated here, not a new policy (reference Policy 4.1.A.3).

Policy 2.1.C.7 • New Residential developments of a specified density shall be required to construct sidewalks internal to the development that connect to external facilities, if existing, as specified within the Land Development Code.

Staff Analysis Note: This is a new policy that would require Land Development Code implementation. It specifies that new residential developments of sufficient density- staff recommends that the Land Development Code specify developments that are three units per acre or greater in density- shall be required to install internal sidewalks. This is consistent with the current requirements of Escambia, Okaloosa and Walton Counties.

Policy 2.1.C.7 • New subdivisions shall incorporate sidewalks within the subdivision and leading to schools based on traffic volumes and proximity to schools.

Staff Analysis Note: This policy was relocated here, not a new Policy (reference Policy 4.1.O.10). However staff recommends clarification of the Policy within the Land Development Code for effective implementation.

Policy 2.1.C.8 • The County will support connections and improvement of Old State Road 1 (Old Brick Road), the Blackwater Heritage Trail, and the Bagdad Heritage Trail as alternate modes of travel between Milton, Bagdad, East Milton, and Naval Air Station Whiting Field.

Staff Analysis Note: This policy was relocated here, not a new Policy (reference Policy 4.1.O.12).

Objective 4.1.H.D • Encourage accessible public transportation for the transportation disadvantaged.

Policy 4.1.H.1 2.1.D.1 • Continue to support the coordination of local social service transportation by the designated provider.

Policy 4.1.H.2 2.1.D.2 • Continue to work with the Florida-Alabama Transportation Planning Organization (TPO) on the development of the Transportation Disadvantaged Service Plan.

Policy 2.1.D.3 • In coordination with the Community Transportation Coordinator, the Florida-Alabama TPO and the Florida Department of Transportation, the County shall consider expansion of public transportation services.

Policy 2.1.D.4 • If fixed route public transportation is planned, stops will include major traffic generators or attractors and will try to connect people with destinations depending on the purpose of the route: access to jobs, shopping, recreation, medical, education, etc.

~~**Objective 4.1.I.1 • Minimize adverse impact on the economy, environment, natural and scenic views and existing developments by balancing the location, design, construction and operation of the transportation system with existing development and environmental features.**~~

~~Policy 4.1.I.1 • Coordinate transportation decisions with the goals and policies of TEAM Santa Rosa.~~

~~Policy 4.1.I.2 • Design and build transportation facilities to reflect the scale and character of surrounding development and natural features.~~

~~Policy 4.1.I.3 • Provide or require the provision of non-motorized transportation facilities to link residential areas with recreational, public institutional and commercial areas in a safe manner. These facilities can include, but are not limited to, sidewalks, multi-use paths, pavement striping and signage.~~

Objective 4.2.1.E • Provide measures to relieve financial constraints on improvements to the transportation system.

~~Policy 4.1.J.1 2.1.E.1 • Encourage greater state and federal participation in funding transportation projects and local adoption of measures to augment these revenue sources if needed.~~

~~Policy 4.1.J.2 2.1.E.2 • Seek outside grant funding to construct or advance construction of transportation projects within Santa Rosa County.~~

~~Policy 4.1.J.3 2.1.E.3 • Equitably distribute transportation costs by requiring development projects to construct appropriate transportation improvements on the public transportation system in accordance with the development's proportional impact. These improvements can include, but are not limited to, ingress/egress lanes, traffic control measures and turn lanes within the development's area of impact.~~

Policy 2.1.E.4 • The Santa Rosa County Land Development Code will continue to include provisions for entering into development agreements in order for developers to implement infrastructure improvements as a condition of a development order.

Staff Analysis Note: This policy was relocated, not a new policy (reference Policy 4.1.F.3).

Policy 2.1.E.5 • The County shall use measures of congestion to prioritize roadway transportation projects in the Capital Improvements Element.

Staff Analysis Note: This policy was relocated, not a new policy (reference Policy 4.1.E.1).

Policy 2.1.E.5 • Based on the traffic impact analysis provided by the applicant, development projects requiring large scale amendments to the Future Land Use Map may be provided the option of entering into a development agreement that specifies one or more of the following: paying a proportionate fee; providing right of way or land in the form of a development exaction; providing for a physical improvement; development phasing; or a reduction in development potential as a means of mitigating any impacts generated by the development.

Staff Analysis Note: This is a new policy that codifies current operating procedure. In the past, when deliberating large scale plan amendments these options have been utilized by the Zoning Board and Board of County Commissioners as an option for the development project to move forward.

Objective 4.1.K.F • To provide safe, coordinated, economical and attractive aviation facilities to meet the private aviation demand requirements of the County.

Policy ~~4.1.K.1~~ 2.1.F.1 • The Santa Rosa County Land Development Code contains regulations addressing noise abatement, the height of structures, land use compatibility and Airport Environs Overlay Zones.

Policy ~~4.1.K.2~~ 2.1.F.2 • The County will support the Peter Prince Airport improvements identified as desirable in the ~~2000~~ 2015 “Master Plan Update”.

Policy ~~4.1.K.3~~ 2.1.F.3 • All development and expansion of existing or proposed aviation facilities shall be consistent with the adopted herein Future Land Use Map and the goals, objectives, and policies of the Conservation and Coastal Management Elements of this Plan.

~~**Objective 4.1.L • Coordinate the surface transportation system with airports and related facilities.**~~

Policy 4.1.L.1 • The County will continue to cooperate with the Florida-Alabama Transportation Planning Organization (TPO) and the Florida Department of Transportation in order to provide access and mobility to Peter Prince Airport.

Policy 4.1.L.2 • The County will continue to cooperate with Chessie System Xpress Transportation (CSX), Inc. and the Florida Department of Transportation so that access to Peter Prince Airport by rail is maintained.

~~**Objective 4.1.M • The County shall continue to coordinate its transportation and land use planning activities with the military.**~~

Policy 4.1.M.1 • Reserved

~~**Objective 4.1. M • Preserve corridors for improvement of the transportation network to maintain adopted level of service standards.**~~

Policy 4.1.N.1 • ~~Identify corridors to be preserved for improvement of the transportation network on the Future Transportation Map Series. Corridor preservation applies to~~

- ~~(1) addition of lanes to existing roads;~~
- ~~(2) new alignments where no road currently exists;~~
- ~~3) multimodal facilities such as paths and transit facilities; and~~
- ~~(4) intersection improvements.~~

Policy 4.1. N.2 • ~~A transportation corridor preservation ordinance will be developed for the purpose of protecting rights of way for improvement of existing facilities and for future new alignments and facilities identified on the Future Transportation Map Series.~~

~~Objective 4.1.O • Implement strategies to reduce green house gas emissions through transportation planning, multimodal transportation services, and infrastructure improvements. Increasing traffic congestion and vehicle miles traveled (VMT) contribute to the rise in green house gases. Therefore, transportation planning, multimodal transportation services and infrastructure improvements aimed at reducing the growth of traffic congestion and VMT will help to reduce green house gas emissions~~

~~Policy 4.1.O.1 • The County shall continue to participate in the Florida-Alabama Transportation Planning Organization (TPO) Congestion Management Process to reduce congestion on roads within the County's jurisdiction.~~

~~Policy 4.1.O.2 • The County shall continue to participate in the Florida-Alabama TPO Traffic Signal Working Group to advocate the set aside of federal/state funds for traffic signal timing on a regular basis and to identify corridors for traffic signal timing within the County's jurisdiction.~~

~~Policy 4.1.O.3 • The County shall continue to work with the Florida-Alabama TPO Technical Coordinating Committee to identify intersections in need of pedestrian actuated crossing signals, which reduce congestion by only allowing time for pedestrian crossing in the signal timing cycle if pedestrians are physically present, thus allowing more time for passage of through traffic and less time for engine idling.~~

~~Policy 4.1.O.4 • If Santa Rosa County becomes designated as non-attainment of the ozone air quality standard, the County will participate in the interagency planning process and other measures to ensure conformity with the ozone budget. As a by-product of the conformity planning process for ozone, green house gases will also be reduced since the same measures to reduce formation of ozone at ground level (reducing traffic congestion and reducing vehicle miles traveled) will also result in reduction of green house gases~~

~~Policy 4.1.O.5 • The County shall participate in the update of the US-90 and 98 Corridor Management Plans whose goals are to identify short term projects to improve transportation systems operation and safety. Projects are implemented as funding becomes available.~~

~~Policy 4.1.O.6 • The County shall continue to participate with the Florida-Alabama TPO in development of the TPO's plan for bicycle/pedestrian facilities to be funded by federal and state set aside funds in the TPO planning process. In addition, the County shall develop its own plan for bicycle/pedestrian projects targeted to other funding sources such as grant programs and county revenues.~~

~~Policy 4.1.O.7 • In coordination with the Community Transportation Coordinator, the Florida-Alabama TPO and the Florida Department of Transportation, the County shall consider expansion of public transportation services.~~

Staff Analysis Comment: This Policy was relocated.

~~Policy 4.1.O.8 ● If fixed route public transportation is planned, stops will include major traffic generators or attractors and will try to connect people with destinations depending on the purpose of the route: access to jobs, shopping, recreation, medical, education, etc.~~

Staff Analysis Comment: This Policy was relocated.

~~Policy 4.1.O.9 ● The County shall continue to work with the West Florida Commuter Services program staff and Florida Department of Transportation to facilitate car pooling and van pooling.~~

Staff Analysis Comment: This Policy was relocated.

~~Policy 4.1.O.10 ● New subdivisions shall incorporate sidewalks within the subdivision and leading to schools based on traffic volumes and proximity to schools.~~

Staff Analysis Comment: This Policy was relocated.

~~Policy 4.1.O.11 ● New developments should connect with adjacent developments to decrease patrons' vehicle miles traveled and to improve the efficiency of the roadway.~~

Staff Analysis Comment: This Policy was relocated.

~~Policy 4.1.O.12 ● The County will support connections and improvement of Old State Road 1 (Old Brick Road), the Blackwater Heritage Trail, and the Bagdad Heritage Trail as alternate modes of travel between Milton, Bagdad, East Milton, and Naval Air Station Whiting Field.~~

Staff Analysis Comment: This Policy was relocated.

~~Policy 4.1.O.13 ● The County shall support trails, sidewalks, and connections that serve multimodal travel as an alternative to motor vehicle travel on US 98 and US 90.~~

Staff Analysis Comment: This Policy was relocated.

2.0 Transportation Element Supporting Documentation

2.1 Introduction

Transportation is one of the most important components of a community's infrastructure. Not only does the transportation system connect land uses within the county; it also connects the county to other areas in the state, country and world. The transportation system in Santa Rosa County primarily consists the traffic circulation system (roadways), the bicycle/pedestrian system and the airport and rail systems. Each is just part of an overall, coordinated transportation system. In Santa Rosa County, as in most areas, the traffic circulation system is the most visible component. Santa Rosa County originally adopted the Traffic Circulation Element with its Comprehensive Plan in 1990.

2.2. Making the Land Use Connection

The transportation system is important not only because it provides for travel within and through the county, but also because it provides direct access to land parcels. For this reason, the relationship between land use and transportation is important. While transportation facilities are necessary to accommodate growth and development, the land use pattern also affects the transportation system. For instance, having convenient retail and a functional mix of land uses within the County's planning areas can reduce travel time and demand on roadways. Urban areas where people can live close to where they work are finding that providing alternative modes of transportation and reducing the amount of money spent on traditional car oriented infrastructure is cost effective.

Santa Rosa County is predominantly residential with major work place destinations such as the nearby military bases and the City of Pensacola creating commute demand. Major traffic generators in the County include the cities of Milton and Gulf Breeze as well as two major tourist destinations, Pensacola Beach (in Escambia County) and Navarre Beach (in Santa Rosa County). During peak tourist season there is some delay at the Navarre Beach Bridge. NAS Whiting Field along with Eglin AFB and Hurlburt Field AFB (both located in Okaloosa County) are important military bases in the region and are major traffic generators.

In general, traffic flows west from Gulf Breeze and Pace into employment centers in Escambia County during the morning peak hours and back to the east in the evening. In Navarre, traffic actually travels out of the urbanized area to Hurlburt Field Air Force Base, Fort Walton Beach, Eglin Air Force Base, and surrounding industrial employers. The City of Milton, NAS Whiting Field, and the Santa Rosa County Industrial Park are the major employment centers in central Santa Rosa County.

2.3 Relationship to Other Elements of the Comprehensive Plan

The Transportation Element is closely related to many of the other Comprehensive Plan Elements. A key relationship exists between this Element and the *Future Land Use Element*, which provides an overall blueprint for the future growth patterns within the County. Land use decisions will determine transportation demands and those areas where investments in transportation improvements are necessary.

The *Recreation Element* determines the location and types of recreational facilities for which access is necessary, as well as addressing conversions of abandoned transportation facilities to active recreational trails, and the establishment of an overall system of bikeways and pedestrian trails.

The *Infrastructure Element* addresses public water and sewer, stormwater and solid waste, thereby helping to shape development trends within the planning horizon and influencing the analysis of transportation demand and facility need.

The *Conservation/Coastal Element* identifies all County natural resources in need of management and conservation, due to their function or characteristics. This includes management of transportation services for the purposes of both conservation and hazard mitigation.

The *Intergovernmental Coordination Element* provides opportunities to improve the County's collaboration and coordination with other agencies, such as the Florida Department of Transportation, the Transportation Planning Organizations, as well as neighboring Counties and jurisdictions, in transportation planning and provision of transportation services in the region.

The *Capital Improvements Element* reflects the plan for transportation capital outlay, which should support the Goals, Objectives, and Policies of this Element.

2.4 Transportation Planning Concepts

2.4.1 Urban, Transitioning and Rural Areas

Many Federal transportation programs and policies rely upon a clear and well-documented distinction between urban and rural areas. Urban and rural areas are explicitly defined by the Census Bureau according to specific population, density and related criteria. From these technical definitions, irregularities and boundaries that are separated from or inconsistent with transportation features may result. For transportation purposes, States have the option of using census-defined urban boundaries exclusively, or they may adjust the census-defined boundaries to be more consistent with transportation needs. In general, there are also differences in the way FHWA and the Census Bureau define and describe urban and rural areas. The Census Bureau defines urban areas solely for the purpose of tabulating and presenting Census Bureau statistical data. According to 23 U.S.C. 101(a)(33), areas of population greater than 5,000 can qualify as urban, in contrast to the Census Bureau's threshold of 2,500. There are also differences in the terminology used to describe sub-categories of urban areas. FHWA refers to the smallest urban area as a Small Urban Area, while the Census Bureau refers to Urban Clusters. FHWA's definitions are summarized in Table 2-1 below.

FHWA Area Definition	Population Range	Allowed Urban Area Boundary Adjustments
Urban Area	5,000+	Yes
Small Urban Area (From Clusters)	5,000-49,999	Yes
Urbanized Area	50,000+	Yes

Map 2-1 Depicts the functional classifications for Santa Rosa County roadways and the FHWA designated areas used in determining these functional classifications.

2.4.1.1. Urbanized Area

The urbanized area is an important factor in determining the functional classification of a roadway, as well as determining the area within the County to be part of the planning area of the Transportation Planning Organization. The Urbanized Area Boundary is an area that consists of a densely settled core of census tracts and census blocks that meet minimum population density requirements, along with adjacent densely

settled surrounding census blocks that together encompass a population of at least 50,000 people. These areas are initially established by the U.S. Bureau of Census with the decennial census and for transportation purposes adjusted slightly by the TPO, in consultation with FDOT and the Federal Highway Administration.

Any adjusted Census urban area boundary must be agreed on by the appropriate local governmental officials (City, County and/or MPO) in cooperation with the District Office and TranStat, and approved by Federal Highway Administration (FHWA). This final boundary is referred to as the FHWA urban or urbanized area boundary. FHWA adjusted urban area boundaries are to be established before or concurrent with initiating functional classification activities within a given county.

Census boundaries can and should be expanded so as to smooth out irregularities, maintain administrative continuity of peripheral routes, and encompass fringe areas having residential, commercial, industrial, and/or national defense significance. Transportation terminals serving the area such as airports and seaports should also be included within the redefined area if they lie within a reasonable distance of the urban area boundary that would otherwise be selected. Careful consideration should be given to the selection of boundary locations which will include logical control points for transportation linkages such as interchanges, major cross roads, etc., where the inclusion of such areas will not unduly distort the urban area as would otherwise be selected. Boundaries should not be modified to accommodate a single project.

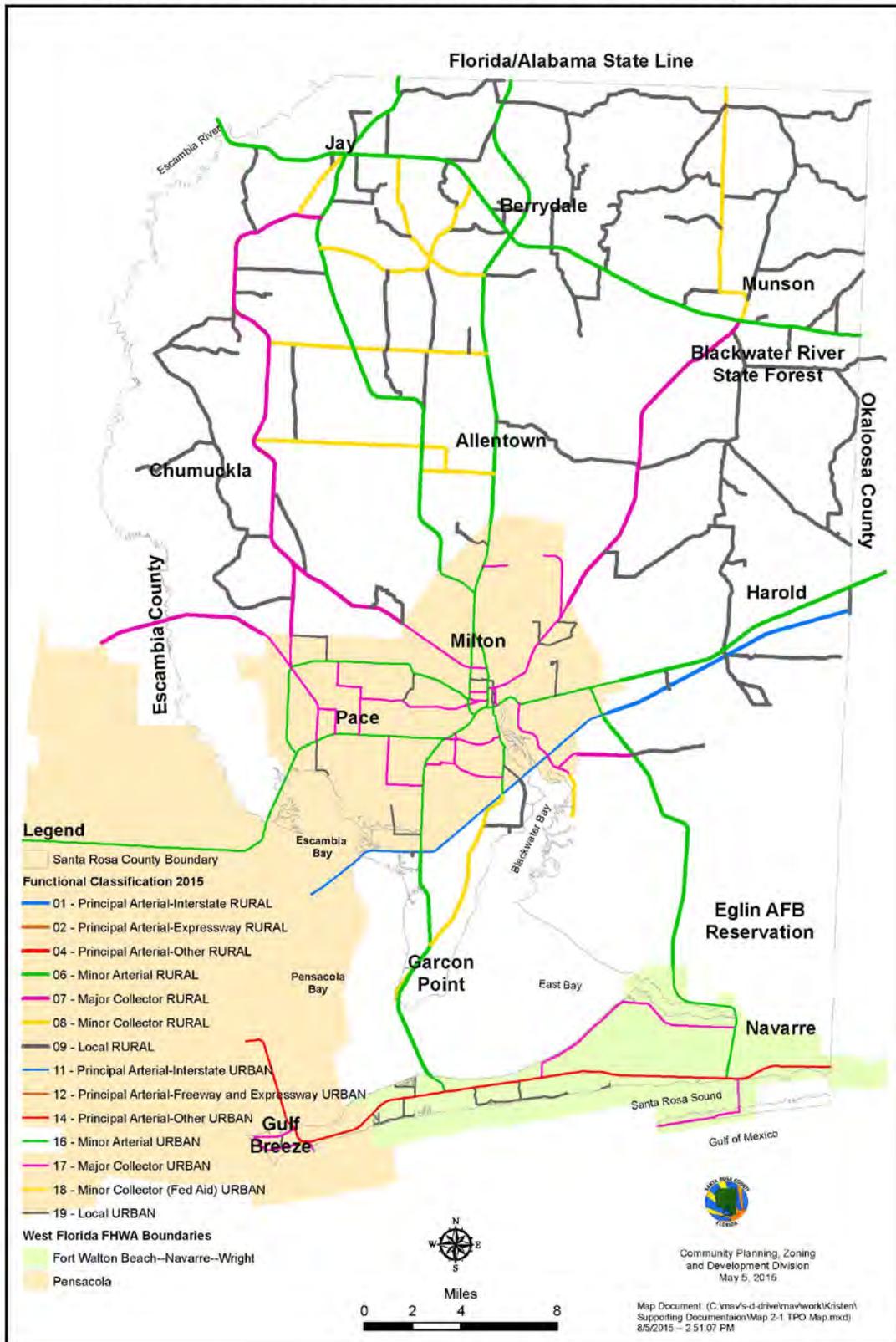
2.4.1.2 Transitioning Area

Transitioning Areas are “fringe” areas that exhibit characteristics between rural and urban/urbanized characteristics. Transitioning Area boundaries are important for several aspects of transportation planning and facilities development and operations in Florida. Transitioning Area boundaries are used in the determination of Level of Service (LOS) standards and capacity/LOS measurement, access management, interchange spacing, signage, and posted speed limits, and they may be a factor in determining design standards for roadway improvements. As such, they have significant impact on corridor studies (including PD&E studies), project traffic analyses, local impact analyses, and overall design standards for roadway improvements.

2.4.1.3 Rural Area

The U.S. Department of Transportation defines rural in two ways: first, for highway functional classification and outdoor advertising regulations, rural is considered anything outside of an area with a population of 5,000; second, for planning purposes, rural is considered to be areas outside of metropolitan areas 50,000 or greater in population. This definition leaves a lot of room for significant differences within these categories. Therefore, it is prudent to describe rural based upon what we see across the country. For the purposes of this document, “rural” is considered to be non-metropolitan areas outside the limits of any incorporated or unincorporated city, town, or village.

Map 2-1 Federal Highways Administration Boundary & Functional Classification of Roads within Santa Rosa County, Florida



2.4.2 Functional Classification

Functional classification is defined in the Florida Department of Transportation’s Urban Boundary and Functional Classification Handbook (2013). Functional classification is the process when streets and highways are grouped into classes, or systems, according to the character of service they provide. The designation of functional classification is made at least once every 10 years following the decennial Census.

According to FDOT’s Handbook, travel desire relates to functional classification, with arterials representing the heaviest used trip route and locals representing the least used facility. The arterial system provides a high level of through traffic movement, local facilities provide predominantly direct property access and the collector system lies between the other two. Conceptually, in rural areas, arterial highways provide direct service between cities and larger towns and accommodate longer trip lengths. Collectors serve small towns and connect them to the arterial system. Local roads serve individual farms and other rural property uses ultimately tying to collectors. The same basic concepts apply in urban areas. The urban roadway network connects residential, commercial and public areas by this hierarchy of arterial, collector and local roads.

Five functional classification categories (Table 2-2) are common to rural and urban roads. The rural or urban designation is part of the complete functional classification designation; e.g., Urban Minor Arterial.

Table 2-2: Functional Classification Hierarchy

Urban	Rural
Principal Arterial	Principal Arterial
Minor Arterial	Minor Arterial
Major Collector	Major Collector
Minor Collector	Minor Collector
Local	Local

2.5 Level of Service Standards

Level of service, as used in transportation planning and engineering, is a qualitative measure describing operational conditions within a traffic stream and their perception by motorists. The qualitative descriptions are equated to quantitative measures for the purposes of planning and engineering analyses. Factors which affect the qualitative measures include vehicle density, average travel speed, volume to capacity ratio, average stopped delay, etc.

Level of Service A:

- Uninterrupted flow
- No restriction on maneuverability
- Little or no delay

Level of Service C:

- Speed and maneuverability restricted by higher traffic volumes
- Satisfactory operating speed for urban conditions
- Delay at signals

Level of Service E:

- Lower operating speeds
- Volumes at or near capacity
- Major delays and stoppages

Level of Service B:

- Stable flow conditions
- Operating speed begins to be restricted

Level of Service D:

- Low speeds
- Major delays at signals
- Little freedom to maneuver

Level of Service F

- Low speeds
- Stoppages for long periods because of downstream congestion

2.6 Current Transportation Planning Framework

The *Federal Highway Administration (FHWA)* is the agency responsible for developing regulations, policies, and guidelines to achieve safety, access, economic development, and other goals relating to comprehensive transportation systems in the United States. The FHWA provides federal funds to states for transportation programs.

The *Florida Department of Transportation (FDOT)* is the agency responsible for the planning, design, construction, and maintenance of the state highway system. The state highway system is established by Florida Statutes, and consists of all State and Federally designated roadways. The state has designated selected segments of the state highway system the Strategic Intermodal System (SIS). The SIS is made up of hubs (seaports, airports, bus terminals) and corridors (railways, waterways, and highways). In Santa Rosa County, I-10, SR 87 south of I-10, the CSX Railroad, and the Intracoastal Waterway are on the SIS. The FDOT has adopted The Florida Transportation Plan, which is part of the State Comprehensive Plan and guides major transportation planning for state facilities. Every year, the FDOT develops, with the cooperation of the TPOs, the Five-Year Work Program, which establishes priorities and funding for specific transportation improvement projects. Project priorities are established by the County Commission for improvements within the area outside of the urbanized area, generally north of Whiting Field. The Florida – Alabama Transportation Planning Organization (TPO) establishes priorities for roadway improvements within the urbanized area of the County (generally south of Whiting Field).

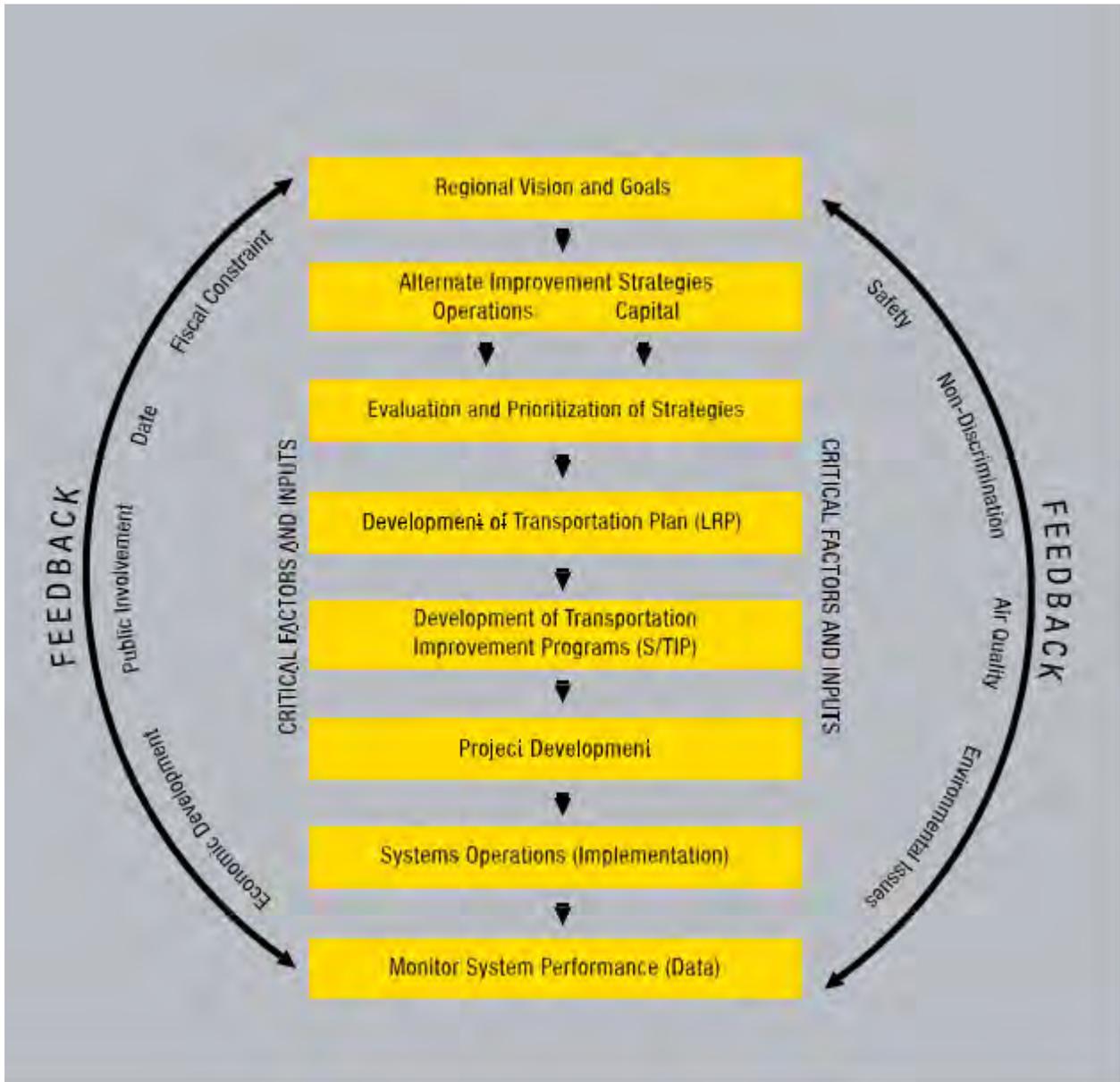
The western and eastern portions of south Santa Rosa County lie within two census-defined urbanized areas: the Pensacola and Fort Walton Beach - Navarre – Wright census-defined urbanized areas. For ease of administration, all Santa Rosa County Commissioners are voting members of the Florida –

Alabama Transportation Planning Organization (TPO) and the Navarre area is included in the planning area of the Florida – Alabama TPO. One Santa Rosa County Commissioner, representing Holley-Navarre, is a non-voting member of the Okaloosa – Walton TPO. The Northwest Florida Regional TPO was created in 2004 to coordinate plans of the Florida – Alabama and Okaloosa – Walton TPOs. The TPOs serve as the lead agencies for regional transportation planning. Much of the information in the Element was derived from TPO plans.

An interlocal agreement between the Cities of Pensacola, Milton and Gulf Breeze, Santa Rosa and Escambia County and FDOT formally established the Pensacola Urbanized Metropolitan Planning Organization (MPO) which became the Florida – Alabama Transportation Planning Organization (TPO) in 2004. The responsibilities of the TPO, as outlined in Sec. 339.175(9)(a), F.S., include “responsibility for transportation related air, noise, and water quality planning within the urbanized area.” Included in the responsibilities are the development of an annual transportation improvement program and a long-range transportation plan. TPO membership consists of the Santa Rosa County and Escambia County Commissions (five members each), one member of the Baldwin County, Alabama Commission, five Pensacola City Council members, a Councilman from the City of Orange Beach, Alabama, the General Manager of Escambia County Area Transit, one Gulf Breeze representative and one Milton representative. The TPO is staffed by the West Florida Regional Planning Council.

The key responsibility of the TPO is developing the Long Range Transportation Plan for the Region as well as associated Transportation Improvement Plans or Cost Feasible Plans. This chart (**Figure 2-1**) shows the critical factors and inputs that guide the developments of these plans. Projects small and large follow the transportation planning process shown.

Figure 2-1: Development of the Long Range Transportation Plan



Source: "A Guide to Transportation Decision Making", US Department of Transportation (2015)

2.7 Transportation Planning Demographics

Santa Rosa County encompasses 1,012 square miles or 647,680 acres. In terms of population density, Santa Rosa County's overall density in 2000 was 115 persons per square mile or 0.18 person per acre. In 2010, that number has increased to 158 persons per square mile or .25 person per acre. However, these densities are misleading since a large part of the county is within either Eglin Air Force Base or Blackwater River State Forest and, thus, cannot be developed. In addition, these densities do not recognize that the northern section of Santa Rosa County is largely agricultural. Population densities in the more heavily developed central and southern portions of the county are much higher:

- Milton Vicinity – average 1,375 persons per square mile
- Pace Vicinity – average 346 persons per square mile
- Gulf Breeze City – average 1,231 persons per square mile
- Midway Vicinity (Midway, Oriole Beach, Tiger Point) – 1,348 persons per square mile
- Navarre Vicinity – 1,364 persons per square mile
- Navarre Beach – average 264 persons per square mile

Santa Rosa County is a fairly affluent county - 57% of households have an annual income greater than \$50,000 per year and there is a high degree of access to private automobile transportation. According to the 2009-2013 American Community Survey, 96% of the households in the county have two or more vehicles available. Only 3.6% of households have no vehicles available.

The overwhelming majority of residents, 82.4%, drive alone to work. Only 2.3% of employed respondents reported commuting by walking/biking and 4.5% reported working from home. As would be expected in a county with few transit options, less than 1% of residents took public transportation to work. Average vehicle occupancy is 1.5 persons per vehicle.

The average travel time to work in Santa Rosa County is 27.1 minutes (2009-2013) up from 22.5 minutes in 2008. This is somewhat comparable to the national average of 25.2 minutes (2011), but is slightly less than the statewide average of 25.7(2006-2010) minutes.

2.8 Santa Rosa County Transportation System Description

The Santa Rosa County road network is dominated by the US 98 and 90 corridors. As is the case with most coastal counties, the more heavily urbanized areas are concentrated near the coast of the Gulf of Mexico in the southern portion of the county. Growth in this area is concentrated along the US 98 corridor. Another population center exists between Pace and Milton on the US 90 corridor. The Pace area continues to be one of the main growth areas in the County.

The CSX Railroad also traverses Santa Rosa County in an east-west orientation providing rail freight service. General aviation facilities are available at Peter Prince Field. Transportation disadvantaged services are provided countywide by the community transportation coordinator. There are no commercial port facilities within the County, but the region is served by the Port of Pensacola, just to the west in neighboring Escambia County.

2.8.1 Roads and Highways

The major interstate and interregional highways, Interstate 10, US98 and US90, traverse Santa Rosa County in an east-west direction. Each of the highways provides connections to all areas in the immediate region, the state and points as far west as Los Angeles, CA. SR4 also provides for east-west travel in and through the rural north end of Santa Rosa County.

The major east-west arterials in Santa Rosa County are complemented by a number of north-south arterials, which are oriented between the heavily urbanized south end along US98 and the urbanized US90 corridor. These north-south roadways include SR281 (Avalon Boulevard), SR89 and SR87. SR281 and SR87 are the only two major arterials that provide direct access to the south end of the county. CR191 (Garcon Point Road) also provides access from the community of Bagdad, I-10 and points along Blackwater Bay to the south end via the SR281 Garcon Point Toll Bridge. SR89, SR87, CR197 (Chumuckla Highway) and CR191 (Munson Highway) provide access to the north end of the county and points north of the Alabama State Line, including I-65.

In the immediate vicinity of Milton and Pace, the Santa Rosa County roadway network contains several roadways that provide connections between these roads and residential/commercial area within the US90 corridor. However, the roadway network in the south end of the county - along US98 - is characterized by few interconnecting local roads due to the peninsular nature of the area and the existing development pattern. Almost all of the traffic generated by residential and commercial land uses in the corridor is funneled directly onto US 98.

2.8.1 Coastal Evacuation

A critical point of analysis when looking at the County's roadway network is coastal evacuation timing. During a hurricane evacuation for Northwest Florida, a significant number of vehicles have to be moved on the roadway network in a relatively short period of time. With limited sheltering available in the region for a major hurricane in the coastal counties, most evacuees will go to inland counties and beyond to seek shelter. Critical transportation facilities within Santa Rosa County include I-10, SR 87, US 90, US 98 and SR 281.

The Florida Division of Emergency Management, Division of Community Planning and Department of Transportation, in coordination with the West Florida Regional Planning Council (WFRPC), have developed the Florida Statewide Regional Evacuation Study Program (SRESP) for the West Florida Region. This report updates the region's evacuation population estimates, evacuation clearance times and public shelter demands. Originally released on October 5, 2010, the study covers Bay, Escambia, Holmes, Okaloosa, Santa Rosa, Walton and Washington counties and their respective municipalities, and is updated as needed.

To correspond to the three different sets of demographic data, three model networks were ultimately developed. The base 2006 network and two future year networks to correspond to the 2010 demographic data and the 2015 demographic data. The 2006 base model network was updated to reflect roadway capacity improvement projects completed between 2006 and 2010 to create the 2010 network. The 2010 network was then updated to reflect planned roadway capacity improvement projects expected to be implemented between 2011 and 2015 to create the 2015 network.

Two distinct sets of analyses were conducted using the SRESP evacuation transportation model, including one set of analysis for growth management purposes and one set of analysis for emergency management purposes. The two sets of analysis include the following:

- Base Scenarios – The base scenarios were developed to estimate a series of worst case scenarios and are identical for all eleven Regional Planning Councils across the State. These scenarios assume 100 percent of the vulnerable population evacuates and includes impacts from counties outside of the RPC area. These scenarios are generally designed for growth management purposes, in order to ensure that all residents that choose to evacuate during an event are able to do so. These times are provided in **Tables 2-3 and 2-4** below.
- Operational Scenarios – The operational scenarios were developed by the RPCs in coordination with local county emergency managers and are designed to provide important information to emergency management personnel to plan for different storm events. These scenarios are different from region to region and vary for each evacuation level.

Table 2-3: 2010 Clearance Times for Base Scenario

	Evacuation Level A Base Scenario	Evacuation Level B Base Scenario	Evacuation Level C Base Scenario	Evacuation Level D Base Scenario	Evacuation Level E Base Scenario
Clearance Time to Shelter					
Santa Rosa	13.0	12.5	13.0	13.0	13.5
In County Clearance Times					
Santa Rosa	14.5	14.5	14.5	21.5	22.5
Out of County Clearance Times					
Santa Rosa	14.5	14.5	14.5	21.5	22.5
Regional Clearance Times					
West Florida	15.0	15.0	15.0	23.0	24.5

Table 2-4: 2015 Clearance Times for Base Scenario

	Evacuation Level A Base Scenario	Evacuation Level B Base Scenario	Evacuation Level C Base Scenario	Evacuation Level D Base Scenario	Evacuation Level E Base Scenario
Clearance Time to Shelter					
Santa Rosa	12.5	12.5	13.0	13.0	14.5
In County Clearance Times					
Santa Rosa	14.5	14.5	14.5	26.0	27.0
Out of County Clearance Times					
Santa Rosa	14.5	14.5	14.5	26.5	27.0
Regional Clearance Times					
Santa Rosa	15.0	15.0	15.0	28.0	28.5

Source: *Statewide Regional Study Program – West Florida Volume 4-1*

2.8.2 Mass Transit

Public transportation services in Santa Rosa County consist of the following:

- Paratransit (door-to-door) service provided to transportation disadvantaged residents in the urbanized area of the County
- Paratransit (door-to-door) service provided to all residents of the non-urbanized areas of the County
- Regional Transit Authority Feasibility Study conducted by the FL-AL Transportation Planning Organization in 2015.

For many years, the Transit Development Plans of both Escambia County Area Transit and Okaloosa County Transit have included in their strategies extension of service into Santa Rosa County. The Northwest Florida Regional Transportation Planning Organization (TPO) regional network includes a transit hub in Navarre connecting the routes from Escambia and Okaloosa. A Transit Feasibility Study conducted in 2007 by the Center for Urban Transportation Research (CUTR) at the University of South Florida showed Santa Rosa residents in favor of transit 4 – 1 and laid out the steps for implementing transit service. A pilot transit program was started in December 2010 that provided fixed route service along US 90 and connected with Escambia County Area Transit (ECAT) in Escambia County. The program was discontinued at the end of 2012 due to lack of ridership and community support.

2.8.2.1 Transportation Disadvantaged Program Overview

The Transportation Disadvantaged (TD) program was created by the Florida Legislature in 1979 to provide transportation services for persons who are unable to transport themselves because of physical or mental disability, income status, age, or because they may be children-at-risk. These transportation disadvantaged persons are dependent upon others to obtain access to health care, employment, education, shopping, social activities or other life-sustaining activities. In 1989, the legislature amended Chapter 427, Florida Statutes, and Rule 41-2, Florida Administrative Code, which govern the Transportation Disadvantaged (TD) program and created the Commission for the Transportation Disadvantaged (CTD). The CTD is comprised of representatives from various state agencies and other stakeholders in the TD program from around Florida. The CTD and its staff oversee the allocation of monies from the Transportation Disadvantaged Trust Fund (TDTF) which are used to operate the program and to provide trips for TD persons around the state. The CTD also conducts quality assurance monitoring and provides technical assistance to the local TD programs.

The TD program operates in each of Florida's 67 counties and its mission is to promote the delivery of transportation services to the TD population in a manner that is cost effective, efficient, and reduces fragmentation and duplication of services. There are several organizations and individuals at the local level that play a role in accomplishing this mission and they include: 1) local Community Transportation Coordinators (CTCs) who arrange, and in some cases, provide the transportation services for the TD population; 2) Local Coordinating Boards (LCBs) which provide advice and direction to the CTCs and also set local priorities for the provision of TD services; 3) Designated Official Planning Agencies (DOPAs), which recommend each local CTC to the Commission, conduct planning studies related to service delivery, appoint LCB members, and serve as staff support to the LCBs, and; 4) government and non-profit agencies that purchase the transportation services from the CTCs for their respective clients.

Community Transportation Coordinator (CTC)

The CTC for Santa Rosa Counties is now Tri-County Community Council, Inc. following the withdrawal of Pensacola Bay Transportation in December of 2014. This contract is in place for a 5 year period beginning January, 2015.

Local Coordinating Board (LCB)

The Local Coordinating Board in Santa Rosa County is comprised of a cross-section of individuals who have a stake in the local TD program. Members on the LCB are designated by the DOPA and include representatives from the following areas:

The Santa Rosa County Board of County Commissioners

Florida Department of Transportation

Community Action

Florida Department of Children & Family Services

Florida Department of Labor & Employment Security

Florida Department of Elder Affairs

Florida Agency for Health Care Administration

Santa Rosa District Schools

Early Childhood Services

1 Economically disadvantaged member of the community

1 Elderly member of the community

Persons with Disabilities;

1 Citizen advocate- system user

1 Citizen advocate- non-user

Private Transportation Industry

Mass Transit Agency

County Veterans Services

Designated Official Planning Agency (DOPA)

The West Florida Regional Planning Council (WFRPC) serves as the DOPA for the TD program in Santa Rosa County. The functions of the WFRPC include preparing the County's Transportation Disadvantaged Service Plan (TDSP), conducting an Annual Evaluation of the CTC, recommending the selection of the CTC to the CTD, and providing staff support for the LCB. Funding for these functions is provided through annual planning grant monies generated by the TDTF and distributed by the CTD.

Transportation Disadvantaged Service Plan (TDSP)

Pursuant to Chapter 427, F.S., the CTD requires that a TDSP be developed for each county participating in the TD program. This plan covers a three (3) year period and is updated annually. The TDSP consists of four (4) sections covering service demographics & demand, service delivery, quality assurance & standards, and cost allocation & rate structures. The Santa Rosa County TDSP is updated by the WFRPC and reviewed by the LCB.

Overview of TD Services

The TD services currently provided in Santa Rosa County are primarily demand-responsive in nature; Service is available 24 hours a day, 7 days a week by advanced registration. Service is available to clients of sponsoring agencies, non-sponsored transportation disadvantaged clients and to the general public at a mileage rate. Fares for trips vary depending upon the type of service required

2.8.3 Rail Facilities

One rail line, CSX, runs east-west through Santa Rosa County. There is a rail head for an industrial area south of US90 in the Floridatown area and a rail head in East Milton (County Industrial Park). The main rail line is a major line used by CSX to transport freight from its hub in Jacksonville to another hub in New Orleans. Many goods that travel on rail through Santa Rosa County from Jacksonville are bound to points on the Pacific Coast, Midwest and Mexico through rail lines converging in New Orleans. Some goods are also shipped via water through New Orleans to ports as distant as Southeast Asia. Similarly, goods headed westbound from New Orleans and points north and west are often bound for ships at the Port of Jacksonville. Obviously, the CSX line should remain active well into the future. There are no passenger rail terminals in Santa Rosa County.

Since the CSX rail line has such strategic implications for goods movement nationwide and internationally, it is expected to remain active. Other than considering the rail corridor in land use and transportation planning initiatives, no future needs are predicted.

2.8.4 Aviation Facilities

Peter Prince field is the only public airport located within Santa Rosa County. Most air travel service is provided to Santa Rosa County residents by the Pensacola Regional Airport to the west or the Destin - Fort Walton Beach Airport (VPS) to the east. Peter Prince Field is located three miles east-northeast of Milton and adjacent to the Santa Rosa County Industrial Park. It is accessed directly from US90, a 4-lane divided highway via a short, two-lane paved segment of roadway. The airport is also easily accessible from I-10 via SR87. The airport is comprised of approximately 224 acres, with an additional 10.61 acres in Runway Protection Zones (RPZ) under partial control.

Peter Prince Field is owned and operated by Santa Rosa County. It has been in use as an "aircraft land facility" since the early 1930's. The Airport is used primarily as a general aviation airport. It provides users with general aviation aircraft basing and training facilities, as well as charter, banner towing, and other aviation-related services. It offers general aviation services to the City of Milton and Santa Rosa County.

The airfield system at Peter Prince Field consists of one runway, 18-36. It is 3,700 feet by 75 feet and is oriented north-south. Runway 18-36 is served by a full length, 25 foot wide parallel taxiway 325 feet to the east of the runway. Both the runway and taxiway are designed for 30,000 pounds single gear. The runway is a hard surface runway, lighted, with a GPS instrument approach.

Public access aprons with 22 tiedown positions are located adjacent to the fixed base operator (FBO) facilities. A second apron with 21 additional tiedown positions is located adjacent to the parallel taxiway (east side). Santa Rosa County owns and operates six six-unit two two-unit "twin" hangars.

The County leases 97 hangars at the airport for general aviation use. Fixed base operator (FBO) services are contracted.

Peter Prince Field shares airspace with Naval Air Station Whiting Field (NAS Whiting). The airport is within the Pensacola Approach/ Departure Control Zone and NAS Whiting Airport RADAR Service Area (ARSA). Approach/ Departure control for the NAS Whiting ARSA and Peter Prince Field is handled by Pensacola Approach control. There is no air traffic control tower at Peter Prince Field. A GCO communications unit to facilitate instrument departures and arrivals, and a SuperUnicom automatically transmitting safety information (including visibility for instrument approaches) are fully operational.

2.8.4.1 Airport Surrounding Land Use Considerations

Land uses adjoining the airport have not been an issue. A Joint Land Use Study (JLUS) between the Navy and the County was completed and has become a model for similar studies throughout the country (reference the Future Land Use Element). As a result of the JLUS, an agreement was reached between the Navy and the County allowing the County to use the runway at NAS Whiting Field if the County did not expand the runway at Peter Prince Field. Expansion of Peter Prince Field would have conflicted with Navy airspace. As a result, the County acquired 260 acres adjacent to Whiting Field to construct an air industrial park. An air industrial park has been extremely successful at Bob Sikes Airport in Okaloosa County. The agreement between the Navy and the County was signed at the end of July 2009. Another far reaching development was the partnership between the Navy, the Nature Conservancy, the Blackwater River State Forest, and the County to acquire more land adjacent to NAS Whiting Field to prevent encroachment. The benefits to the County and environment are numerous: added recreational opportunities with an off road vehicle park and planned multi-use paths, protection of the Clear Creek watershed, protection of habitat, to name a few. As stated earlier, the cooperation between the Navy, County, state agencies and private organizations has been a model for other communities across the country.

2.8.5 Ports and Freight

There are no public shallow or deep water ports in Santa Rosa County. However, the Port of Pensacola in neighboring Escambia County is one of the State's fourteen deep water ports. This port serves business and industry throughout the region. Most freight related traffic travels on the SIS or other major arterials, of which US 90 and US 98 are threatened by congestion problems.

Since the Port of Pensacola and the pass to the Gulf of Mexico are both to the west of Santa Rosa County, the County's roadway system has little impact on waterborne Port traffic. The Navarre Beach Bridge does cross the Intracoastal Waterway, but it does not affect any normal waterborne traffic in this channel.

All waterways in Santa Rosa County are used predominantly for recreational boating and fishing. There are numerous marinas, wet and dry slips and boat ramps to serve County residents. Three main estuarine rivers drain the Santa Rosa County area and are used for the bulk of the County's recreational boating and fishing activities. These rivers are: 1) The Blackwater River 2) The Yellow River and 3) The Escambia River. There are several other smaller rivers, including the Coldwater and Juniper Creeks that are used recreationally and support commercial canoe liveries.

2.8.6 Non-motorized Transportation Modes

2.8.6.1 Sidewalks and Bike Facilities

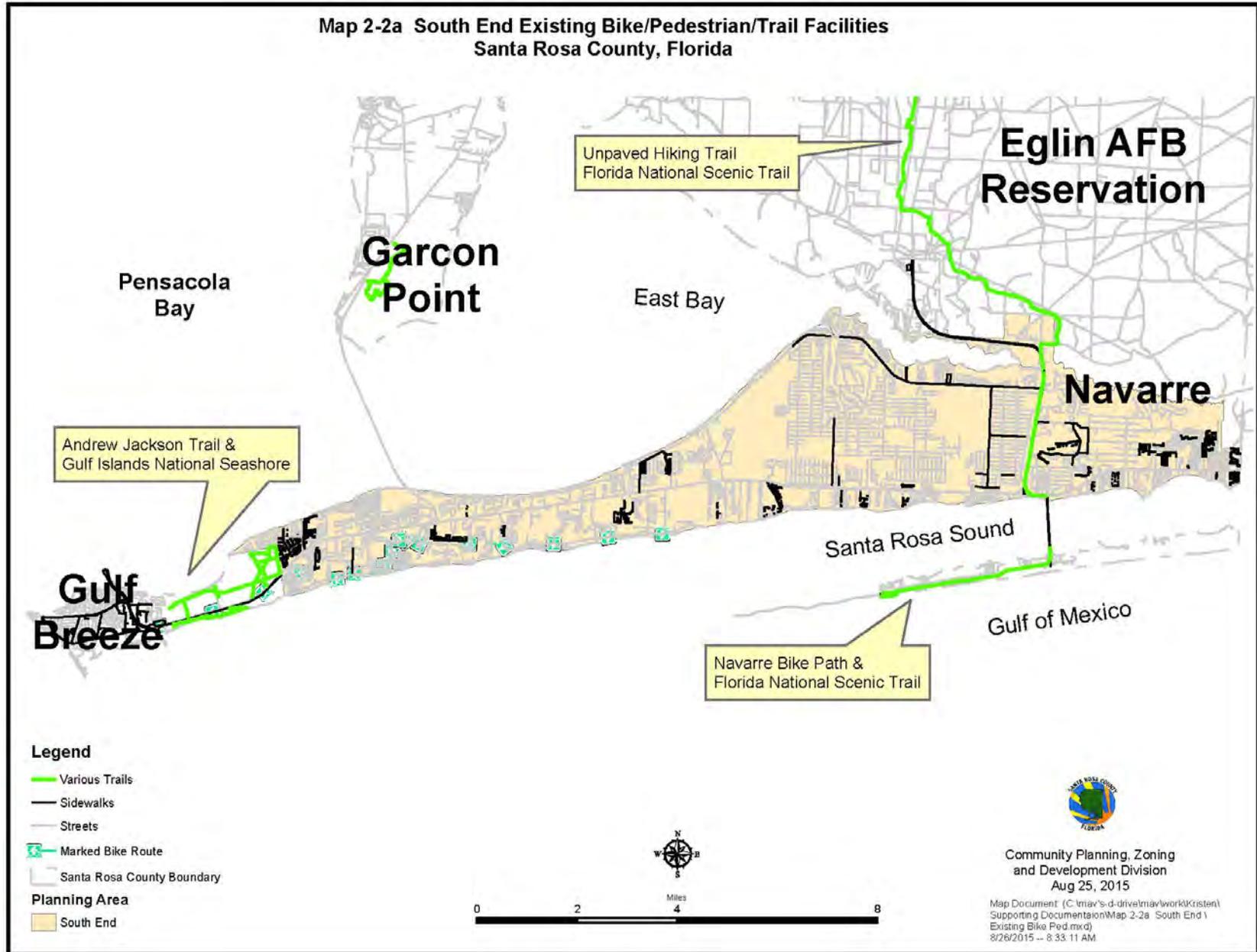
The County fully supports and encourages linking existing facilities and constructing new ones in order to create a contiguous bike/ped system. As a result, the County supports FDOT's policy to build sidewalks and bicycle lanes as part of all new construction and capacity expansion. Santa Rosa County also encourages the construction of these facilities in smaller projects like resurfacing and intersection projects when feasible. The following Map Series, Maps 2-2a, and 2-2b show the existing bicycle and pedestrian infrastructure in Santa Rosa County's urbanizing planning areas including trails.

2.8.6.2 Santa Rosa County Trail System

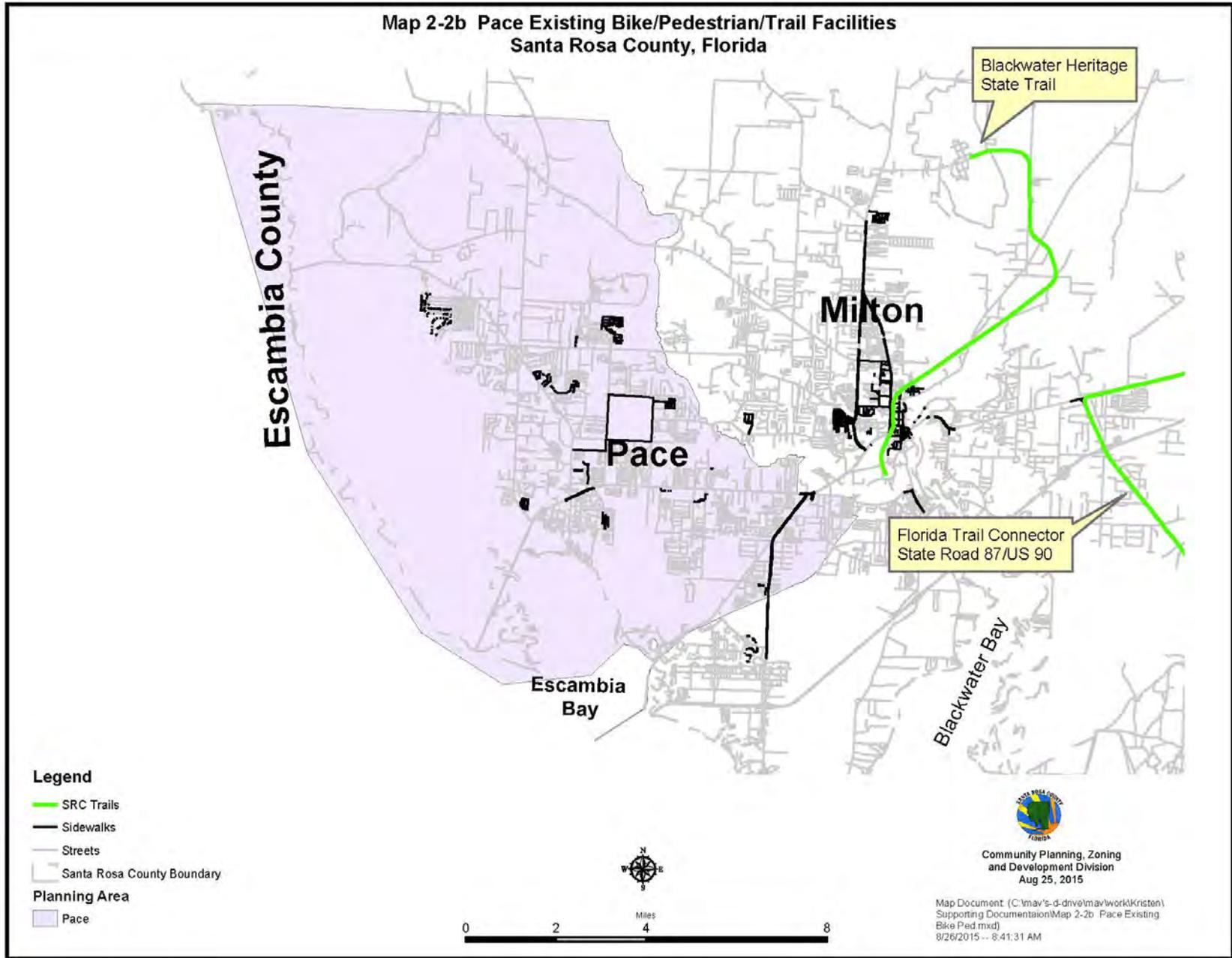
The mild climate in Santa Rosa County encourages almost year-round participation in non-motorized transportation modes, such as jogging, walking, and bicycling. There are several major multi-use trails in the County.

The Blackwater Heritage Trail extends north and south of US 90 in the Milton area. Six miles of the Old State Road 1, parallel to US 90 in East Milton, was also recently rehabilitated. The Old State Road 1, also known as the Old Brick Road, serves bicyclists and pedestrians and connects downtown Milton with the Blackwater River State Forest trail system. Map 2-2c depicts existing and planned trails within the northern half of Santa Rosa County.

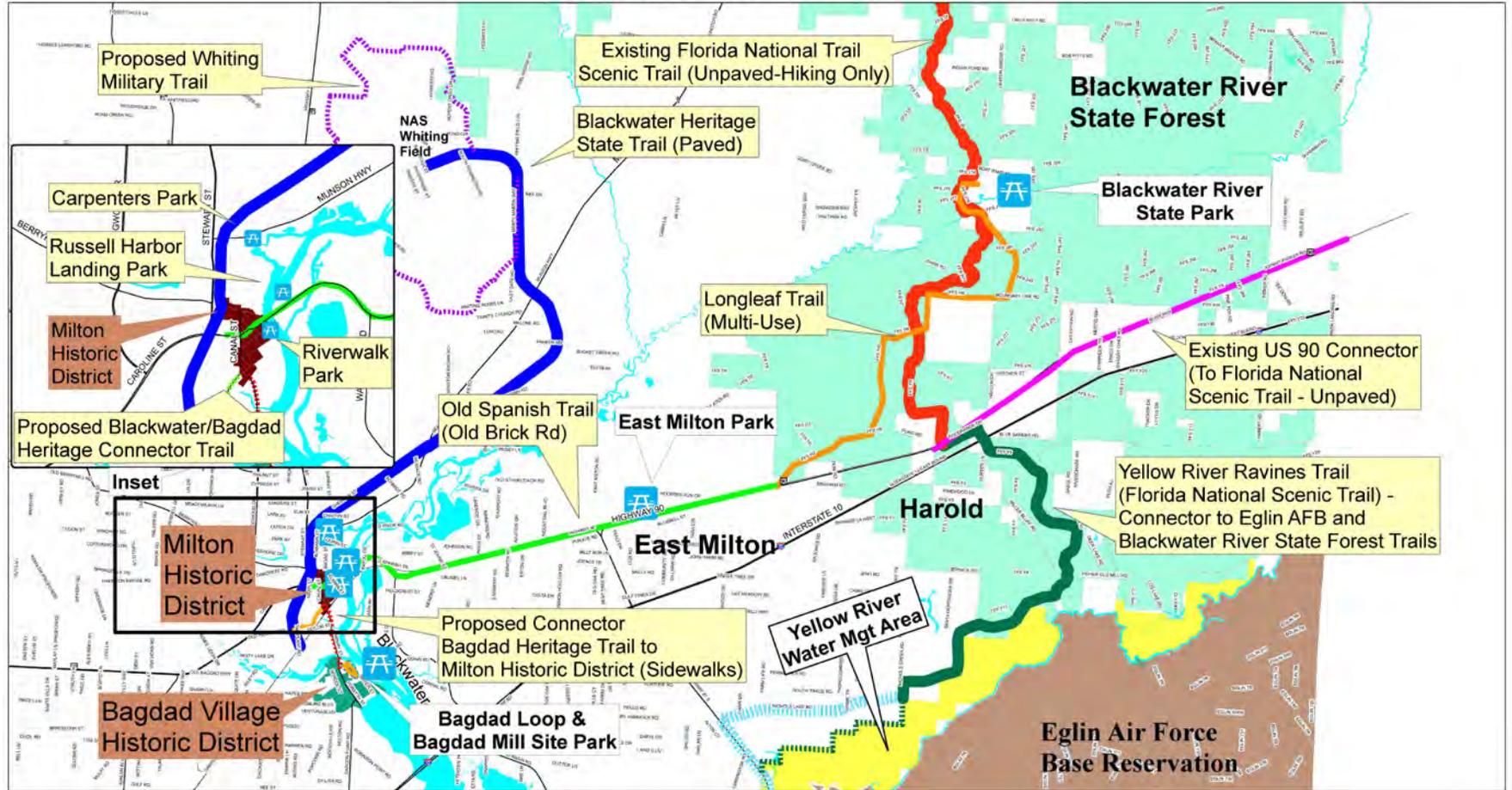
In the south end planning area, the multi-use path along the Gulf Islands National Seashore extends along US98 in the south end of the County. Before 2004, a multi-use trail connected Navarre Beach to Pensacola Beach through the Gulf Islands National Seashore. Because of recurring hurricane damage, the portion through the Gulf Islands National Seashore has been rebuilt as a paved shoulder or bike lane on the roadway. The multi-use path, separate from the roadway, remains in Navarre Beach along Gulf Boulevard.



Map 2-2b Pace Existing Bike/Pedestrian/Trail Facilities
Santa Rosa County, Florida



Map 2-2c Central & North County Existing Bike/Pedestrian/Trail Facilities And Proposed Future Trail Options Santa Rosa County, Florida



Legend

<ul style="list-style-type: none"> — Railroads — Main Roads — Streets <p>Parks</p>	<p>Existing Trails</p> <ul style="list-style-type: none"> — Longleaf Trail — US 90 Connector — Old Spanish Trail — Florida National Scenic Trail — Blackwater Heritage State Trail — Yellow River Connector 	<p>Future Trails Options</p> <ul style="list-style-type: none"> — Proposed Bagdad Loop — Proposed Sidewalks — Proposed Whiting Loop — Proposed Yellow River Connector — Proposed Bagdad Heritage Trail — Temporary Trail/Road Connector 	<p>FNAI Managed Areas</p> <ul style="list-style-type: none"> — Bagdad Village Historic District — Milton Historical District — Yellow River Water Management Area — Eglin Air Force Base — Blackwater River State Forest — Rivers, Bays
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Miles

Map Document: C:\mav's-d-drive\mav\work\Kristen\Supporting Documentation\Map 2-2c Existing & Proposed Trails Existing (Bike Ped.mxd)
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2.9 Level of Service Analysis

2.9.1 Level of Service Used for Review of Comprehensive Plan Future Land Use Map Amendments

For state level transportation planning, the automobile mode level of service standards for the State Highway System during peak travel hours are "D" in urbanized areas and "C" outside urbanized areas. See Procedure No. 525-000-006, Level of Service Standards and Highway Capacity Analysis for the State Highway System for more information. The County utilizes the Congestion Management Process's LOS standards for traffic impact review of developments requesting amendments to the Future Land Use Map. For large scale amendment requests (greater than 10 acres), the applicant is required to provide the traffic impact analysis which include an analysis of impacts to roadways and any necessary improvements. This analysis is utilized by the Zoning Board and Board of County Commissioners in deliberation of the request and mitigation may be required as an option for the proposed amendment to move forward.

2.9.2 Constrained, Backlogged and Congested Roadway Segments

Constrained roadways are those roads that will not be expanded by the addition of two or more lanes due to physical, environmental or policy constraints. Physical constraints primarily occur when intensive land use development is immediately adjacent to roads, thus making expansion costs prohibitive. Environmental and policy constraints primarily occur when decisions are made not to expand a road based on environmental, historical, archaeological, aesthetic or social impact considerations. There are no constrained roadway segments in Santa Rosa County.

A backlogged roadway is a facility that is operating below the minimum Level of Service standard, but is not programmed for a construction improvement in the first three years of the FDOT work program or in the five year schedule of the County's capital improvement program. A backlogged facility cannot be a designated constrained facility. There are no backlogged roadway segments in Santa Rosa County.

Congestion is defined by FDOT as a condition in which traffic demand causes the level of services (LOS) to be at or below FDOT's LOS standard. The following roadways/segments (**Table 2-5**) are designated as congested facilities per the 2040 Florida-Alabama TPO Volume to Capacity Map. As can be seen, the US 90 and 98 corridors are the most congested facilities in Santa Rosa County.

Table 2-5: Congested Roads in Santa Rosa County

Road	Segment	Designation
SR 30 (US 98)	Pensacola Bay Bridge to CR 399 (East Bay Blvd)	Very Congested
SR 30 (US 98)	CR 399 (East Bay Blvd) to SR 87S	Congested
SR 30 (US 98)	SR 87S to Okaloosa County Line	Very Congested
SR 10 (US 90)	Escambia Bay Bridge to CR 197 (Chumuckla Hwy)	Very Congested
SR 10 (US 90)	CR 197 (Chumuckla Hwy) to SR 281 (Avalon Blvd)	Congested
SR 10 (US 90)	SR 281 (Avalon Blvd) to CR 89 (Ward Basin Rd)	Very Congested
SR 10 (US 90)	CR 89 (Ward Basin Rd) to SR 87S	Borderline Congested
CR 197 (Woodbine Rd)	SR10 (US 90) to Cobblestone Drive	Congested
SR 89N	SR10 (US 90) to Hamilton Bridge Rd	Borderline Congested

2.9.3 Current LOS - Roadways

Existing deficiencies (2013) within the Santa Rosa County major roadway network have been assessed with respect to traffic operating conditions. Deficiencies in **Table 2-6** are based on the maximum service volumes (MSV) used in the Congestion Management Process Plan (CMPP). Where FDOT traffic counts are available, they have been used. Some County roadways are omitted due to lack of data.

For available counts, the County utilizes those found within in the Florida-Alabama Transportation Planning Organization's (TPO) Congestion Management Process Plan (CMPP). The CMPP updated yearly contains traffic volumes noted for each FDOT count station used to update AADTs on the LOS table. Other information contained in the CMPP tables includes: the functional classification of the roadway, the facility type, the total number of signals on the segment, the number of signals per mile, the segment length, the LOS area, the LOS standard and corresponding maximum allowable volume for the segment, the FDOT count stations for the segment, the current Annual Average Daily Traffic (AADT) count for each station, the historical counts and corresponding LOS. Eleven segments not in the CMP are eligible and the County has requested that they be added. There are five roadway segments that are not in the CMP which are not eligible.

Map 2-3 on the following page depicts the current (2013) operational LOS for County roadways included within the CMPP.

2.9.4 Analysis of Future Roadway Deficiencies

Future traffic operating conditions have been analyzed to determine where traffic congestion will develop if no improvements are made to the roadway network. The TPO's current congestion management plan (CMPP) gives projections for year 2023. Eleven segments not in the CMP are eligible and the County has requested that they be added. There are five roadway segments that are not in the CMP which are not eligible. **Table 2-6** shows future operating conditions for Santa Rosa County roadways in 2023. **Map 2-4** provides the future or 2023 LOS for roadways included within the CMPP.

Roadways that are projected to experience operating deficiencies based on historic traffic growth rates are US90, US98 and Woodbine Road. By the end of the planning horizon, 2023, deficiencies can also be expected on SR89N from US90 to Hamilton Bridge Road, Chumuckla Highway, West and East Spencer Field Roads, Glover Lane, the eastern section of Berryhill Road, and the Navarre Beach Bridge. The discussion below describes planned roadway improvements that will mitigate congestion on the deficient segments of roadway.

Map 2-3 Future Land Use, Planning Areas & Current LOS
Santa Rosa County, Florida

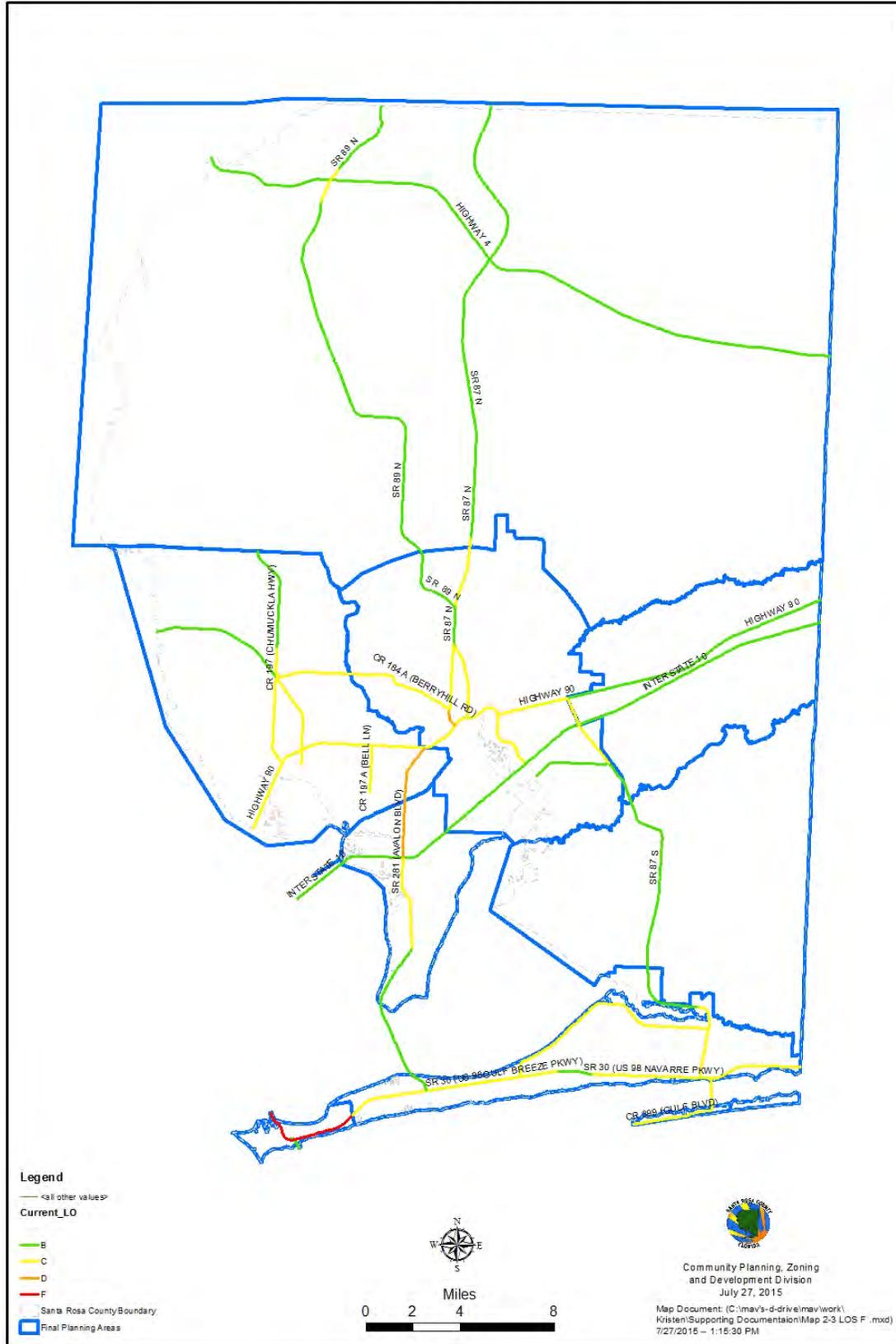


TABLE 2-6: AADT MAX VOLUME (TARGET) LOS, 2023 LOS, and 2013 LOS

COUNTY ROADS			CMPP AADT LOS	2023 AADT LOS	2013 AADT LOS
	Segment (From / To)				
CR 89 (Ward Basin Rd)	I-10	US 90	D	C	C
CR 184 (Hickory Hammock)	CR 89	SR 87	D	B	B
CR 184 (Quintette Rd)	Escambia Co Line	Myree Lane	C	B	B
	Myree Lane	Chumuckla Hwy	D	B	B
CR 184 A (Berryhill Rd)	CR 197	SR 89	D	D	C
CR 197 (Florida Town Rd)	Diamond Rd	US 90	D	C	C
	Chumuckla Highway	US 90	D	C	C
	Quintette Rd	Luther Fowler Rd	D	C	C
	Luther Fowler Rd	Ten Mile Rd	C	C	B
CR 197 A (Bell Lane)	CR 191 B	US 90	D	C	C
	Woodbine Rd	US 90	D	D	C
CR 399 (Pensacola Bch Blvd)	SR 30 (US 98)	Via Deluna	D	B	B
	East Bay Blvd	US 98	D	C	C
	Gulf Boulevard	Escambia Co Line	D	C	C
CR 191 Munson Hwy	SR 87N	SR 4			
CR 191 Garcon Point Road	SR 281 (Avalon)	Milton City Limits			
CR 191 Willard Norris Rd	CR 197 (Chumuckla Hwy)	SR 89 N (Dogwood Dr)			
CR 191B/281B (Sterling Way/Cyanamid Rd)	Entire Road				
CR 182 (Allentown School Road)	Entire Road				
East Spencerfield Road	Entire Road				
CR 197B (West Spencerfield Road)	Entire Road				
Pine Blossom Road	Entire Road				
Glover Lane	Entire Road				
Hamilton Bridge Road	Entire Road				
Edgwood Drive	Entire Road				

Santa Rosa County Comprehensive Plan Support Documentation

STATE ROADS

SR 4	Escambia Co Line	CR 399 N (Neal Jones Rd)	C	B	B
	CR 399 N (Neal Jones Rd)	Okaloosa Co Line	C	B	B
SR 8 (I-10)	Scenic Hwy	End of 6 Lanes	D	C	B
SIS	End of 6 Lanes	SR 281 (Avalon Blvd)	D	B	B
	SR 281 (Avalon Blvd)	SR 87 Urbanized Area Boundary	D	C	B
	SR 87 Urbanized Area Boundary	Okaloosa Co Line	C	B	B
SR 10 (US 90)	Escambia Co Line	East Spencer Field Road	D	F	C
	East Spencer Field Road	SR 281 (Avalon Blvd)	D	C	C
	SR 281 (Avalon Blvd)	SR 87 (Stewart Street)	D	C	C
	SR 87 (Stewart Street)	Airport Road	D	F	C
	Airport Road	SR 87S (Milton Road)	D	C	C
	SR 87S (Milton Road)	Okaloosa Co Line	C	B	B
SR 30 (US 98)	Escambia Co Line	Fairpoint Drive	D	F	F*
	Fairpoint Drive	SR 399 (Pensacola Bch Blvd)	D	F	F*
	SR 399 (Pensacola Bch Blvd)	East End of Naval Live Oaks (Gulf Breeze City Limits)	D	F	F*
	East End of Naval Live Oaks (Gulf Breeze City Limits)	CR 191 B (Soundside Dr)	D	F	C
	CR 191B (Soundside Dr)	West of Bergen Road	D	C	C
	West of Bergen Road	Edgewood Dr	D	C	B
	Edgewood Drive	Belle Mead Circle	D	F	C
	Belle Mead Circle	Okaloosa Co Line	D	F	C
SR 87 N Stewart St	SR 10 (US 90)	SR 89 S	D	C	C
	SR 89 S	SR 89 N	D	B	B
	SR 89 N	Whiting Field (CR 87 A, Langley St)	D	C	C
	Whiting Field (CR 87 A, Langley St)	North of Whiting Field Circle	D	C	B
	North of Whiting Field Circle	North of Hopewell Road	C	B	B
	North of Hopewell Road	Alabama State Line	C	B	B
SR 87 S	SR 30 (US 98)	North of Five Forks Rd	D	C	C
SIS	North of Five Forks Rd	North of Vonnie Tolbert Road	D	C	B

Santa Rosa County Comprehensive Plan Support Documentation

	North of Vonnie Tolbert Road	Barney Broxon Road	C	C	B
	Barney Broxon Road	South of Nichols Lake Road	C	B	B
	South of Nichols Lake Road	I-10 (SR 8)	D	C	C
	I-10 (SR 8)	US 90 (SR 10)	D	C	C
SR 89 N	SR 10 (US 90)	Berryhill Road (CR 184A)	D	D	D
	Berryhill Road (CR 184A)	SR 87	D	C	C
	SR 87	South of Divot Lane	D	B	B
	South of Divot Lane	South of Pond Creek Road	C	B	B
	South of Pond Creek Road	Shell Road (Jay)	C	B	B
	Shell Road (Jay)	Pollard Road	C	C	C
	Pollard Road	Alabama State Line	C	B	B
SR 281	SR 30 (US 98)	Mid Point of Garcon Point Bridge	C	B	B
Avalon Blvd	Mid Point of Garcon Point Bridge	CR 191	D	B	B
	CR 191	I-10 (SR 8)	D	C	C
	I-10 (SR 8 Ramp)	US 90 (SR 10)	D	F	D

Table Note:

Santa Rosa County utilizes the maximum service volumes found within the Transportation Planning Organization's Congestion Management Program Plan (CPMM) for the review of amendments to the Future Land Use Map. For roadways not included in the CMPP but included within this Table, LOS Standard D is utilized for review of amendments.

LOS for roads pending inclusion into CMPP to be included at a later date, if not include will be LOS D.

2.9.5 Roadway Improvements

The County adopted Transportation Impact Fees effective January 2006 and passed a proportionate fair-share ordinance in 2007 (reference Section 163.3180, F.S. regarding proportionate fair share) both aimed at raising revenues dedicated to transportation improvements. Because of the economic recession, a moratorium is currently in effect for the collection of impact fees. The County has also opted out of transportation concurrency, negating the need for the 2007 proportionate fair share ordinance.

The roadway improvements outlined in this section, and illustrated in the Future Transportation Map Series, reflect the above deficiency analysis, projects from the TPO's Long Range Transportation Plan (LRTP), and projects funded by County revenues and grants. Both short-term and long-term capital improvements are outlined. Those in the first five years will appear in the Capital Improvements Element, and are consistent with the TPO's Transportation Improvement Program and FDOT's Work Program.

Planned US 98 Projects

The US98 corridor is a major issue for Santa Rosa County and, in fact, for all the counties in northwest Florida from Escambia County east to Gulf County. This facility is a major regional connection, but in Santa Rosa County US 98 is the only corridor for east west travel for local trips as well in the south end of the County due to the peninsular nature of South Santa Rosa County. In 2005, the Florida Legislature created the Northwest Florida Transportation Corridor Authority, established in Section 343.80, Florida Statutes. The primary purpose of the Authority is to improve mobility on the US 98 corridor in Northwest Florida to enhance traveler safety, identify and develop hurricane evacuation routes, promote economic development along the corridor, and implement transportation projects to alleviate current or anticipated traffic congestion. The Authority is authorized to employ a variety of financial mechanisms including tolls and public-private partnerships. The Authority board consists of one member each from Escambia, Santa Rosa, Okaloosa, Walton, Bay, Gulf, Franklin and Wakulla Counties. Members are appointed by the Governor. Its Master Plan, adopted in 2007 and updated in 2008 and 2013 is available at www.nwftca.com. Other projects directly benefiting the US 98 corridor are as follows:

- The South Santa Rosa County Bicycle and Pedestrian Master Plan was adopted in 2015. This Plan includes a recommendation for a multi-modal loop in the southern portion of the County that can be used as an alternative to the US 98 corridor for alternative modes of travel on the peninsula and beach.
- Right of Way for future 6 lane widening of the 4.253 mile segment of US 98 from Bayshore Road to Portside Drive is dispersed in FDOT's five year work program from FY 2014 through FY 2017. Construction funding for this segment is identified as cost feasible in the 2040 LRTP.
- A PD&E for the 6 lane widening of US 98 from Portside Drive to the Okaloosa County line is scheduled to begin the Fall of 2015.
- A PD & E for the Community Access Road in Navarre has also been funded over two years (2018 and 2019). The County will need to explore grant opportunities and other funding sources such as FDOT's Transportation Regional Incentive Program (TRIP) to implement the design, right of way and construction. Every year the TPO adopts a project priority list and every five years the Long

Range Transportation Plan is adopted with the potential for the CAR to be funded completely through this system.

- The replacement of the Pensacola Bay Bridge connecting Santa Rosa and Escambia Counties will begin in 2017. The new 6 lane facility will include bicycle pedestrian features and breakdown lanes. <http://pensacolabaybridge.com/>

Planned US 90 Corridor Projects

- A PD&E for the 6 lane widening of US 90 from the Escambia County Line to Glover Lane is scheduled within the FDOT 5 year work program and will begin the Fall of 2015.
- A PD&E for the 6 lane widening of US 90 from Glover Lane to SR 87 is currently underway.
- As part of the Florida-Alabama TPO prioritized projects, Santa Rosa County receives \$1.5 million yearly (FY 2017 to 2021) for the implementation of corridor management projects along US 90 and US 98. Corridor management projects include the addition of turn lanes and median modifications previously identified within the corridor management plans for those roads.

Transportation Demand Management

In addition to physical improvements to increase roadway capacity, traffic operation improvements and transportation demand management can be important strategies for alleviating transportation deficiencies. Transportation Demand Management (TDM) are strategies designed to reduce peak-hour demands on the roadway network. Implementation of TDM strategies, such as carpools, vanpools, subscription bus service, parking management, work hour management, telecommuting and innovative legal and legislative approaches can reduce the number of cars on the roadway by increasing occupancy per vehicle and shifting travel hours, thus reducing the need for high cost capacity improvements. The County continues to identify appropriate actions to ease peak hour congestion as part of the concurrency monitoring system. These actions can include TDM measures.

TDM techniques can be commonly divided into three different categories. The TDM techniques that can be implemented in order to help alleviate capacity problems are:

- promote alternatives to the automobile, encouraging persons to switch voluntarily to other modes of travel, such as transit and bicycles:
- park-and-ride service
- shuttle systems
- pedestrian systems
- employer transit subsidies
- bicycling
- encourage more efficient use of automobiles and roads through ridesharing and alternative work hours:
- HOV lanes
- ridesharing

- alternative work hours
- truck traffic restrictions
- discourage the use of automobiles by making their use more costly or more difficult:
- parking management
- automobile restrictions

Since TDM measures are designed to reduce vehicle demand on the system by increasing vehicle occupancy, they are viewed as demand-side strategies. However, supply-side strategies such as Traffic Systems Management (TSM) can also be alternative means to achieving LOS standards. TSM strategies include left- and right-turn lanes, intersection widening, and improved signing and pavement markings. Traffic signal improvements are also a relatively low-cost TSM strategy that can improve the capacity of the County's roadway system. Traffic signal improvement strategies include traffic signal coordination, continuous optimization of timing plans, and implementation of computer-based traffic control systems to incorporate a closed-loop signal system. Operation of the closed-loop system would result in significant benefits in terms of reduced delay and fewer stops at traffic signals. While the cost of TSM measures varies, the benefits generally exceed the costs.

Several TSM strategies have been identified as part of the Corridor Management planning process. Numerous projects identified in the plan have been constructed on US 90 and US 98. Traffic signal timing on US 98 has improved traffic operations. Santa Rosa County and private businesses within the County also continue to work with the West Florida Commuter Services Program, staffed by the West Florida Regional Planning Council. This agency works directly with major employers to institute programs like ridesharing. Agency staff run a GIS-based program that will match employees in the same geographic areas for ridesharing purposes. The program also markets TDM strategies to the public at large.

2.10 Transit Needs and Trends

2.10.1 Public Transit Services

The Transit Feasibility Study conducted by the University of South Florida Center for Urban Transportation Research (CUTR) showed public support for transit, potential routes, and possible funding sources. When the federal 5316 Job Access and Reverse Commute (JARC) grant became available, the study became the foundation for the application to start transit service along US 90. A pilot transit program was started in December 2010 that provided fixed route service along US 90 and connected with Escambia County Area Transit (ECAT) in Escambia County. The program was discontinued at the end of 2012 due to lack of ridership. The demand for a fixed route service in Santa Rosa County continues to be a looked at option.

2.10.2 Transportation Disadvantaged Population

The transportation disadvantaged population includes only those persons who are transportation disadvantaged according to eligibility guidelines in Chapter 427, Florida Statutes. Chapter 427, Florida Statutes, defines transportation disadvantaged as: “those persons who because of physical or mental disability, income status, or age are unable to transport themselves or to purchase transportation and are, therefore, dependent upon others to obtain access to health care, employment, education, shopping, social activities or other life-sustaining activities, or children who are handicapped or high-risk or at-risk as defined in s. 411.202.” The potential transportation disadvantaged population includes all persons who are elderly, disabled or low-income.

Forecasts of TD Population

Table 4-7 show population estimates for Potential Transportation Disadvantaged individuals and current Transportation Disadvantaged individuals in Santa Rosa County.

Table 2-7
Forecasts of Santa Rosa County’s Transportation Disadvantaged Population

Forecasts of Santa Rosa County's Potential Transportation Disadvantaged Population 2008 – 2013						
Market Segment	2008	2009	2010	2011	2012	2013
Disabled, Non-Elderly, Low Income	981	995	1,009	1,023	1,037	1,052
Disabled, Non-Elderly, Non-Low Income	5,880	5,963	6,046	6,131	6,218	6,304
Disabled, Elderly, Low Income	1,168	1,222	1,278	1,337	1,398	1,462
Disabled, Elderly, Non-Low Income	7,617	7,966	8,331	8,712	9,112	9,529
Non-Disabled, Elderly, Low Income	2,042	2,135	2,233	2,335	2,442	2,554
Non-Disabled, Elderly, Non-Low Income	13,308	13,918	14,556	15,224	15,921	16,651
Non-Disabled, Non-Elderly, Low Income	13,885	14,080	14,277	14,478	14,681	14,887
Potential TD Population	44,881	46,279	47,730	49,240	50,809	52,439

Source: CUTR and WFRPC.

The second group, the TD Population, is a subset of the first group and includes those persons who are Transportation Disadvantaged according to the eligibility guidelines in Chapter 427 F.S.

Forecasts of Santa Rosa County's Transportation Disadvantaged Population 2008 – 2013						
Market Segment	2008	2009	2010	2011	2012	2013
Transportation Handicapped, Non-Elderly, Low Income	357	362	367	372	377	383
Transportation Handicapped, Non-Elderly, Non-Low Income	2,138	2,168	2,199	2,230	2,261	2,292
Transportation Handicapped, Elderly, Low Income	854	893	934	977	1,021	1,068
Transportation Handicapped, Elderly, Non-Low Income	5,566	5,821	6,088	6,367	6,659	6,964
Non-Transportation Handicapped, Low Income, No Auto, No Public Transit	3,203	3,254	3,306	3,358	3,412	3,467
Transportation Disadvantaged Population	12,118	12,498	12,894	13,304	13,730	14,174

Source: CUTR and WFRPC.

Table 2-8 provides some of the statistics available from annual operating reports and the annual TDSP update submitted to the Commission for the Transportation Disadvantaged.

**Table 2-8
Santa Rosa County CTC
Annual Operating Report Statistics**

Performance Measure	2013	2014
Total Number of Passenger Trips	47,483	39,566
Total Number of Vehicle Miles	438,178	485,158
Operating expense per passenger trip	\$15.33	\$19.24
Operating expense per vehicle mile	\$1.58	\$1.53

Source: Santa Rosa County TDSP, 2014 Update

Future Airport Needs

Future airport needs have been determined through the airport master planning process. The Transportation Element and the Foundation Document support the findings of the Master Plan Update (2012) and this document is incorporated herein by reference.

Goal ~~5.1~~ 3.1 • Ensure the provision of safe, affordable and adequate housing for the current and future residents of Santa Rosa County.

Objective ~~5.1.A~~ 3.1.A • Provide guidance and direction to the public and private sectors for the provision of adequate and affordable housing for present and future residents and for households with special housing needs including rural and farm worker housing by implementing Policies 5.1.A.1 through 5.1.A.16, among others. To provide adequate areas and infrastructure for housing for very low, low and moderate income households, farmworker housing, mobile homes, and institutional housing.

~~Policy 5.1.A.1~~ 3.1.A.1 • The Future Land Use Map and Official Zoning Map shall provide for sufficient development or re-development opportunities (areas) within residentially designated areas and mixed use areas that allow for a variety of housing types including apartments, townhomes, and higher density residential structures.

~~Policy 5.1.A.2 • Biennially, the County will review its regulatory and permitting process and evaluate changes necessary to improve public and private sector housing delivery programs, especially affordable housing. Changes determined to be necessary may include the following:~~

~~(a) Completion of a brochure explaining the permitting process;~~

~~(b) The implementation of an integrated permitting system linking all relevant County Departments and Divisions;~~

~~(c) Revision of the LDC to provide clear guidelines and streamlined procedures for review and approval of documented affordable housing developments/projects.~~

~~Policy 5.1.A.4 • The County shall support the U.S. Housing and Urban Development, Section 8, Existing Housing Program.~~

~~Policy 5.1.A.5 • By December 2010, the County will re-examine its housing needs with particular emphasis on the needs of the elderly and very low, low and moderate income families. Such examination shall be based on data from the 2000 Census.~~

~~Policy 5.1.A.6~~ 3.1.A.2 • By 2017, the County Land Development Code shall establish criteria for the location of housing for the elderly and disabled (physically or mentally handicapped) and institutional or group housing and shall consider accessibility, convenience and infrastructure availability and shall continue to permit these uses in a variety of neighborhood settings.

~~Policy 5.1.A.7~~ 3.1.A.3 • Housing for very low, low and moderate income families may be located in any residential or mixed-use category shown on the FLUM provided such housing complies with the construction and development standards contained within the LDC. Also, the County shall continue to enforce fair housing (non-discrimination) standards, which govern all types of housing, including housing for very low, low and moderate income families.

~~Policy 5.1.A.8 • The LDC shall detail the procedures whereby the provision of facilities and services necessary to serve proposed developments at the adopted LOS standards is confirmed prior to the issuance of development permits.~~

~~Policy 5.1.A.9 • Based upon data from County social service and health departments, in conjunction with the Affordable Housing Needs Assessment data, the County shall develop a current local profile of~~

~~housing needs for migrant farm workers by December 2010. This profile will enable the County to assess the need for changes in policy related to the housing needs of migrant farm workers.~~

~~Policy 5.1.A.10 • If changes in farm worker housing policy are deemed necessary upon completion of a local assessment of migrant farm worker housing need, the County shall initiate programs and incentives to provide for the construction of housing units to meet any housing shortage for migrant farm workers. The County shall form partnerships with agricultural businesses to meet the housing needs for migrant farm workers and provide information regarding:~~

~~(a) Migrant farm worker housing needs;~~

~~(b) Availability of lands with sufficient density and infrastructure to support farm worker housing developments; and~~

~~(c) Funding for farm worker housing developments.~~

~~The County shall also investigate incentives for agricultural businesses for the purposes of providing adequate housing for migrant farm workers.~~

~~Policy 5.1.A.11 • The County shall continue to allow clustered farm labor housing for accessory on-site use within agricultural areas.~~

~~Policy 5.1.A.12 • The LDC shall include site development criteria for mobile homes, group homes and foster care homes and each shall be located only in those areas designated on the Future Land Use Maps as residential. Mobile homes and manufactured housing shall be permitted in certain areas designated residential or agricultural on the Future Land Use Map and consistent with the LDC, provided they meet all County requirements and are consistent with State law (reference Section 553.382, F.S., and Section 320.0815(2), F.S~~

~~Policy 5.1.A.13 3.1.A.4 • The County shall promote and support involvement, including partnerships, of local government with the private and non-profit sectors to improve coordination among participants involved in housing production and the housing delivery process.~~

~~If determined necessary, the Community Planning, Zoning and Development Division as part of the annual Comprehensive Plan Monitoring Report shall conduct analysis of the coordination among participants involved in housing production and the housing delivery system. Included with the analysis shall be any recommendations regarding opportunities for the County to enter into partnerships with the private and non-profit sectors to improve coordination among participants. Further, the Report shall recommend any changes necessary to improve the housing productions process.~~

~~Policy 5.1.A.14 3.1.A.5 • The County shall support economic solutions to affordable housing, such as establishing job training and job creation programs to assist very low, low and moderate income households. The County shall investigate and support grant funding for the development of such programs if determined to be beneficial.~~

~~Policy 5.1.A.15 3.1.A.6 • The County shall support the use of transitional housing for special needs populations, including homeless, temporarily unemployed and recently paroled individuals within the guidelines of the Land Development Code. The County shall support state or federal programs as well as any grant funding for the purposes of addressing this issue if a need is identified.~~

~~Policy 5.1.A.16~~ 3.1.A.7 • The County shall support efforts of local non-profit organizations to develop programs which address homelessness within the County. This includes the seeking of federal and state funding sources, such as the Stewart B. McKinney Homeless Assistance Act (1987), to support the development of programs to address homelessness within the County.

~~Policy 5.1.C.1~~ 3.1.A.8 • The County shall continue to implement the Concurrency Management System as a means to ensure that adequate infrastructure is provided to support a variety of housing options and types.

~~Policy 5.1.C.2~~ • The LDC shall continue to contain County zoning regulations and the Official Zoning Map which shall include zoning districts allowing single and multiple family residential units, mobile homes and manufactured housing.

~~Policy 5.1.C.3~~ 3.1.A.9 • The County shall assure freedom of choice in housing for its residents by designating a variety of residential densities on the Future Land Use Map and Official Zoning Map.

~~Policy 5.1.C.4~~ • The County's LDC and Official Zoning Map shall contains provisions for a variety of lot sizes, densities and housing types, including single-family, multi-family, accessory dwelling units, manufactured and mobile homes.

~~Policy 5.1.C.5~~ 3.1.A.10 • The County shall continue to enforce its Land Development Code regulations and review Future Land Use Map Amendments, rezonings, conditional use and special exception requests in order to assure compatibility of land uses within established or planned residential areas in order to preserve and protect residential assets.

Policy 3.1.A.11 • Through the land development regulations found within the Land Development Code, the County shall encourage innovative land uses, such as clustered development, traditional neighborhood development and other techniques.

Staff Analysis Comment: This policy was relocated, not a new policy (reference Policy

Policy 3.1.A.12 • The County shall provide for the creation and preservation of affordable housing for all current and anticipated future residents and special housing needs households including rural residents and farm workers by: allowing affordable housing in all residential areas; utilizing CDBG funds for infrastructure improvements and neighborhood revitalization; avoiding a concentration of affordable housing units in specific areas; and undertaking other measures to minimize the need for additional local services.

Staff Analysis Comment: This policy was relocated, not a new policy (reference Policy 5.1.C.10).

Policy 3.1.A.13 • The County shall distribute public assisted housing throughout the County to provide for a wide variety of neighborhood settings for very low, low and moderate income households and to avoid undue concentration in any one neighborhood. Also, the County shall encourage developers of housing for very low, low and moderate income households, such as Habitat for Humanity, to disperse sites of their construction activities countywide.

Staff Analysis Comment: This policy was relocated, not a new policy (reference Policy 5.1.C.11).

Policy 3.1.A.16 • The County establishes criteria in the LDC guiding the location of group community residential homes and foster care facilities licensed or funded by the Florida Department of Children and

Family Services and that foster non-discrimination. Such criteria shall allow the development of community residential alternatives to institutionalization and will include requirements for supporting infrastructure and public facilities.

Group homes shall be located consistent with the requirements of Chapter 419, F.S., as follows:

(a) Group homes (community residential facilities) which house six (6) or fewer residents shall be permitted in any residential zoning district or Future Land Use Map category; and

(b) Group homes (community residential facilities) housing seven (7) or more residents shall be permitted in any zoning district or Future Land Use Map category where multi-family dwellings are permitted, including the mixed use land use categories. Foster care facilities may be located in any residential zoning district or Future Land Use Map category.

Staff Analysis Comment: This policy was relocated, not a new policy (reference Policy 5.1.E.1).

Objective ~~5.1.B.3.1.B~~ 3.1.B • The County will continue to reduce the number of substandard housing units in order to achieve at least a 20 percent reduction in the number of substandard housing units, based on the 2000 census data, by 2020 and will continue providing for structural and aesthetic improvements to the existing housing stock through conservation, rehabilitation, or demolition efforts.

~~Policy 5.1.B.1~~ 3.1.B.1 • The County shall use the data generated by the ~~2000~~ and 2010 census, when available, to identify substandard housing within the County.

~~Policy 5.1.B.2~~ 3.1.B.2 • The County shall continue to utilize the procedures provided in Ordinance No. 92-04 as its primary method for the elimination or reduction of the number of substandard housing units identified pursuant to ~~Policy 5.1.B.1~~.

~~Policy 5.1.B.3~~ • The LDC shall contain provisions which continue the County's practice of removing, or causing the removal of, housing stock with structural deficiencies.

~~Policy 5.1.B.4~~ • The County shall continue to strictly enforce its building and housing codes as well as its planning and zoning codes.

~~Policy 5.1.B.5~~ • The County shall seek federal, state and local funding for the demolition or rehabilitation of substandard housing.

~~Policy 5.1.B.6~~ • By December 2010, the County will conduct a housing needs assessment to establish the need and identify targeted areas for rehabilitation and/or redevelopment. Code violations and/or substandard housing may be mapped through the use of County's GIS system as a means towards this end.

~~Policy 5.1.B.7~~ • The LDC shall contain effective and aesthetically pleasing buffer and landscape requirements for all new low and moderate income developments within the County.

~~Policy 5.1.B.8~~ • The County shall develop and implement programs which promote conservation and rehabilitation of housing for very low, low and moderate income households by:

(A) Pursuing federal, state and private resources to support neighborhood conservation and improvement; and

~~(B) Working cooperatively with neighborhood groups to develop strategies designed to promote comprehensive neighborhood revitalization.~~

~~Objective 5.1.C • Provide adequate areas and infrastructure for housing for very low, low and moderate income households, mobile homes, manufactured homes, group homes and foster care facilities.~~

~~Policy 5.1.C.1 • The County shall continue to implement the Concurrency Management System.~~

Staff Analysis Note: This policy was modified and relocated.

~~Policy 5.1.C.2 • The LDC shall continue to contain County zoning regulations and the Official Zoning Map which shall include zoning districts allowing single and multiple family residential units, mobile homes and manufactured housing.~~

~~Policy 5.1.C.3 • The County shall assure freedom of choice in housing for its residents by designating a variety of residential densities on the Future Land Use Map and Official Zoning Map.~~

~~Policy 5.1.C.4 • The County's LDC and Official Zoning Map shall contains provisions for a variety of lot sizes, densities and housing types, including single-family, multi-family, accessory dwelling units, manufactured and mobile homes.~~

~~Policy 5.1.C.5 • The County shall continue to enforce its Land Development Code regulations and review Future Land Use Map Amendments, rezonings, conditional use and special exception requests in order to assure compatibility of land uses within established or planned residential areas.~~

Staff Analysis Note: This policy was relocated.

~~Policy 5.1.C.6 • Residential development shall be coordinated with existing and planned community services and infrastructure. Through the land development regulations found within the Land Development Code, the County shall encourage innovative land uses, such as clustered development, traditional neighborhood development and other techniques.~~

Staff Analysis Note: This policy was relocated.

~~Policy 5.1.C.7 • The County shall continue to designate on its Future Land Use Map sufficient land area with adequate density to accommodate the projected 2020 population.~~

~~Policy 5.1.C.8 • The County shall continue to utilize the Future Land Use Map amendment, rezoning, conditional use and special exception approval processes to assure that new proposed land uses are compatible with existing residential uses, and will not significantly contribute to the degradation of residential neighborhoods.~~

~~Policy 5.1.C.9 • The County shall continue to support the federal and state government programs to assist seniors to "age in place" by promoting independent living initiatives.~~

~~Policy 5.1.C.10 • The County shall provide for the creation and preservation of affordable housing for all current and anticipated future residents and special housing needs households including rural residents and farm workers by: allowing affordable housing in all residential areas; utilizing CDBG funds for infrastructure improvements and neighborhood revitalization; avoiding a concentration of affordable~~

housing units in specific areas; and undertaking other measures to minimize the need for additional local services.

Staff Analysis Note: This policy was relocated.

~~Policy 5.1.C.12 • The County shall distribute public assisted housing throughout the County to provide for a wide variety of neighborhood settings for very low, low and moderate income households and to avoid undue concentration in any one neighborhood. Also, the County shall encourage developers of housing for very low, low and moderate income households, such as Habitat for Humanity, to disperse sites of their construction activities countywide.~~

Staff Analysis Note: This policy was relocated.

~~Policy 5.1.A.3 • Density bonuses for development located within the established Transportation Planning Area (TPA) that provides workforce/affordable housing meeting the criteria of the Florida Housing Finance Corporation for the local area may be allowed within the established categories at the ratios indicated; Agriculture (3:1), Single Family Residential (2.5:1), and Medium Density Residential (1.8:1). By December 2010 the County shall establish density bonus incentives in the LDC for the construction of housing for very low, low and moderate income households and special needs households. Such incentives shall only be applied when higher density development is compatible with applicable adjacent zoning districts or residential areas. Additional incentives may include:~~

- ~~(a) Providing for maximum flexibility in the provision of supportive infrastructure, within the requirements of the County's Concurrency Management System;~~
- ~~(b) County support of special taxing districts for the funding of infrastructure;~~
- ~~(c) Encouraging mechanisms such as infill housing, cluster development and site standard deviations; and~~
- ~~(d) Prioritizing the permitting process for affordable housing developments as described in Policy 5.1.A.2 above.~~

~~**Objective 5.1.D • The County shall coordinate with other public agencies for the purposes of proving affordable housing and for the purposes of implementing affordable housing programs within the unincorporated areas of the County.**~~

~~Policy 5.1.D.1 • The County shall initiate interlocal agreements with adjacent local governments, as deemed necessary or appropriate, to address the County's affordable housing needs if the County determines that; (a) Meeting the demand for affordable housing is not economically feasible due to unusually high property values; or (b) Meeting the demand for affordable housing is not environmentally feasible due to the physical constraints of the Coastal High Hazard Area.~~

~~Policy 5.1.D.2 • The County shall coordinate with the Florida Housing Finance Corporation (FHFC) to identify federal, state and other sources of funding, such as the HOME Investment funding, and Low Income Housing Tax Credit Program funds earmarked for very low, low and moderate income housing and provide technical assistance and support to private applicants applying for these funds.~~

~~Objective 5.1.E • Adequate sites shall continue to be available in residential areas or areas of residential character within the County for group homes and foster care facilities licensed or funded by the Florida Department of Children and Family Services (CFS).~~

~~Policy 5.1.E.1 • The County will establish criteria in the LDC guiding the location of group homes and foster care facilities licensed or funded by the Florida Department of Children and Family Services and that foster non-discrimination. Such criteria shall allow the development of community residential alternatives to institutionalization and will include requirements for supporting infrastructure and public facilities.~~

~~Group homes shall be located consistent with the requirements of Chapter 419, F.S., as follows:~~

~~(a) Group homes (community residential facilities) which house six (6) or fewer residents shall be permitted in any residential zoning district or Future Land Use Map category; and~~

~~(b) Group homes (community residential facilities) housing seven (7) or more residents shall be permitted in any zoning district or Future Land Use Map category where multi-family dwellings are permitted, including the mixed-use land use categories. Foster care facilities may be located in any residential zoning district or Future Land Use Map category.~~

~~Policy 5.1.E.2 • Consistent with established criteria, the County shall monitor the development and distribution of group homes and residential care facilities to ensure that adequate sites and infrastructure are provided, and that over-concentration in any residential area is avoided.~~

~~Policy 5.1.E.3 • The County shall provide demographic and technical information to private and non-profit sponsors willing to develop group and foster care facilities for County residents.~~

~~Policy 5.1.E.4 • The County shall coordinate the development of group homes, foster care facilities and residential care facilities with existing and planned community services and infrastructure.~~

~~Objective 5.1.F • The continued identification and preservation of historically significant housing.~~

~~Policy 5.1.F.1 • The County will continue to seek grants from appropriate federal and state agencies in order to provide funding for the identification and preservation of historic housing.~~

~~Policy 5.1.F.2 • The County shall actively coordinate with the Department of State, Division of Historical Resources, to further the identification and classification of historical housing sites within the County. In particular the County will seek grant funding from or cooperate with the Department of State in order to accomplish the development of GIS map layers identifying historical sites throughout the County in a parcel specific format.~~

~~Policy 5.1.F.3 • The LDC contains provisions and regulations governing development and redevelopment within the Bagdad Historic District. These provisions and regulations are aimed at preserving the historic character of the District, including the preservation of historical housing.~~

~~Objective 5.1.G • Provide housing assistance, including relocation housing for persons displaced by public programs or projects and for those displaced by the process of housing rehabilitation.~~

~~Policy 5.1.G .1 • The County shall pursue grants to provide for relocating low and moderate income persons displaced during the housing rehabilitation process.~~

~~Policy 5.1.G .2 • The County has developed and implemented a relocation assistance plan in connection with specific affordable housing programs in connection with qualified residents who receive assistance that are displaced or relocated.~~

~~Policy 5.1.G .3 • All plans for public programs and projects that would involve the displacement of residents shall include a housing relocation plan that contains provisions for interim or permanent housing for displaced persons.~~

~~Policy 5.1.G .4 • The County will continue to administer the established a housing assistance referral program in cooperation with appropriate local, state and federal agencies. These agencies include, but are no limited to, the Florida Department of Children and Family Services, the Escambia Housing Authority, the Milton Housing Authority, Family Promise of Santa Rosa, Inc., Loaves and Fishes Soup Kitchen, Inc., Pensacola Habitat for Humanity, Inc., and others. The Housing Assistance Referral Program includes guidance and instruction to applicants in need.~~

Objective ~~5.1.H 3.1.C~~ • Encourage energy efficiency and the use of renewable energy resources in the design and construction of new housing.

~~Policy 5.1.H.1 3.1.C.1 • The County will support energy efficient construction standards as allowed by the State Building Code.~~

~~Policy 5.1.H.2 3.1.C.2 • The County will not prohibit the appropriate placement of photovoltaic panels. The County shall develop and adopt has establisheds within the Land Development Code or utilizes Florida Building Code review criteria to establish the and standards for appropriate placement of photovoltaic panels and wind power infrastructure. by December 2011.~~

Chapter 3: Housing

3.1 Introduction to Housing Element Data and Analysis

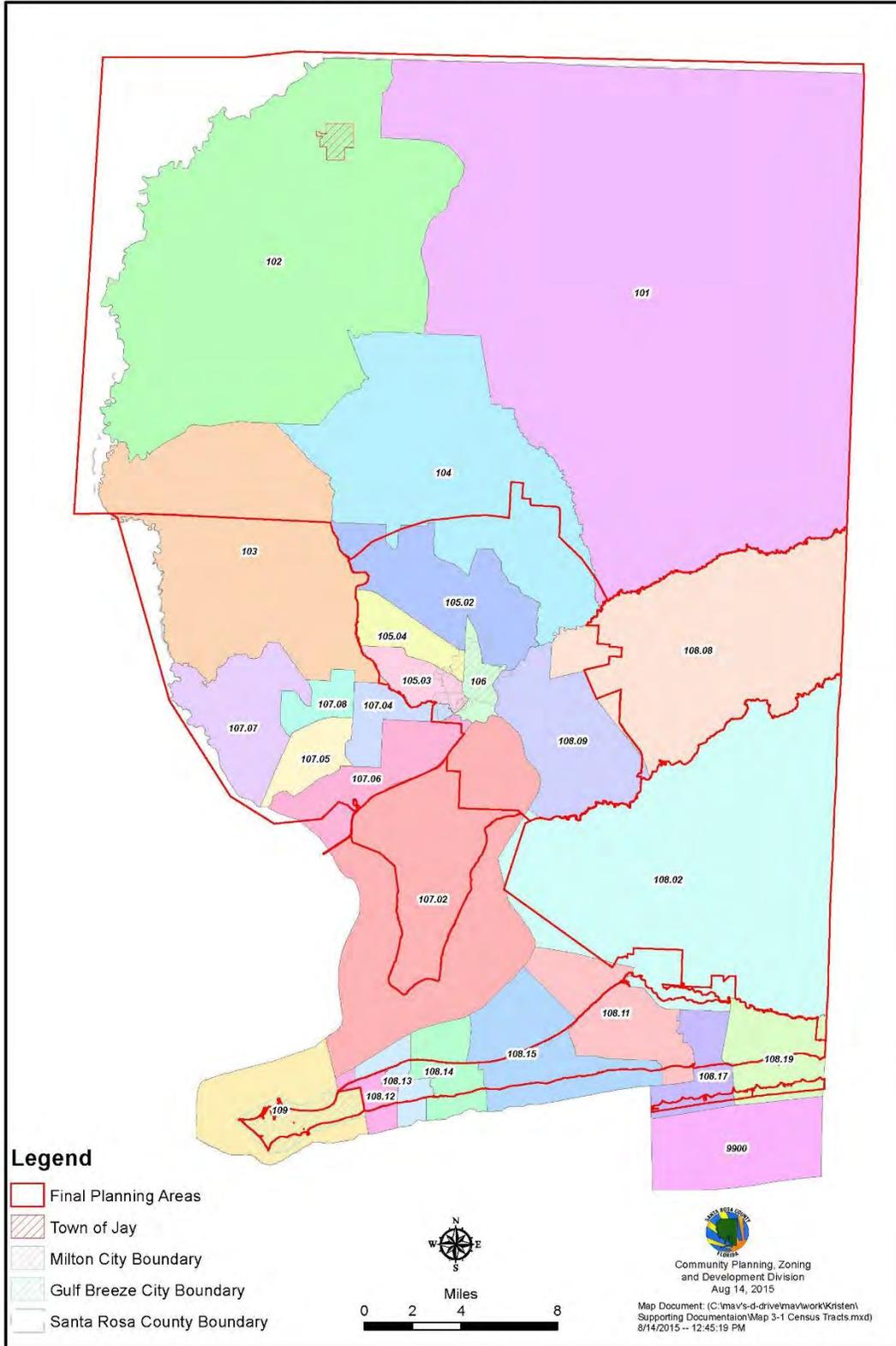
Portions of Santa Rosa County (the Pace and Gulf Breeze areas) serve as bedroom communities to Pensacola, with excellent access to employment centers in the Pensacola area. The County is also home to service members working at nearby military installations including NAS Whiting Field, Hurlburt Field, and Eglin Air Force Base among smaller installations. In general, as the desirability of an area increases, so does the cost of land and housing. This can make it difficult for very-low, low- and moderate-income residents to find affordable housing in desirable areas. As the economy continues to improve the need for affordable housing in certain areas of the County will continue to increase in the coming years. Only by addressing the problems now can the residents be assured of proper housing in the future.

Throughout this section, two issues are of great importance to planning for housing: the adequacy of housing units and the affordability of those housing units. Ideally, the ultimate goal is to ensure that housing units are safe and have standard facilities to ensure that very-low, low- and moderate-income residents can find affordable housing units that fit their circumstances. The Future Land Use Element of this Plan deals with the supply of housing, ensuring that the County has adequate areas zoned for or designated for residential development.

Within the County there are three incorporated municipalities: Milton, Gulf Breeze and Jay, which developed their own housing elements within their respective comprehensive plans. Unincorporated communities such as Pace, Holley-Navarre, Allentown, Floridatown, Berrydale, Chumuckla, Munson, Galt City, Bagdad, Midway, Point Baker and Navarre Beach are included in the County's Comprehensive Plan.

Within the total County there are 19 Census Tracts (CT). **Map 3-1** shows the location of each. CT 109 is entirely within the boundaries of the City of Gulf Breeze. CT 106 is largely located within the boundaries of the City of Milton, but also include unincorporated areas of the County. CT 102 is primarily unincorporated Santa Rosa County, but includes the Town of Jay.

Map 3-1 Census Tracts
Santa Rosa County, Florida



3.2 Condition of Housing

A *standard* housing unit is one that has no apparent structural defects, or may have defects of a minor nature that would require repair during the course of routine maintenance. A standard unit can range from one that is of fair quality, frequently mass produced where low cost production is a primary consideration, to homes that are designed individually and reflect top workmanship with considerable attention to detail, special design, top quality materials, and many luxury items. While some homes may exhibit an overall quality of materials and workmanship that may be below average, the buildings are not substandard and will meet minimum requirements of lending institutions, mortgage insuring agencies and building codes.

Substandard housing units fall into two categories for degree of severity: deteriorated and dilapidated. *Substandard deteriorated* is one that can be brought up to standard condition with rehabilitation. Such housing has one or more defects of an intermediate nature that can be corrected for the unit to provide safe and adequate shelter. The repairing or restoration of a dwelling unit where the value of such repair or restoration will contribute more value to the dwelling unit than the cost of the repair is a major guideline for determining the severity of the housing condition. These units may show several critical defects such as structural damage, unsafe porches or steps, major roof repair, or missing windows, but overall appears to be economically feasible for rehabilitation efforts. Specifically substandard housing has been described as a housing unit which has one or more of the following characteristics: (1) lacks complete plumbing facilities; or (2) lacks any heating facilities; or (3) has sufficient structural damage that it does not meet minimum housing code requirements.

Substandard dilapidated is a unit which appears to be considerably past the point of rehabilitation. The unit may lack complete plumbing or sanitary facilities for the exclusive use of the occupants; may be in violation of one or more major sections of an applicable building code where such violation poses a serious threat to the health of the occupant; or may have been declared unfit for human habitation. These dwelling units seem unsafe and dangerous to human life and the majority are considered beyond repair and should be demolished.

5.3 Characteristics of Housing

Community Residential Homes are a specific group of residential facilities covered under Chapter 419 of the Florida Statutes. Community residential home means a dwelling unit licensed to serve residents who are clients of the Department of Elderly Affairs, the Agency for Persons with Disabilities, the Department of Juvenile Justice, or the Department of Children and Families or licensed by the Agency for Health Care Administration which provides a living environment for 7 to 14 unrelated residents who operate as the functional equivalent of a family, including such supervision and care by supportive staff as may be necessary to meet the physical, emotional, and social needs of the residents.

Group home is a category of community residential homes. By Florida Statute, homes of six or fewer residents which otherwise meet the definition of a community residential home shall be allowed in single-family or multifamily zoning without approval by the local government, provided that such homes shall not be located within a radius of 1,000 feet of another existing such home with six or fewer residents.

Historic site is defined by Chapter 267, F.S., as a structure or place of outstanding historical and cultural significance and designated as such, by state or federal government. A local historic resource can be any historic site, building, object, or other real or personal property of historical, architectural, or archaeological value, as it relates to the history, government, and culture of the state.

Infill is the development of new housing or other buildings on scattered vacant sites that are dispersed throughout built-up areas.

Manufactured home Means a mobile home fabricated on or after June 15, 1976, in an offsite manufacturing facility for installation or assembly at the building site, with each section bearing a seal certifying that it is built in compliance with the federal Manufactured Home construction and Safety Standard Act. (Chapter 320.01(2)(b), F.S.) For the purpose of this element, mobile homes built after the 1976 act and manufactured homes are synonymous. Mobile/manufactured homes do not meet the requirements of Chapter 553, F.S., so are ineligible for State Housing Initiatives Partnership (SHIP) Program funding.

Mobile home is defined by Chapter 320.01(2)(a), F.S., means a structure, transportable in one or more sections, which is 8 body feet or more in width and which is built on an integral chassis and designed to be used as a dwelling when connected to the required utilities and includes the plumbing, heating, air-conditioning, and electrical systems contained therein.

Modular Home or Manufactured Building means a closed structure, building assembly, or system of subassemblies, which may include structural, electrical, plumbing, heating, ventilating, or other service systems manufactured with or without other specified components, as a finished building or as part of a finished building. This part does not apply to mobile homes. Manufactured buildings may also mean, at the option of the manufacturer, any building of open construction made or assembled in manufacturing facilities away from the building site for installation or assembly and installation on the building site. SHIP funds may be used to purchase a residential manufactured building (modular home) if the home bears the Department of Community Affairs insignia seal. The seal signifies that the home/building complies with the codes mandated in Florida Statutes.

Multi-family unit is a building designed for and occupied by more than one family, with cooking facilities for the exclusive use of each family.

Rehabilitation is the act or process of returning a property to a state of utility through repair or alteration to correct major structures and safety deficiencies which makes possible an efficient contemporary use while preserving those portions or features of the property which are significant to its historical, architectural and cultural value. The SHIP Rule [(FAC 9I-37.002(35)] defines rehabilitation as “. . .repairs or improvements which are needed for safe or sanitary habitation, correction of substantial code violations, or the creation of additional living space.”

3.4 Existing Regulatory and Funding Framework

3.4.1 Federal

The Community Development Block Grant Program is a federal program that provides funding for housing and community development. In 1974, Congress created the program by passing the Housing and Community Development Act, Title I. The national objectives of the program are to: 1) Benefit low- and moderate-income persons; 2) Prevent or eliminate slum or blight and 3) Address urgent community development needs.

The program, administered and funded by the United States Department of Housing and Urban Development, consists of two components: 1) Entitlement - provides funds directly to urban areas and 2) Small Cities - provides funds to the states for distribution to rural areas. The Department of Economic Opportunity administers Florida's Small Cities Community Development Block Grant Program. This is a competitive grant program that awards funds to rural areas. Each year since 1983, Florida has received between 18 and 35 million dollars. One of the factors in the competitive process is the Community Wide Needs Score. This is a numerical representation of the needs of a community based on the following

census data: low and moderate income population; number of persons below the poverty level and; number of housing units with more than one person per room.

The HOME Investment Partnerships Program (HOME) provides formula grants to States and localities that communities use - often in partnership with local nonprofit groups - to fund a wide range of activities including building, buying, and/or rehabilitating affordable housing for rent or homeownership or providing direct rental assistance to low-income people. HOME is the largest Federal block grant to state and local governments designed exclusively to create affordable housing for low-income households. HOME funds are awarded annually as formula grants to participating jurisdictions (PJs). The program's flexibility allows States and local governments to use HOME funds for grants, direct loans, loan guarantees or other forms of credit enhancements, or rental assistance or security deposits. Santa Rosa County receives HOME funds through a consortium agreement with Escambia County.

The Housing Credit (HC) program provides for-profit and nonprofit organizations with a dollar-for-dollar reduction in federal tax liability in exchange for the acquisition and substantial rehabilitation, substantial rehabilitation, or new construction of low and very low income rental housing units. Eligible development types and corresponding credit rates include: new construction, nine percent (9%); substantial rehabilitation, nine percent (9%); acquisition, four percent (4%); and federally subsidized, four percent (4%). A Housing Credit allocation to a development can be used for 10 consecutive years once the development is placed in service. Qualifying buildings include garden, high-rise, townhouses, duplexes/quads, single family or mid-rise with an elevator. Ineligible development types include hospitals, sanitariums, nursing homes, retirement homes, trailer parks, and life care facilities. This program can be used in conjunction with the HOME Investment Partnerships program, the State Apartment Incentive Loan program, the Predevelopment Loan program, or the Multifamily Mortgage Revenue Bonds program. Each development must set aside a minimum percentage of the total units for eligible low or very low income residents for the duration of the compliance period, which is a minimum of 30 years with the option to convert to market rates after the 14th year. At least 20 percent of the housing units must be set aside for households earning 50 percent or less of the area median income (AMI), or 40 percent of the units must be set aside for households earning 60 percent or less of the AMI. Housing need is assessed annually based on current statewide market studies and public input, and funds are distributed annually to meet the need and demand for targeted housing in large, medium, and small-sized counties throughout Florida. Additionally, housing credits are sometimes reserved for affordable housing that addresses specific geographic or demographic needs, including the elderly, farmworkers and commercial fishing workers, urban infill, the Florida Keys Area, Front Porch Florida communities, or developments funded through the U.S. Department of Agriculture Rural Development.

3.4.2 State of Florida

The Florida Housing Finance Corporation administers the State Housing Initiatives Partnership Program (SHIP), which provides funds to local governments as an incentive to create partnerships that produce and preserve affordable homeownership and multifamily housing. The program was designed to serve very low, low and moderate income families. SHIP funds are distributed on an entitlement basis to all 67 counties and 53 Community Development Block Grant entitlement cities in Florida. The minimum allocation is \$350,000 and in order to participate, local governments must establish a local housing assistance program by ordinance; develop a local housing assistance plan and housing incentive strategy; amend land development regulations or establish local policies to implement the incentive strategies; form partnerships and combine resources in order to reduce housing costs; and ensure that rent or mortgage payments do not exceed 30 percent of the area median income limits, unless authorized by the mortgage lender.

SHIP dollars may be used to fund emergency repairs, new construction, rehabilitation, down payment and closing cost assistance, impact fees, construction and gap financing, mortgage buy-downs, acquisition of

property for affordable housing, matching dollars for federal housing grants and programs, and homeownership counseling. SHIP funds may be used to assist units that meet the standards of Chapter 553, Florida Statutes.

A minimum of 65 percent of the funds must be spent on eligible homeownership activities; a minimum of 75 percent of funds must be spent on eligible construction activities; at least 30 percent of the funds must be reserved for very-low income households (up to 50 percent of the area median income or AMI); an additional 30 percent may be reserved for low income households (up to 80 percent of AMI); and the remaining funds may be reserved for moderate-income households (up to 120 percent of AMI.). It is important to note that no more than 5 percent of SHIP funds may be used for administrative expenses. However, if a local government makes a finding of need by resolution, a local government may use up to 10 percent for administrative expenses. Funding for this program was established by the passage of the 1992 William E. Sadowski Affordable Housing Act. Funds are allocated to local governments each month on a population-based formula. These funds are derived from the collection of documentary stamp tax revenues, which are deposited into the Local Government Housing Trust Fund. Total actual disbursements are dependent upon these documentary stamp collections.

3.4.3 Local (SHIP and HOME) Administration

SHIP funds provide Santa Rosa County with a dedicated source of revenue, which must be used exclusively for affordable housing programs. The SHIP Program for Santa Rosa County is administered by County housing staff and housed within the Development Services Department. SHIP funds have been appropriated for several sub-programs or strategies as shown in **Table 3-1** below.

HOME is a federal housing program, which provides formula grants to States and localities that communities use, often in partnership with local non-profit groups, to fund a wide range of activities that build, buy, and/or rehabilitate affordable housing for rent or homeownership or provide direct rental assistance to low-income people. Though each jurisdiction maintains individualized programs tailored to the needs of its respective citizenry, the City of Pensacola, Escambia County, Santa Rosa County and the City of Milton formed a Consortium for purposes of receipt and administration of HOME funds. The intent and effect of such joint action is to increase the level of coordination within the local area and to assure the maximum benefit within the community as a result of the limited resources made available in support of housing from all public, private and non-profit resources. Santa Rosa County became a member of this Consortium in 1994.

Eligibility for SHIP and HOME assistance is open to all households whose incomes are certified to be within the very-low, low, and moderate income categories established annually by the U.S. Department of Housing and Urban Development. These are adjusted for household size and published annually for the Pensacola – Ferry Pass- Brent, FL MSA. The income limits for these categories are provided in **Table 3-2**.

Table 3-1: Allocation of Ship Funding/Numbers of Units Addressed

SHIP Strategy	2008/2009	2009/2010	2010/2011	2011/2012	2012/2013	2014/2015	TOTAL
Substantial Rehab	\$225,241/9	\$0/0	\$0/0	\$140,405/6	\$30,968/1	\$254,879/9	\$651,493
Moderate Rehab	\$39,663/5	\$0/0	\$24,722/2	\$7,422/2	\$35,628/5	\$76,173/0	\$183,608
1 st Time Homebuyer	\$929,776/107	\$234,525/28	\$42,482/5	\$205,843/26	\$64,863/8	\$156,160/9	\$1,412,626
New Construction	\$200,000/8	\$125,000/5	\$0/0	\$0/0	0	0	\$325,000
FHOP	\$0/0	\$42,298/8	\$0/0	\$0/0	0	0	\$42,298
Administration	\$139,468	\$44,737	\$6,950	\$39,474	\$13,122	\$18,358	\$262,109
TOTAL	\$1,534,148	\$466,550	\$74,154	\$393,144	\$144,581	\$505,570	\$3,118,147

Table 3-2: 2015 Adjusted HUD Income Limits

Household or Family Size	Income Categories			
	30% Limits	Very Low	60 % Limits	Low Income
1	\$13,000	\$21,650	\$25,980	\$34,650
2	\$14,850	\$24,750	\$29,700	\$39,600
3	\$16,700	\$27,850	\$33,420	\$44,550
4	\$18,550	\$30,900	\$37,080	\$49,450
5	\$20,050	\$33,400	\$40,080	\$53,450
6	\$21,550	\$35,850	\$43,020	\$57,400
7	\$23,050	\$38,350	\$46,020	\$61,350
8	\$24,500	\$40,800	\$48,960	\$65,300

Source: US HUD, 2015

3.5 Data and Analysis

Using the data contained in the 2010 Census of Population and Housing, The American Community Survey, and the Santa Rosa County Community Planning, Zoning and Development Division as the primary sources, the next sections focus on the composition of housing, vacancy rates, housing tenure, age of the housing stock, value of owner-occupied housing units, housing costs, and rental costs.

3.5.1 Type of Housing

According to the 1990 Census there were 32,482 year-round housing units in the County in 1990. The 2000 Census of Population shows that this number increased to 49,119 in 2000 and in 2010 this number rose to 64,707. As illustrated in **Table 3-3** the dominant housing type in Santa Rosa County is the single-family residence, followed by single-family attached/multi-family units. Single-family units comprised 53 percent of the total inventory in 1990, 71.3 percent in 2000 and 75% in 2010. Mobile homes and multi-family units accounted for 26.9 percent and 20.1 percent, respectively in 1990 and 17.6 percent and 11.1

percent, respectively in 2000. The most recent data below shows this combined number to be close to 12%.

Table 3-3: Housing Units by Type and by Planning Area, Santa Rosa County: 2010

Planning Area	Single-Family Detached		Mobile Homes, RVs, Vans, etc.		Single-Family Attached and Multi-Family		Total	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Rural North County	5,497	11%	1,314	17%	387	5%	7,198	11%
Milton	9,228	19%	1,739	23%	2,111	25%	13,078	20%
Pace	13,852	28%	1,533	20%	1,216	14%	16,601	26%
East Milton	884	2%	930	12%	14	0%	1,828	3%
South End	19,275	40%	2,055	27%	4,672	56%	26,002	40%
Total:	48,736	100%	7,571	100%	8,400	100%	64,707	100%

Source: Santa Rosa County GIS and 2008-2012 American Community Survey, Table DP04 - Selected Housing Characteristics; downloaded Via American Fact Finder, <http://factfinder2.census.gov>

Higher concentrations of mobile homes are found in the Milton and South End planning areas, specifically the coastal corridor of Navarre and the East Milton/Harold/Floridale area. Single-family attached and multi-family residential units occur at the highest percentages in two areas of the county, in and near the City of Milton and in the South End (the peninsula of Gulf Breeze to Navarre). The largest percentage of these types of units is found in the Holley/Navarre area of the South End.

3.5.2 Housing Occupancy and Tenure

Of the 49,119 year-round housing units identified in the 2000 Census, 43,793 were occupied; this results in an 89.1 percent occupancy rate for the County. **Table 3-4** presents the most recent counts of housing units by tenure for the total County for comparison. According to this data the most recent occupancy rate for the County is close to 87.5 %, therefore the average County vacancy rate is around 12.5 %. In 2000, of the 38,512 occupied year round units in the County, 31,546 units or 81.9 percent were owner occupied and 6,864 units or 17.8 percent were renter occupied. According to the most recent data below, of the 56,475 occupied units, 42,458 or 75 % were owner occupied and 8,232 or 25 % were renter occupied.

According to this data there has been a slight decrease in homeownership and increase in renter occupied units, most likely reflective of economic conditions occurring during the last ten years. The South End planning area include Navarre Beach, a seasonal tourist destination, which would account for that area having the largest amount of renter occupied units.

Table 3-4: Housing Occupancy and Tenure by Planning Area

Planning Area	Total Number of Housing Units	Occupied Units	Owner Occupied Units	Renter Occupied Units	Vacant Units	Percentage Vacant
County	7,198	6,511	5,623	888	687	9.5%
Milton	13,078	11,238	7,864	3,374	1,840	14.0%
Pace	16,601	15,288	11,884	3,404	1,313	8.0%
East Milton	1,828	1,547	1,200	347	281	15.4%
South End	26,002	21,891	15,887	6,004	4,111	15.8%
Totals:	64,707	56,475	42,458	14,017	8,232	12.7%

Source: Santa Rosa County GIS and 2008-2012 American Community Survey, Table DP04 - Selected Housing Characteristics; downloaded Via American Fact Finder, <http://factfinder2.census.gov>

3.5.3 Vacant Unit Data

As can be seen in Table 5-5 below, the South End planning area which includes Navarre Beach has the highest number of vacant units and seasonal units. This area also has the largest number of year round housing units, serving as a major population center for the County.

Table 3-5: Vacant Units by Planning Area

Planning Area	Vacant Units for Sale Only	Vacant Units for Rent	Seasonal Units, Etc	Other Vacant Units	Total Vacant Units	Total Year Round Units	Vacancy Rate
Rural North County	101	146	151	393	820	7,458	11.00%
Milton	203	520	129	427	1,321	12,690	10.40%
Pace	331	424	109	543	1,457	16,548	8.80%
East Milton	40	29	42	117	242	1,854	13.05%
South End	640	1,160	1,236	773	4,010	26,210	15.30%
<i>Total Santa Rosa County</i>	<i>1,315</i>	<i>2,279</i>	<i>1,667</i>	<i>2,253</i>	<i>7,850</i>	<i>64,760</i>	<i>12.12%</i>

3.5.4 Age of Housing

Table 3-6 below presents the age of housing units by planning area. In general, the vast majority of the County’s housing stock was built after 1980 (roughly 74%). Housing is somewhat newer in the unincorporated area than in the County as a whole. Since 1980, more new housing has been built in the unincorporated areas of the county than in the municipalities. A large number of the older housing units were in and near the City of Milton. Census Tract 106 (which includes part of the City of Milton) has the oldest median age of housing at 1965, and Census Tracts 108.02 and 108.05 have the newest median age of housing at 1993.

<i>Planning Area</i>	2010 & Later	2000-2009	1990-1999	1980-1989	1970-1979	1960-1969	1950-1959	1940-1949	1939 & Earlier
Rural North County	20	1487	1591	1541	1,239	388	586	213	133
Milton	0	2,898	2,831	2,302	1,789	1,819	925	297	217
Pace	110	4,983	3,713	3,172	2,779	699	703	196	246
East Milton	26	605	544	399	180	36	28	10	0
South End	42	8,761	7,878	4,616	2,749	1,023	725	114	94
<i>Total Santa Rosa County</i>	198	18,734	16,557	12,030	8,736	3,965	2,967	830	690
<i>Percent of Total</i>	0%	29%	26%	19%	14%	6%	5%		1%

Source: Santa Rosa County GIS and 2008-2012 American Community Survey, Table DP04 - Selected Housing Characteristics; downloaded via American Fact Finder, <http://factfinder2.census.gov>.

3.5.5 Rental Costs

Table 3-7 shows the number of renter-occupied units in the County by gross rent ranges as reported in the 2010 Census based American Community Survey. This variable from the Census is taken from sample counts and totals will not agree with 100 percent counts cited in earlier tables. The highest median rents are found within the South End planning area, representative of the higher housing cost and the higher demand for transient military housing.

Table 3-7: Renter-Occupied Units by Gross Rent by Planning Area

Tract	Number Units Paying Rent	Less Than \$200	\$200-\$299	\$300-\$499	\$500-\$749	\$750-\$999	\$1,000-\$1,499	\$1,500 +	Number Units No Cash Rent
North Rural County	720	0	4	31	242	142	228	73	168
Milton	3,076	19	120	248	810	1,052	748	79	298
Pace	3,109	29	48	79	486	1,123	931	413	295
East Milton	296	0	0	14	98	92	92	0	51
South End	5,786	0	0	102	882	1,129	2,346	1,327	218
Total	12,987	48	172	474	2,518	3,538	4,345	1,892	1,030

Source: Santa Rosa County GIS and 2008-2012 American Community Survey, Table DP04 - Selected Housing Characteristics; downloaded via American Fact Finder, <http://factfinder2.census.gov>.

3.5.6 Value of Owner-Occupied Housing

Table 3-8 illustrates the average value of specified owner-occupied non-condominium housing units in the County by planning area. In general the South End planning area has the highest values of owner occupied housing in the County, with Census Tract 109 (which is the City of Gulf Breeze) having the highest average value at \$359,217 followed by Census Tract 108.12 (in unincorporated county) with an average value of \$284,450. Census Tract 106 (part City of Milton) had the lowest at \$88,780.

Table 3-8: Average Value of Owner-Occupied Housing Units

Planning Area	Owner-Occupied Units	Average Median Value
Rural North County	5,623	\$160,360
Milton	7,864	\$126,140
Pace	11,884	\$159,971
East Milton	1,200	\$111,110
South End	15,887	\$203,750
Total	42,458	

Source: Santa Rosa County GIS and 2008-2012 American Community Survey, Table DP04 - Selected Housing Characteristics; downloaded Via American Fact Finder, <http://factfind2.census.gov>

3.5.7 Monthly Cost of Owner-Occupied Units

Table 3-9 presents 2010 Census counts of monthly costs of owner-occupied units both with mortgages and without mortgages for the unincorporated County and for all of Santa Rosa County. For the county as a whole and for the unincorporated portions of the county, the largest percentage of mortgages were in the \$1,000 to \$1,499 range.

Table 3-9: Monthly Cost of Owner-Occupied Units with a Mortgage by Planning Area

<i>Planning Area</i>	Number of Units	Less Than \$300	\$300-\$499	\$500-\$699	\$700-\$999	\$1,000 - \$1,499	\$1,500 - \$1,999	\$2,000 +	Median
Rural North County	3422	0	47	228	479	1076	733	859	\$1,467
Milton	5226	0	44	639	1371	1838	876	458	\$1,125
Pace	8,393	28	168	540	1,378	2,736	1,943	1,600	\$1,396
East Milton	800	0	0	78	241	350	89	42	\$1,102
South End	12,295	10	156	401	971	3,323	3,340	4,094	\$1,690
Total:	30,136	38	415	1,886	4,440	9,323	6,981	7,053	

Monthly Cost of Owner-Occupied Units without a Mortgage by Planning Area

<i>Planning Area</i>	Number of Units	Less Than \$100	\$100-\$199	\$200-\$299	\$300-\$399	\$400 +	Median
Rural North County	2201	37	97	489	482	1096	\$424
Milton	2638	36	120	608	666	1208	\$380
Pace	3,491	9	245	741	892	1,604	\$380
East Milton	400	17	80	153	70	80	\$262
South End	3,592	14	167	501	611	2,299	\$502
Total:	12,322	113	709	2,492	2,721	6,287	

Source: Santa Rosa County GIS and 2008-2012 American Community Survey, Table DP04 - Selected Housing Characteristics; downloaded via American Fact Finder, <http://factfinder2.census.gov>

3.5.8 Rent or Cost to Income Ratio

According to the definition of affordable housing, a housing unit is affordable if a household's monthly housing expenses do not exceed 30 percent of the household's gross income. **Table 3-10**, on the following page, presents both renter and owner costs as a percentage of income for the County. The "not computed" variable includes units for which no cash was paid and units occupied by households that reported no income.

Table 3-10: Rent or Cost to Income Ratio for Housing in Santa Rosa County

Planning Area	Occupied Units Paying Rent	15 Percent	15-19.9 Percent	20-24.9 Percent	25-29.9 Percent	30-34.9 Percent	35 or Greater Percent	Not Computed
Rural North County	720	71	63	59	132	110	286	168
Milton	3,000	207	324	561	424	449	1,035	374
Pace	3,102	396	564	366	516	356	903	302
East Milton	296	14	36	24	63	13	146	51
South End	5,722	544	707	872	545	763	2,291	282
Total:	12,840	1,232	1,694	1,882	1,680	1,691	4,661	1,177

Source: Santa Rosa County GIS and 2008-2012 American Community Survey, Table DP04 - Selected Housing Characteristics; downloaded via American Fact Finder, <http://factfinder2.census.gov>.

3.5.9 Housing Conditions

According to 2010 Census data, over 80 percent of the housing in Santa Rosa County was built after 1970. Since less than twenty percent of the county’s housing stock was built before 1970, there are few age related problems with the county’s housing stock. Also, residential construction during this period has complied with the Florida Building Code and the placement of new mobile home units in the county has been regulated. Construction for modular has complied with the Department of Housing and Urban Development’s standard for manufactured housing and the Florida Building Code. Likewise, construction of mobile homes has complied with the Florida Building Code. Table 3-11, on the following page, presents 2010 Census counts of dwelling units lacking complete plumbing and kitchen facilities and lacking heating systems. Housing with these characteristics are considered substandard.

3.5.9.1 Housing Units Lacking Complete Plumbing/Kitchen Facilities and Heating Systems

According to 2000 Census data, Less than 1 percent of all housing in Santa Rosa County lacked these facilities. Using 2010 data this percentage has increased to around 7% lacking complete plumbing facilities and 16% lacking complete kitchen facilities.

Table 3-11: Dwelling Units Lacking Complete Plumbing, Kitchen Facilities by Planning Area

	<i>Total Number of Occupied Units</i>	<i>Lacking Complete Plumbing Facilities</i>		<i>Lacking Complete Kitchen Facilities</i>	
		<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>
Rural North County	6,511	31	>1%	45	>1%
Milton	11,238	35	>1%	97	>1%
Pace	15,288	0	>1%	51	>1%
East Milton	1,547	0	>1%	14	>1%
South End	21,891	114	>1%	203	>1%
Total County	56,475	180	>1%	410	>1%

Source: Santa Rosa County GIS and 2008-2012 American Community Survey, Table DP04 - Selected Housing Characteristics; downloaded Via American Fact Finder, <http://factfinder2.census.gov>

3.5.9.2 Overcrowding in Housing Units

The U.S. Census calculates a person per room measure by dividing the number of persons in each occupied housing unit by the number of rooms in the unit. An "overcrowded condition" is considered to exist when the ratio is 1.01 persons or more per room. In Santa Rosa County, 1,086 of 44,793 occupied units (or 2.4%) were counted as being overcrowded in the 2000 Census. In the 2010 Census this number rose slightly to 3%. Table 5-12, presents this census statistic for the planning areas and for total Santa Rosa County. Analysis of the persons-per-room statistics in also illustrates the areas needing housing assistance. As might be expected by the large incidence of substandard housing, the largest numbers of overcrowded housing units were in Census Tract 108.11 in the Holley Navarre area.

Table 3-12: Overcrowded Dwelling Units Unincorporated and Total Santa Rosa County

<i>Census Tract</i>	<i>Total Occupied Units</i>	<i>Units With 1.01 or More Persons Per Room</i>	<i>Percent of Total</i>
Rural North County	6,511	111	2%
Milton	11,238	210	1%
Pace	15,288	185	1%
East Milton	1,547	40	3%
South End	21,891	328	1%
Total County	56,475	847	3%

Source: Santa Rosa County GIS and 2008-2012 American Community Survey, Table DP04 - Selected Housing Characteristics; downloaded Via American Fact Finder, <http://factfinder2.census.gov>

3.6 Housing Needs and Analysis

The previous sections in this report looked at the housing stock as it existed in the year 2010. Having a good understanding of present conditions is important to address what will happen to the housing stock over time. Using the previous sections as a foundation, this section presents projections that can be helpful to point out problem areas and can assist in designing goals, objectives, and policies to address the identified previous problems.

3.6.1 Projected Population Growth

The University of Florida Bureau of Economic and Business Research (BEBR), has estimated since 1990 that the unincorporated areas of the County are growing faster than the three municipalities. **Table 3-13**, presents the population counts for the total County and for the unincorporated area and BEBR estimates for the years 1980 through 2010 and then projects these trends to the year 2040.

Table 3-13: Unincorporated vs. Incorporated Growth in Santa Rosa County and Projections

	Population Trends			Population Projections			
	1980	1990	2000	2010	2020	2030	2040
Unincorporated County	42,671	68,196	104,454	136,250	162,992	190,363	210,934
% Increase per 10 years		59.00%	53.17%	30.44%	19.63%	16.79%	10.81%
Municipalities	13,317	13,412	13,289	15,122	15,108	15,637	16,166
% Increase/Decrease		0.70%	-0.92%	13.79%	-0.09%	3.50%	3.38%
Total Population	55,988	81,608	117,743	151,372	178,100	206,000	227,100
% Increase/Decrease		45.80%	44.30%	28.60%	28.60%	28.60%	28.60%

Source: University of Florida, Bureau of Economic and Business Research, 2014, using “medium” projections. Municipal projections completed by Santa Rosa County Planning Department using linear regression methodology.

3.6.1 Size of Households

In 2010, approximately 67 percent of total county households were one and two person households, while roughly 64 percent of incorporated area households were one and two person households (**Table 3-14**).

Table 3-14 presents 2010 Census counts by tract for number of persons in households.

Table 3-14: Persons in Households by Census Tract, 2010

<i>Census Tract</i>	<i>1 Pers</i>	<i>2 Pers</i>	<i>3 Pers</i>	<i>4 Pers</i>	<i>5 Pers</i>	<i>6 Pers</i>	<i>7+ Pers</i>	<i>Totals</i>
101	310	540	251	178	94	33	21	1427
102*	365	581	298	241	103	36	15	1639
103	513	1183	678	636	275	86	28	3399
104	202	395	163	169	50	24	7	1010
105.02*	654	1106	536	385	145	70	34	2930
105.03	537	837	382	309	129	44	24	2262
105.04	353	688	300	240	101	36	18	1736
106*	736	772	427	295	129	53	35	2447
107.02	574	1071	443	345	159	64	29	2685
107.04	384	673	377	326	131	46	35	1972
107.05	330	426	195	180	79	32	17	1259
107.06	631	1067	554	448	208	44	25	2977
107.07	209	641	292	292	99	30	7	1570
107.08	428	704	372	313	119	45	30	2011
108.02	290	632	335	251	95	30	17	1650
108.08	338	584	286	211	112	49	32	1612
108.09	473	770	325	236	122	44	24	1994
108.11	870	1712	946	858	365	128	58	4937
108.12	351	685	320	293	87	37	7	1780
108.13	464	743	304	265	82	23	9	1890
108.14	571	901	431	292	125	31	13	2364
108.15	672	1152	522	396	135	53	26	2956
108.17	400	650	327	234	86	42	18	1757
108.19	822	1430	852	686	273	97	40	4200
109*	671	931	363	307	140	26	8	2446
Total County	12148	20874	10279	8386	3443	1203	577	56910
Gulf Breeze	671	931	363	307	140	26	8	2446
Jay	63	73	31	25	17	4	3	216
Milton	1048	1176	559	418	185	85	45	3516
Unincorporated	10366	18694	9326	7636	3101	1088	521	50732

* These Census Tracts include municipalities, but these units are not included in the Total Unincorporated figure

Source: Source: 2010 U.S. Census American Fact Finder Table QT-H2

Table 3-15: Projections of Household Size through Year 2035.

Year	1-2 Persons	3-4 Persons	5 or more Persons	Total
2000	21520	13539	3574	38633
2010	27759	17388	4602	49749
2015	30817	19221	5092	55130
2020	34286	21262	5646	61194
2025	37907	23357	6212	67476
2030	41383	25363	6755	73501
2035	44859	27369	7298	79526
Year	Percentage of Annual Totals			
2000	55.7%	35.0%	9.3%	100.0%
2010	55.8%	35.0%	9.3%	100.0%
2015	55.9%	34.9%	9.2%	100.0%
2020	56.0%	34.7%	9.2%	100.0%
2025	56.2%	34.6%	9.2%	100.0%
2030	56.3%	34.5%	9.2%	100.0%
2035	56.4%	34.4%	9.2%	100.0%

Source: Shimberg Center; Florida Housing Data Clearinghouse; Affordable Housing Needs Assessment - Quick Report, 12/5/2012. 2035 projections provided by Santa Rosa County Community Planning, Zoning, and Development Division.

3.6.2 Projected Age of Population

Table 3-16 presents 2000 Census counts of the unincorporated and total County populations by age groups. The data shows that the unincorporated area is fairly similar to the county as a whole. The County updated the Shimberg Center's Affordable Housing Needs Assessment with 2000 Census Data. The lower half of Table 5-19 projects total county population by age group through 2025 with the age group proportions changing in line with the County's projections for the total County. The younger age groups are projected to decrease slightly and the over 65 age group to increase slightly.

Table 3-16 Age of Population (2010)

Age Group	Total County		Gulf Breeze		Jay		Milton		Unincorporated	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Under 5 Year	9197	6.08%	187	34	647	8329	6.11%	9197	6.08%	187
5 to 19 Years	30940	20.44%	1183	115	1741	27901	20.48%	30940	20.44%	1183
20 to 44 Years	48359	31.95%	1280	179	3074	43826	32.17%	48359	31.95%	1280
45 to 64 Years	43416	28.68%	1944	118	2044	39310	28.85%	43416	28.68%	1944
65+ Years	19460	12.86%	1169	87	1320	16884	12.39%	19460	12.86%	1169
Total Population	151372	100.00%	5763	533	8826	136250	100.00%	151372	100.00%	5763

Population of Age Groups in Santa Rosa County, 2010-2040

Year	Under 5		5 to 17 Years		18 to 34 Years		35 to 64 Years		65+ Years	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
2010	9197	6.08%	27012	17.84%	31394	20.74%	64309	42.48%	19460	12.86%
2015	9348	5.60%	28136	16.85%	38046	22.78%	67937	40.68%	23520	14.08%
2020	9892	5.42%	30037	16.44%	40676	22.27%	72940	39.93%	29116	15.94%
2025	10990	5.56%	29988	15.17%	46020	23.27%	75791	38.33%	34955	17.68%
2030	11800	5.57%	32522	15.34%	46196	21.80%	79930	37.71%	41495	19.58%
2035	12713	5.65%	34267	15.23%	48956	21.75%	85329	37.92%	43780	19.45%
2040	13146	5.54%	37612	15.85%	47942	20.21%	93776	39.52%	44787	18.88%

Source: 2010 Census of Population and Housing, Table DP-1; Projections from Bureau of Economic and Business Research, Florida Population Studies, Volume 44 Bulletin 160, December 2011, Population Projections by Age, Sex, Race, and Hispanic Origin for Florida and Its Counties, 2010-2040

3.6.3 Projected Income Ranges of Households

This section of the analysis projects the number of households in various income ranges in order to determine the type and price of dwelling units needed for the anticipated population. These projections are based on the Affordable Housing Needs Assessment prepared by the Shimberg Center for Affordable Housing at the University of Florida. **Table 3-17** presents the current (2013) counts of households in selected income ranges for the unincorporated area and total County.

Table 3-17: Housing by Income Range

<i>Income Range</i>	<i>Unincorporated Area</i>		<i>Total County</i>	
	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>
Total Households	57,368	100.0%	48,921	100.0%
Less than \$10,000	2,990	5.2%	2,569	5.3%
\$10,000 - \$14,999	2,179	3.8%	1,951	4.0%
\$15,000 - \$24,999	5,597	9.8%	4,657	9.5%
\$25,000 - \$34,999	5,392	9.4%	4,921	10.1%
\$35,000 - \$49,999	8,267	14.4%	7,661	15.7%
\$50,000 - \$74,999	12,608	22.0%	10,472	21.4%
\$75,000 - \$99,999	8,359	14.6%	7,921	16.2%
\$100,000 - \$149,999	7,759	13.5%	5,835	11.9%
\$150,000 - \$199,999	2,332	4.1%	1,745	3.6%
\$ 200,000 or more	1,888	3.3%	1,189	2.4%

Source: U.S. Census Bureau, 2009-2013 American Community Survey, Income and Benefits (in 2013 Inflation-adjusted dollars)

Based on BEBR population projections and the Shimberg Center projections, the projected population in the County will require a total of 76,199 dwelling units to accommodate the housing needs by 2040. **Table 3-18** presents housing type ratios and projections of units by type through 2040.

Table 3-18: Projections of Units by Type, Unincorporated Santa Rosa County

<i>Year</i>	<i>Single Family</i>		<i>Multi Family</i>		<i>Mobile Homes</i>		<i>Total</i>
	<i>Number</i>	<i>Pct.</i>	<i>Number</i>	<i>Pct.</i>	<i>Number</i>	<i>Pct.</i>	
2000	35006	71.3%	5471	11.1%	8642	17.6%	49119
2010	42787	76.4%	5194	9.3%	7908	14.1%	56038
2015	46678	78.7%	5056	8.5%	7541	12.7%	59274
2020	50568	80.7%	4917	7.8%	7174	11.4%	62659
2025	54459	82.5%	4779	7.2%	6807	10.3%	66044
2030	58349	84.0%	4640	6.7%	6440	9.3%	69429
2035	62240	85.5%	4502	6.2%	6073	8.3%	72814
2040	66130	86.8%	4363	5.7%	5706	7.5%	76199

Source: Source: 2000 figures from Census; 2010 figures from Shimberg Center, Affordable Housing Needs Assessment based on 2006-2010 American Community Survey; 2005 and 2015-2040 figures projected by Santa Rosa County Community Planning, Zoning and Development Division using straight line projections from the 2000 and 2010 data.

Table 3-19, on the following page, presents the 2010 base for tenure projections and projections of owners and renters for the County through the year 2040.

Table 5-22: Households by Tenure Unincorporated Santa Rosa County, 2010-2040

Year	Owners		Renters		Total Occupied Households
	Number	Percent	Number	Percent	
2010	40,884	82.2%	8,862	17.8%	49,746
2015	45,415	84.1%	8,580	15.9%	53,995
2020	50,668	82.8%	10,525	17.2%	61,193
2025	56,175	83.3%	11,298	16.7%	67,473
2030	61,448	83.9%	11,764	16.1%	73,212
2035	66,589	84.2%	12,489	15.8%	79,078
2040	71,730	84.4%	13,214	15.6%	84,944

Note: Household estimates and projections for 'All Households' are estimated separately, therefore owner and renter households do not add up to total households; the differences are due to rounding and are minor.

Source: Shimberg Center, Affordable Housing Needs Assessment, 2010; 2035 & 2040 calculated using straight-line projection by Santa Rosa County Community Planning, Zoning and Development Division.

3.6.4 Projected Affordable Housing Availability

Using the Shimberg Center’s Affordable Housing Needs Assessment, a calculation can be made for a cumulative surplus/deficit of affordable occupied units in the County. This calculation takes into account the County’s population projections to 2040. **Table 3-20** shows the cumulative surplus/deficit of affordable owner-occupied units and **Table 3-21** shows cumulative surplus/deficit of affordable renter-occupied units by income category through 2040. A negative number indicates a deficit of affordable units. These tables show a general trend and should not be taken literally.

**Table 3-20
Cumulative Surplus/Deficit of Affordable Occupied Units by Income Category, 2000-2040
Owner-Occupied Units, Santa Rosa County**

Income Categories	Year 2010	Year 2015	Year 2020	Year 2025	Year 2030	Year 2035
30% of Median \$17,750	-6,224	-7,113	-8,199	-9,412	-10,588	-11,679
50% of Median \$29,600	-3,858	-4,538	-5,308	-4,984	-7,011	-7,799
80% of Median \$47,350	-2,820	-3,780	-3,237	-6,017	-7,126	-8,202
120% of Median \$71,040	-5,794	-7,605	-10,084	-12,376	-7,090	-7,414

Note 1. Units minus households; negative number indicates a deficit of affordable units.

Note 2. Household estimates and projections for "All Households" are estimated separately, therefore owner and renter households do not add up to total households; the difference are due to rounding and are minor.

Note 3. Due to lack of data increases in the number of housing units remained constant at the 2010 level throughout the evaluation.

Source: Shimberg Center, Affordable Housing Needs Assessment, 2010; Updated by Santa Rosa County Community Planning, Zoning and Development Division, 2012.

**Table 3-21
Cumulative Surplus/Deficit of Affordable Occupied Units by Income Category, 2010-2040
Renter-Occupied Units, Santa Rosa County**

Income Categories	Year 2010	Year 2015	Year 2020	Year 2025	Year 2030	Year 2035
30% of Median \$17,750	-2,322	-2,711	-2,994	-3,364	-3,714	-4,062
50% of Median \$29,600	1,298	1,110	972	819	920	826
80% of Median \$47,350	3,386	3,218	3,085	2,963	2,596	2,399
120% of Median \$71,040	5,956	5,759	5,573	5,402	5,238	5,058

Note: Units minus households, negative number indicates a deficit of affordable units.

Source: Shimberg Center, Affordable Housing Needs Assessment, 2010; Updated by Santa Rosa County Community Planning, Zoning and Development Division, 2012.

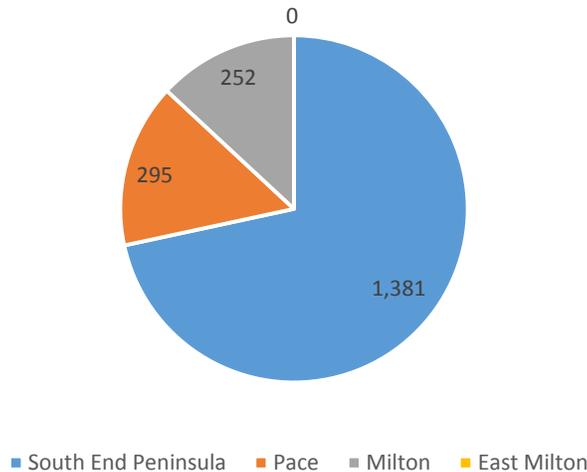
Land Required for the Projected Housing Needs

The current Future Land Use map accommodates enough residential development will meet the future housing need of 76,199 units as projected in Table 3-18 (reference Table 2-9 of the Future Land Use Element Support Documentation). The locations for the projected housing and the required acreages are included in the Future Land Use Element and corresponding maps in the Comprehensive Plan. Deficits are projected across all income levels (**Table 3-20**) with the lower income level deficits being the most consistent and challenging.

There is a current and projected deficit renter occupied units at the lower income level for Santa Rosa County (**Table 3-21**). According the County’s existing land use data, multi-family residential development greater than five units makes up less than 1% of total residential development within the County, with the exception of Navarre Beach which is about 35%. Data from the 2008-2012 American Community Survey (Census) indicates that approximately 11% of the total residential units within the entire County are multi-family or greater than two units. This data includes the incorporated cities and is more representative of the housing mix within the County as a whole since it includes anything beyond a single family unit. Maintaining a viable mix of housing types is an important mechanism for providing affordable housing and housing opportunities within the County. The current Future Land Use Map provides for multi-family residential development, excluding the Navarre Beach planning area, within the Medium Density Residential, Residential, and Mixed Residential Commercial Future Land Use Map categories. These categories contained approximately 1,928 vacant acres in 2014 or 10% of total vacant residential acreage excluding the Navarre Beach Planning Area. This analysis indicates that in order at least maintain the current housing mix having 11% multi-family residential, additional land (1%) designated for multi-family residential development on the Future Land Use Map would be necessary. Figure 3-1 below shows vacant lands designated for multi-family residential by planning area, and as can be seen the South End Peninsula area has by far the most land available to accommodate higher density residential development.

Figure 3-1

Vacant Land (Acres) Designated for MF Residential Development
 Santa Rosa County Comprehensive Plan Future Land Use Map
 2014



Strategies for Providing Affordable Housing

The private sector is currently the only supplier of housing in Santa Rosa County. The County's subsidized units have been constructed through government programs in which the private sector constructs and maintains the housing development. No limitations or hindrances exist in the County with regard to availability of land or government restrictions to the housing delivery process. There are, however, some regulatory hindrances like impact fees for water/sewer connection that discourage the provision of affordable housing in the County by the private sector. The private sector is expected to deliver the projected units in the type, tenure, cost or rent and income ranges of households that are defined in the previous tables. In order to make this an achievable task, the County could provide incentives like density bonuses to encourage private developers to construct affordable housing units, and could continue to provide partial payment or waiver of impact fees for affordable developments holding rents or sales prices at affordable levels.

The housing delivery system is a relatively complex system that utilizes numerous businesses and local codes and requirements in order to provide the housing need to serve the population. Financing, construction costs, and the market place all play a role in the housing delivery system. There often are problems with any one of a number of areas that influence the delivery system; most of which the County has little control over.

The one area where the County has some control is in the local building and zoning requirements. The County has developed requirements and procedures that streamline the development process and remove any unnecessary delays while still protecting the public interest.

CHAPTER 9: INTERGOVERNMENTAL COORDINATION ELEMENT

Goal ~~11.1~~ 9.1 • To provide coordination of this Comprehensive Plan with all municipalities located within the County, all adjacent Counties, all adjacent Cities if applicable, and all other entities providing services within the County including the water and sewer utilities operating within the County and the local school board.

Objective ~~11.1.A~~ 9.1.A • To coordinate this Plan ~~with the plans of the Santa Rosa County School Board,~~ other units of local government providing services but not having regulatory authority over the use of land, the municipalities within the county, and with adjacent counties ~~during the planning time frame covered by this Plan.~~

~~Policy 11.1.A.1 • The Community Planning, Zoning & Development Division shall include within its yearly review efforts an analysis of the coordination between plans of affected governments.~~

~~Policy 11.1.A.2~~ **9.1.A.1** • Implementation of this Plan shall involve communication, coordination and cooperation between the County and Municipalities within the County, adjacent Counties and those authorities and agencies providing facilities and services. This will include, but not be limited to, coordination with the County Property Appraiser, Clerk of the Court, and Health Department to increase customer awareness of land use and zoning regulations.

~~Policy 11.1.A.3~~ **9.1.A.2** • By December ~~2010~~ 2017, execute an inter-local agreement between the County and the municipalities in the county setting forth provisions for annexation, land use amendments, and the siting of Locally Undesirable Land Uses (LULU's). Accordingly, LULU's located within one (1) mile of an adjacent local government's boundary shall notify the surrounding local governments of this proposal. These agreements may include the following:

A.) Improved communication between the County and other local, regional, and state agencies;

(B.) Joint processes for collaborative planning and decision making on the siting of facilities with countywide significance including locally unwanted land uses (LULU's) whose nature and identity shall be established within the formal coordination mechanism;

(C.) Consistency between the County Comprehensive Plan, the Comprehensive Plans of municipalities within the county, the plans of adjacent counties;

(D.) Activities having extra-jurisdictional impacts;

(E.) Concurrency management systems and level of service standards;

(F.) Expected impacts of development;

(G.) Notification of affected jurisdictions;

(H.) Measures to mitigate impacts of development;

(I.) Requirements for the siting of facilities with county-wide significance.

(J) A process to resolve disputes pursuant to Section 186.509 F.S, and;

(K.) The possibility of joint planning agreements with municipalities prior to municipal annexations and incorporations.

Staff Analysis Note: This is a statutory requirement. A portion of this policy was relocated, not a new Policy (reference Policy 11.1.E.1).

Policy 9.1.A.3 • The County shall disseminate information on developments in Santa Rosa County that may impact upon adjacent local governments and shall require the notification of affected jurisdictions of proposed development in cases where the proposed development would impact the infrastructure of another local government.

Staff Analysis Comment: This policy was relocated, not a new policy (reference Policy 11.1.C.2).

Policy 9.1.A.4 • The County shall utilize the MPO TPO, and meetings with the FDOT, state environmental permitting agencies, adjacent counties and municipalities, and any local entity having responsibilities in providing facilities and services concurrent with the impacts of development, to exchange information and coordinate adopted levels of service standards.

Staff Analysis Comment: This policy was relocated, not a new policy (reference Policy 11.1.C.6).

Policy 9.1.A.5 • The County shall review the Comprehensive Plan, relevant Plan amendments and other development plans in order to assess any impacts on the comprehensive plans of adjacent local governments.

Staff Analysis Comment: This policy was relocated, not a new policy (reference Policy 11.1.C.1).

Policy 9.1.A.6 • The County shall utilize the TPO, and meetings with the FDOT, state environmental permitting agencies, adjacent counties and municipalities, and any local entity having responsibilities in providing facilities and services concurrent with the impacts of development, to exchange information and coordinate adopted levels of service standards.

Staff Analysis Comment: This policy was relocated, not a new policy (reference Policy 11.1.C.6).

Objective 9.1.B • Conduct regional and intergovernmental or interagency coordination and planning for potable water supplies, sanitary sewer and reuse of reclaimed water.

~~11.1.A.4~~ 9.1.B.1 • the County shall monitor utility system capacity annually per the requirements of Ordinance 2001-03. Annually each Utility will survey their present operations and determine its capacity to meet present needs, projected needs for a period of at least 10 years and determine if the Utility will be able to adequately service the needs of future growth. This information and the information provided in each Utility's Annual Operating Report will be used in coordinating the comprehensive plan with the Regional Water Supply Plan.

~~11.1.A.5~~ 9.1.B.2 • ~~a~~ The County shall assess projected water needs and sources for at least a ten year planning period as part of creating and maintaining a Water Supply Facilities Work Plan (Work Plan) within the Potable Water Element. Capital projects planned during the first five years of the Work Plan shall also be shown in the Capital Improvements element. ~~b~~ The Work Plan shall address each major type of water supply project – groundwater use

optimization, conservation, reuse, and development of alternative water supply sources and water resources. For each project type, a detailed description of the project schedule, major activities and capital projects shall be provided and updated, as necessary.

Policy 9.1.B.3 • Santa Rosa County will participate in the Walton/Okaloosa/Santa Rosa Regional Utility Authority (RUA) that was created in 1999 as a means to address water supply needs and protection of water resources on a regional level.

Staff Analysis Comment: This is a new policy but represents current operational practice.

Policy 9.1.B.4 • The County shall continue to coordinate with private water and sewer providers to obtain the location of private water and sewer lines within their respective service areas as well as other pertinent information.

Staff Analysis Comment: This policy was relocated, not a new policy (reference Policy 11.1.E.3).

Policy 9.1.B.5 • The County shall coordinate with all the public and private water supply providers, municipal governments, and the water management district to share and update information to meet the ongoing water supply needs, including the revision of the water supply work plan as necessary.

Staff Analysis Comment: This policy was relocated, not a new policy (reference Policy 11.1.E.4).

Objective 11.1.B 9.1.C • To coordinate the impacts of development proposed by this Plan upon development in adjacent municipalities, counties, the region, and the state during the planning time frame covered by this Plan. Ensure Santa Rosa County's participation and cooperation in regional level planning and economic development based organizations and activities, recognizing that the overall growth and development of the region has an impact on Santa Rosa County.

Policy 11.1.B.1 9.1.C.1 • The County shall maintain its membership on the West Florida Regional Planning Council, the Transportation Planning Organization, and other active multi-regional and multi-jurisdictional bodies such as the Strategic Partnership Committee, the Okaloosa County Comprehensive Plan Committee, and the Bay Area Resource Council.

~~Policy 11.1.B.2 • The County shall continue to review the Comprehensive Plan and any Plan amendments for consistency with the State Comprehensive Plan (Chapter 187, F.S.), the Strategic Regional Policy Plan, the Local Government Comprehensive Planning and Land Development Regulation Act (Chapter 163, F.S.) and the Minimum Criteria for Review of Local Government Comprehensive Plans and Plan Amendments and Determination of Compliance (Rule 9J-5, F.A.C.).~~

Staff Analysis Note: Outdated reference to previous Comprehensive Plan amendment process and requirements.

~~Policy 11.1.B.3 • The informal mediation process established by the West Florida Regional Planning Council will be used to mediate conflicts with other local governments which cannot be resolved.~~

Staff Analysis Note: Recently removed by the legislature.

~~Policy 11.1.B.4 9.1.C.2 • Pensacola Junior College (PJC) Milton Campus has adopted a campus master plan pursuant to applicable state statutes and rules. The County shall coordinate with PJC to assure that their development needs and overall community needs are addressed and conflicts between this Plan and the Campus Master Plan are minimized.~~

~~Policy 11.1.B.5 9.1.C.3 • The County shall continue to participate in the functions of the Bay Area Resource Council (BARC) for the purposes of attaining consistent and coordinated management of the County's bays and estuaries that also fall under the jurisdiction of neighboring local governments.~~

~~Objective 11.1.C • To ensure coordination in the establishment and implementation of level of service standards for public facilities with any state, regional, or local entity having operational and maintenance responsibility for such facilities.~~

~~Policy 11.1.C.1 • The County shall review the Comprehensive Plan, relevant Plan amendments and other development plans in order to assess any impacts on the comprehensive plans of adjacent local governments.~~

Staff Analysis Comment: This policy was relocated.

~~Policy 11.1.C.2 • The County shall disseminate information on developments in Santa Rosa County that may impact upon adjacent local governments and shall require the notification of affected jurisdictions of proposed development in cases where the proposed development would impact the infrastructure of another local government.~~

Staff Analysis Comment: This policy was relocated.

~~Policy 11.1.C.3 • The Community Planning Zoning & Development Division Director or his/her designated appointee shall participate in meetings of the Okaloosa County Comprehensive Plan Committee.~~

~~Policy 11.1.C.4 • The Community Planning Zoning & Development Division shall include the following as part of its review efforts.~~

~~(A.) An analysis of the effectiveness of the conflict resolution process described in Policy 11.1.B.3;~~

~~(B.) The adequacy of LOS standards which have been established by this Ordinance on an annual basis;~~

~~(C.) An analysis of the adequacy of procedures established to review proposed development within the existing Comprehensive Plan of Santa Rosa County and/or the plans of adjacent local governments; and~~

~~(D.) An analysis and/or review of development proposed in this Plan or any amendment to this Plan in relationship to the adopted LOS standards also found in this Plan and those of other governmental entities if applicable.~~

~~Policy 11.1.C.5 • By December 2010, the County will execute letters of agreement which establish standards and methods for setting or changing LOS standards with other entities providing such service and may include:~~

~~(A.) FDOT for State Roads; and~~

~~(B.) Purveyors of water and sewer services.~~

~~Policy 11.1.C.6 • The County shall utilize the MPO and meetings with the FDOT, state environmental permitting agencies, adjacent counties and municipalities, and any local entity having responsibilities in providing facilities and services concurrent with the impacts of development, to exchange information and coordinate adopted levels of service standards.~~

Staff Analysis Note: This policy was relocated and updated to reflect TPO instead of MPO.

Policy 11.1.C.7 • The County shall continue to maintain information on level of service standards.

~~Objective 11.1.D • The County shall continue to coordinate with appropriate federal and state agencies in the designation of new dredge spoil disposal sites within the county.~~

~~Policy 11.1.D.1 • The County shall coordinate with the appropriate federal and state agencies and the public in identifying dredge spoil disposal sites.~~

~~Policy 11.1.D.2 • Any conflicts between the County and another public agency regarding a dredged spoil disposal site that cannot be resolved locally will be resolved through the Coastal Resources Interagency Management Committee's dispute resolution process.~~

~~Objective 11.1.E • By December 2010, the County shall identify planning topics of concern between local governments who would benefit from joint planning efforts and initiate coordination accordingly.~~

~~Policy 11.1.E.1 • By December 2010, the County shall initiate a formal coordination mechanism with the municipalities in the County, the School Board and adjacent counties to identify and consider the following areas of mutual concern:~~

~~(A.) Improved communication between the County and other local, regional, and state agencies;~~

- ~~(B.) Joint processes for collaborative planning and decision making on the siting of facilities with countywide significance including locally unwanted land uses (LULU's) whose nature and identity shall be established within the formal coordination mechanism;~~
- ~~(C.) Consistency between the County Comprehensive Plan, the Comprehensive Plans of municipalities within the county, the plans of adjacent counties, and the plans of other units of local government providing services but not having regulatory authority over the use of land;~~
- ~~(D.) Activities having extra-jurisdictional impacts;~~
- ~~(E.) Concurrency management systems and level of service standards;~~
- ~~(F.) Expected impacts of development;~~
- ~~(G.) Notification of affected jurisdictions;~~
- ~~(H.) Measures to mitigate impacts of development;~~
- ~~(I.) Requirements for the siting of facilities with county-wide significance.~~
- ~~(J.) A process to resolve disputes, and;~~
- ~~(K.) The possibility of joint planning agreements with municipalities prior to municipal annexations and incorporations.~~

Staff Analysis Comment: This policy was relocated in part.

~~Policy 11.1.E.2 • The County shall continue to utilize meetings as necessary to provide coordination between Santa Rosa County planning activities and the planning activities of the municipalities within the county, adjacent counties, the School Board and the military. Further, the County shall continue to participate in the Strategic Partnership Initiative Committee as well as the Okaloosa County Comprehensive Plan Committee for the purposes of coordination of planning activities.~~

~~Policy 11.1.E.3 • The County shall continue to coordinate with private water and sewer providers to obtain the location of private water and sewer lines within their respective service areas as well as other pertinent information.~~

Staff Analysis Note: This policy was relocated.

~~Policy 11.1.E.4 • The County shall coordinate with all the public and private water supply providers, municipal governments, and the water management district to share and update information to meet the ongoing water supply needs, including the revision of the water supply work plan as necessary.~~

Staff Analysis Note: This policy was relocated.

~~**Goal 11.2 • Collaborate and coordinate with the School board of Santa Rosa County (School Board) to ensure high quality public school facilities which meet the needs of Santa Rosa County's existing and future population.**~~

Objective 9.1.D • Collaborate and coordinate with the School board of Santa Rosa County (School Board) to ensure high quality public school facilities which meet the needs of Santa Rosa County's existing and future population.

Objective 11.2.A Policy 9.1.D.1 • Coordinate the Comprehensive Plan with the plans and actions of the Santa Rosa County School District in order to accomplish the following:

- 1) Better coordination of new schools in time and place with land development
- 2) Coordinated placement of schools in order to take advantage of existing infrastructure;
- 3) Improved bicycle and pedestrian mobility options;
- 4) Enhanced urban form through location of public schools as community focal points;
- 5) The collocation of recreational and community facilities with public school facilities;
- 6) Reducing the potential for urban sprawl by locating through appropriately locating new schools and the expansion or renovating of new schools;
- 7) Better coordination of new schools in time and place with land development;
- 8) Coordinated placement of schools in order to take advantage of existing infrastructure;
- 9) Improved bicycle and pedestrian mobility options;
- 10) Enhanced urban form through location of public schools as community focal points
- 11) The collocation of recreational and
Community facilities with public school facilities;
- 12) Reducing the potential for urban sprawl by locating through appropriately locating new schools and the expansion or renovating of new schools.

Policy 11.2.A.1 9.1.D.2 • In cooperation with the School Board and the municipalities of Gulf Breeze, Jay and Milton, Santa Rosa County will implement the Interlocal Agreement for Public School Facility Planning for the County of Santa Rosa, Florida between Santa Rosa County, all legislative bodies of the municipalities, as required by Section 1013.33, Florida Statutes. The Interlocal agreement includes procedures, processes and guidelines for the following:

1. Joint meetings;
2. Student enrollment and population projections;
3. Coordinating and sharing of information;
4. School site analysis;

5. Supporting infrastructure;
6. Education Plant Survey and Five Year District Facilities Work program;
7. Co-location and shared use;
8. Implementation of school capacity related Future Land Use Map amendment criteria, including levels of service standards, service areas, and proportionate-share mitigation;
9. Oversight process; and
10. Resolution of disputes.

Policy ~~11.2.A.2~~ 9.1.D.3 • The county shall include a representative of the school district, appointed by the School Board, as a nonvoting member of the local planning agency, as required by Section 163.3174, F.S.

~~Policy 11.2.A.3 • Objective 11.2.A. shall be accomplished by the following Comprehensive Plan policies found elsewhere in the Plan~~

9.1 Introduction

Intergovernmental coordination, to be effective and efficient, must involve all service delivery agencies, whether or not they have regulatory authority over the use of land. Decisions influencing land development in Santa Rosa County are routinely made (directly or indirectly), by the County, the three municipalities and two adjacent counties, as well as the School Board, the Northwest Florida Water Management District, the West Florida Regional Planning Council, various utility providers, and several state agencies, authorities, special districts and advisory committees.

9.2 Relationship to Other Elements of the Comprehensive Plan

The Intergovernmental Coordination Element relates to each of the other elements of the Comprehensive Plan. As previously stated, Santa Rosa County has formal or informal agreements with various federal, state, regional and local entities. The coordination mechanisms are outlined by each Comprehensive Plan Element:

The *Future Land Use Element*, as an overall blueprint for managing growth, defines the direction and intensity of future growth and development throughout the County's jurisdiction. Since development within Santa Rosa County and outside of Santa Rosa County can and does have extra-jurisdictional impacts, coordination among local governments on land use matters is important.

The *Transportation Element* is concerned with multi-modal transportation, mass transit, ports, aviation and related facilities. The policies and proposed projects of one jurisdiction can produce various types of impacts on the networks and facilities in other jurisdictions.

The *Infrastructure Element* includes the following sub-elements: Sanitary Sewer, Solid Waste, Stormwater Management, Potable Water, and Natural Groundwater Aquifer Recharge. Since infrastructure improvements generally attract new development and infrastructure is necessary for new development, coordination among the various service delivery agencies is important.

The *Housing Element* identifies current and projected deficits in the supply of housing for moderate income, low income, and very low income households, group homes, foster care facilities, and households with special housing needs, including rural and farmworker housing. Since each jurisdiction has a responsibility to provide its fair share of affordable housing, the County must coordinate with municipalities and adjacent counties to identify relevant needs, to determine how these needs will be met, and to develop measures to mitigate the impacts when one jurisdiction carries the burden of providing affordable housing for other jurisdictions. Coordination with state and federal agencies is important for the permits needed to provide affordable housing within the County.

The *Coastal Management and Conservation Elements* focus on the County's natural resources. In addition, the Coastal Management and Conservation Elements discuss various preservation techniques (such as ordinances, conservation easements, financial incentives, and land acquisition), and land management techniques to eliminate land use conflicts. From the standpoint of intergovernmental coordination, these techniques and solutions need to be coordinated with neighboring cities and counties. Some other important coordination mechanisms concerning the County's natural resources and proposed development include notifying and coordinating with Federal, State, Regional and local government agencies, identifying proposed impacts, and establishing measures to mitigate the impacts of proposed

development within these areas. As with the other elements, there should be a process to resolve disputes.

The *Recreation and Open Space Element* provides an inventory of existing recreation and open space sites and facilities, and assesses current and projected needs. Since the County and its municipalities share many of these responsibilities, a close working relationship has been established. The important intergovernmental issue is to coordinate the provision of new recreational facilities and services on a Countywide basis. Coordination with most state agencies involves funding and some purchasing of environmentally important land, in addition to some active recreational needs.

The *Capital Improvements Element* reflects the County's strategy for the delivery of infrastructure and other public services. Pertinent to this element is the budgeting of major projects, in addition to formulating the results of intergovernmental coordination relationships and other partnerships. This would include state funded transportation projects as well as the capital projects proposed by the various utilities operating within the County.

9.3 Key Interlocal Agreements and Other Formal Coordination Mechanisms

Formal and informal agreements exist between the County and municipalities, adjacent counties, federal, state and regional agencies, and independent and special districts. Coordination with these entities is required for the provision of information and services to the public. The following is an updated inventory of adjacent governments, school boards, federal agencies, state agencies, regional agencies, authorities, districts, committees and utility companies which provide services, assistance or information in Santa Rosa County.

9.3.1 Santa Rosa County Agreements with Federal Agencies

Currently, Santa Rosa County has two direct agreements with the federal government. One agreement is with the U.S. Department of Interior, Water Resources Division, for hydrologic data collection at Big Coldwater Creek near Milton. The other agreement is with the U.S. Department of Agriculture, Rural Development, for the Section 504 Homeowner Rehabilitation Program under the County's SHIP Program. Primary responsibility for this agreement is with County Administration.

The County also coordinates with the Air Force (Eglin Air Force Base, Hurlburt Field) and the Navy (Whiting Field). The Future Land Use Element contains information on the formal coordination that takes place between the County and military installations in the region, including the Joint Land Use Study program and its resulting regulations.

9.3.2 Coordination with Regional Agencies

The following section is a description of the regional agencies that provide programs, activities, services and information within or on behalf of Santa Rosa County.

The *West Florida Regional Planning Council (WFRPC)* is funded by local government contributions, state grants, and fees. The Agency performs many tasks, such as coordinating growth management, planning, and other regional issues which impact local governments and residents in Escambia, Santa Rosa, Okaloosa, Walton, Bay, Washington, and Holmes counties. The WFRPC leads, or at least participates in, various intergovernmental coordination activities, including being staff to the Florida-Alabama Transportation Planning Organization (TPO).

Section 120.54 of the Florida Statutes requires each Regional Planning Council in the State to develop and adopt by rule, a *Strategic Regional Policy Plan (SRPP)*. The *SRPP* identifies key and important issues that will influence and direct the region over the next several years. The *SRPP* seeks to plan for and coordinate intergovernmental solutions to growth-related problems on local issues that have regional implications. As such, it is intended as a long-range guide for the development of its particular region, and it focuses on five *Strategic Subject Areas*, or elements, including *Affordable Housing*, *Economic Development*, *Emergency Preparedness*, *Natural Resources of Regional Significance*, and *Regional Transportation*. The standards included in the *SRPP* may be used for planning purposes only, and not as a part of a regulatory permitting process. However, this does not limit the authority of the Regional Planning Council to propose objections, recommendations, or comments on local plans or plan amendments.

This section ensures that the goals, objectives and policies contained in the County's Comprehensive Plan are consistent with the intent of those found in the *West Florida Strategic Regional Policy Plan (SRPP)*. To do so, each County element is briefly discussed, with a summary of the *SRPP*'s broad regional goals, and any related regional policy that requires intergovernmental coordination on the part of Santa Rosa County. This section further identifies County action on addressing these issues.

Formal Coordination Mechanisms

- **Local Emergency Planning:** The WFRPC serves as staff to the District I Local Emergency Planning Committee (LEPC). With financial assistance from the State, the LEPC provides education and training for emergency fire and rescue and other personnel involved in responding to accidents that may involve hazardous materials.
- **Intergovernmental Coordination and Review:** As the regional clearinghouse for federally funded projects, the WFRPC reviews proposed grant applications to ensure consistency with the comprehensive plans of local governments and the strategic plans of the region. This process of review helps to avoid and/or mitigate potential impacts to other entities and it reduces duplication and conflict with other area programs. In the event conflicts arise or are identified, the WFRPC provides a voluntary dispute resolution program.
- **Transportation Disadvantaged Program:** Serving as the Designated Official Planning Agency for the seven counties in the west Florida region, the Council conducts planning studies in order to coordinate and increase transportation services to low-income individuals, elderly individuals, and persons with disabilities.
- **Local Government Comprehensive Plan:** The Council is responsible for reviewing local government comprehensive plans and plan amendments for consistency with other local governments and the applicable strategic regional policy plan.

There are several agreements with the West Florida Regional Planning Council (WFRPC):

- An interlocal agreement for service on the Council.
- An agreement for technical assistance on Community Development Block Grants (CDBG) and Small Cities Block Grants (SCBG) for which the County may apply.
- An agreement for the review of the Santa Rosa County Comprehensive Plan for consistency with the Strategic Regional Policy Plan and for technical assistance in the development of the County Plan.
- An agreement to conduct the annual Small Quantity Hazardous Waste Generator Program in Santa Rosa County.

- An interlocal agreement for service on the Bay Area Resource Council.

The *Northwest Florida Water Management District (NFWFMD)* is one of five water management districts established by the State in 1972. The Water Management Districts are primarily concerned with water quality and water quantity (supply), flood protection, and natural systems. The authority of each District is delegated through the Florida Department of Environmental Protection (DEP), as well as directly by the Florida Legislature. The NFWFMD encompasses some sixteen counties, including Bay, Calhoun, Escambia, Franklin, Gadsden, Gulf, Holmes, Jackson, Leon, Liberty, Okaloosa, Santa Rosa, Wakulla, Walton, Washington, and the westernmost portion of Jefferson County. The NFWFMD is responsible for managing water and land-related resources in this hydrological region of Florida. The protection and proper utilization of these resources is promoted by the District through regulation and research.

Part of the District's regulatory responsibilities include the issuance of several types of permits. The most common permit is the Consumptive Use Permit (CUP): The CUP authorizes water use, allowing water to be withdrawn from surface and groundwater supplies for "reasonable and beneficial uses" such as public supply (drinking water), agriculture and landscape irrigation, and industry and power generation. CUP's require water conservation, reuse of reclaimed water (treated wastewater and stormwater), and setting limits on how much water can be withdrawn at each location in the aquifer. Individual homeowners with small domestic wells or smaller water utility services do not need to obtain a CUP, provided the District's water conservation rules are observed and irrigation takes place only before 10:00 a.m. or after 4:00 p.m.

The District has authority to declare water shortages and impose restrictions on water use. The District acquires land for flood control, water storage and management, and preservation of wetlands, streams, and rivers. The NFWFMD also reviews local government comprehensive plans. In addition, the District provides helpful technical publications and information on items of importance to water-related elements.

The *Florida-Alabama Transportation Planning Organization (TPO)* is a regional multi-governmental body whose Board is made up of elected officials from Escambia County, City of Pensacola, Santa Rosa County, City of Gulf Breeze and the City of Milton. The TPO is responsible for transportation planning on the regional level, with preparation of a twenty-year long-range transportation plan, and the *Transportation Improvement Plan (TIP)*, the five-year capital improvements program.

9.3.4 Coordination with Adjacent Counties

In addition to the County's coordination with municipalities inside the County, Santa Rosa County coordinates with adjacent counties. Escambia and Okaloosa counties share boundaries with Santa Rosa County. Santa Rosa County has entered into several additional agreements with sister counties, including but not limited to the following key agreements:

- Agreement authorizing the Escambia County Housing Authority to operate and issue bonds for single family mortgage loans in Santa Rosa County.
- Agreement with Escambia County, City of Pensacola, City of Gulf Breeze and the City of Milton admitting the City of Milton into the Bay Area Resource Council (BARC).
- Agreement with Walton County, Okaloosa County, City of Destin, City of Fort Walton Beach, City of Freeport, City of Mary Esther, City of Niceville and the City of Gulf Breeze creating the Walton/Okaloosa/Santa Rosa Regional Utility Authority.
- Agreement with Escambia and Okaloosa Counties to employ combined resources in response to events where great loss of life and property occurs, i.e., plane crash.

- Agreement between Florida, Alabama and Georgia to provide mutual assistance in the event of natural disasters (hurricanes, tornadoes, floods, etc.).
- Statewide Mutual Aid Agreement with other fire and rescue personnel for catastrophic disaster response and recovery.

9.3.5 Coordination with Municipalities

Santa Rosa County has several formal and informal agreements with its municipalities, the City of Milton, the City of Gulf Breeze and the Town of Jay. Most of the interaction occurs through various agreements and involves the County performing services in the corporate boundaries of the municipality or the municipality performing services in the unincorporated area, as described further below. In addition, the County has an interlocal agreement with the City of Brewton, Alabama to fund an initial feasibility assessment for a four-lane connector to Interstate 65 in Alabama.

City of Milton

- Agreement with the City of Milton for wastewater service to the Bagdad area.
- Agreement with the City of Milton for participation in the Local Mitigation Strategy process.
- Agreement with the City of Milton allowing some use of SHIP funds within the City limits.
- Agreement with the City of Milton for wastewater service to the County Industrial Park and the County Jail.
- Agreement with the City of Milton for the funding of an initial assessment for the Florida-Alabama Strategic Task Force (FAST) four-laning project.
- Agreement with the City of Milton for landfill leachate treatment.
- Agreement with the City of Milton for local option gas tax distribution.

Town of Jay

- Agreement with the Town of Jay enabling County enforcement of the Unsafe Building Code within the corporate limits of Jay.
- Agreement with the Town of Jay for payment of utilities and maintenance/custodial services at the Jay Community Center to house the Cooperative Extension Service, Tax Collector's Office, Jay Branch Library and the Elder Nutrition site.
- Agreement with the Town of Jay for participation in the Local Mitigation Strategy process.
- Agreement with the Town of Jay for local option gas tax distribution.
- Agreement with the Town of Jay for building code implementation and enforcement.

City of Gulf Breeze

- Agreement with the City of Gulf Breeze for local option gas tax distribution.
- In addition, the County has an interlocal agreement with the City of Brewton, Alabama to fund an initial feasibility assessment for a four-lane connector to Interstate 65 in Alabama.
- Agreement with the City of Gulf Breeze for participation in the Local Mitigation Strategy process.
- Agreement with the City of Gulf Breeze for the funding of an initial assessment for the Florida-Alabama Strategic Task Force (FAST) four-laning project.
- Agreement with the City of Gulf Breeze for building code implementation and enforcement.

City of Brewton, Alabama

- Agreement with the City of Brewton for the funding of an initial assessment for the Florida-Alabama Strategic Task Force (FAST) four-laning project.

9.4 Coordination with the Santa Rosa County School Board

9.4.1 Existing Facilities

Within Santa Rosa County, there are currently eighteen elementary schools, eight middle schools, seven high schools and six specialty schools operated by the Santa Rosa County School District.

9.4.2 Interlocal Agreement for Public School Facilities

The Interlocal Agreement for Public Schools Facilities (2003) is between Santa Rosa County, Milton, Gulf Breeze, the Town of Jay, and the School Board of Santa Rosa County. Substantively, this interlocal agreement contains a requirement for public school facilities to be available at the time of Comprehensive Plan amendment review. This requirement basically creates a public school concurrency requirement for Future Land Use Map amendments. The agreement also contains formal planning level coordination mechanisms as well as mechanisms for coordination on school facilities siting information sharing.

9.5 Coordination with Authorities, Special Districts and Advisory Committees

There are many local authorities, special districts, and advisory committees that perform services, and make recommendations to the County. Most of these groups are appointed by the Board of County Commissioners, or elected by the people in a general election. Private citizen groups may be included in rare cases when they are actively engaged in special studies. Each one of these groups play an important part in the County's government by getting information to the County.

Information on the selected citizen advisory boards below. In many cases, local authorities and districts are created under special provisions of State Law, and these groups may operate independently. Therefore, the profile information provided on these entities also includes the status, revenue source, and board selection.

These groups assist in the local government decision-making process by offering citizen input and by developing committee studies. These local groups, committees, special districts, and local agencies have been successful for the County. The Board of County Commissioners will continue to appoint committees and to work with independent entities to study many issues important to County residents.

9.5.1 Operating Authorities

Santa Rosa County Affordable Housing Advisory Committee

Purpose:	To encourage the development of affordable housing in Santa Rosa County including SHIP administration.
Status:	Dependent.
Board Selection:	The Board of County Commissioners acts as the Authority Board.
Revenue Source:	This authority works with the Escambia County Housing Authority to issue Tax Exempt Bonds to assist in creating capital for new affordable housing in Santa Rosa County, as approved by the BOCC.

Santa Rosa Bay Bridge Authority

Purpose: To manage the Garcon Point Bridge.
Status: Independent.
Board Selection: Seven-members, 3 members appointed by the Governor and 3 members appointed by the County Commission and the District III Department of Transportation Secretary as an ex-officio member.
Revenue Source: Tolls.

Tourist Development Council

Purpose: To promote tourism and oversee the tourist development tax.
Board Selection: A nine member board appointed by the Board of County Commissioners.
Revenue Source: Tourist Development Tax (AKA “Bed Tax”), and state grant funds.

9.5.2 Special Districts

Avalon Beach/Mulat Fire Protection District

Purpose: To provide fire control and prevention.
Status: Independent.
Board Selection: A board is elected by residents of their district.
Revenue Source: The board can levy assessments or millage within the district.

Holley-Navarre Fire Protection District

Purpose: To provide fire control and prevention.
Status: Independent.
Board Selection: A board is elected by residents of their district.
Revenue Source: The board can levy assessments or millage within the district.

Midway Fire Protection District

Purpose: To provide fire control and prevention.
Status: Independent.
Board Selection: A board is elected by residents within the district.
Revenue Source: The board can levy assessments or millage within the district.

Blackwater Soil and Water Conservation District

Purpose: To provide technical assistance to agricultural producers, local government agencies and property owners in making land use decisions. In addition, it encourages practices that conserve soil and water while maintaining or improving production.
Status: Dependent.
Board Selection: The District is composed of five (5) supervisors who are non-salaried, locally elected public officials. The members work with the *USDA, Natural Resources Conservation Service* (formerly known as the *Soil Conservation Service*), to protect and improve land and water resources within the County.
Revenue Source: Funded by the U.S. Department of Agriculture and Santa Rosa County.

9.5.3 Citizen Advisory Committees

Bagdad Architectural Advisory Board (AAB)

Purpose: To review all new restoration or new construction projects within the Bagdad Historic District prior to issuance of any County building permits and after review by the Planning, Zoning and Development Division.

Santa Rosa County Building Code Board of Adjustments and Appeals

Purpose: To review complaints against individuals or contractors as it relates to the Building Code.

Santa Rosa County Zoning Board

Purpose: To serve in an advisory capacity to the County Commission on all matters relating to the County's Land Development Regulations as they pertain to the unincorporated County, including growth and development, land, zoning or amendments to the Land Development Regulations and making recommendations on changes and amendments to the Comprehensive Plan.

Other active boards and committees include the Fire Protection Board of Adjustments and Appeals, the Emergency Services Advisory Committee, Citizen Advisory Task Force (Neighborhood Stabilization Program), and the Aviation Advisory Committee

9.6 Coordination with Utility Companies

There are several utility companies operating in the County under franchise agreements. These companies are both private and public. The City of Milton, City of Gulf Breeze, and Navarre Beach Utilities provide public supply in the County. These facilities are discussed in the Potable Water and Sanitary Sewer portion of this plan.