

**PROPOSED AMENDMENT TO
COMPREHENSIVE PLAN ADMINISTRATIVE PROCEDURES
ELEMENT, ECONOMIC DEVELOPMENT ELEMENT AND
FUTURE LAND USE ELEMENT**

Prepared for the
June 25 Board of County Commissioners Meeting

RECOMMENDATION:

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

- Striking the Administrative Procedures Element and placing a majority of this content into the supporting documentation of the Revised Comprehensive Plan;
- Striking the Economic Development Element in its entirety due to outdated supporting documentation. It is anticipated that this Element will be replaced by the County's economic development planning effort that is planned for the near future.
- Substantial revision of the Future Land Use Element Goals, Objectives and Policies including but not limited to:
 - Increasing the allowable residential densities within the Agriculture Future Land Use Map category to create consistency with the adopted Official Zoning Map;
 - Substantially revising the Future Land Use Map Series to relocate certain maps to the Plan's supporting documentation;
 - Removing affordable/workforce housing density bonuses; and
 - Creating the Planning Area framework and adopting associated policies related to amendment of the Future Land Use Map.
- Updated Comprehensive Plan supporting documentation including updated Introduction and Future Land Use Element data and analysis sections.

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).

Rural Development Policy History

In 2003, the County's EAR based amendments proposed a similar scenario for rural development to the one that is included in these proposed amendment. At that time the then Department of Community Affairs objected based on the lack of demonstrated need for the additional allowable residential development and the encouragement of sprawl. Sprawl is basically defined as development that occurs without demonstrated ability to finance the required infrastructure like roads, fails to protect environmentally sensitive areas, and fails to promote a mixture of land uses among other things. In response to this objection, the County adopted the current ratio based density policy. At that time, a policy was also added to the Comprehensive Plan that called for the creation of a Rural Development Plan.

Rural Development Plan

The 2003 update of the Santa Rosa County Comprehensive Plan called for the development of a Rural Development Plan designed to protect the rural character, agricultural viability, and natural resources of Northern Santa Rosa County. This Plan was completed in 2005 and it contained a number of recommendations. The following summarizes the key land use recommendations of that Plan.

Key Land Use Recommendation 1: Creation of a Rural Protection Zone (RPZ) within which the creation of new communities will be allowed, but urban sprawl will be avoided and development performance standards will be revised to better reflect the rural character of the area. The Rural Protection Zone concept was intended to help give definite boundaries to the truly rural areas of the County as well as to help in implementation of the Rural Development Plan's recommendations. It was recommended that this RPZ should be an "overlay" on the County's Official Zoning Map and its location was originally recommended by staff based upon such factors as the availability of infrastructure, location of prime farmland, consideration for other planning goals, and the surrounding area characteristics. However, this line was moved north along with the transition line during the May 27, 2010 Board of County Commissioners meeting.

Key Recommendation 2: Creation of a Transition Zone adjacent to the RPZ within which rezonings will be allowed to facilitate a smooth transition from the urbanized areas to the rural areas. The Plan also recommended that the area within one mile to the south of the RPZ should be considered a "transition zone", where rezonings will be allowed to facilitate a smooth transition from the urbanized areas to the rural areas.

Key Land Use Recommendation 3: Creation of three new zoning districts for the RPZ (Rural Activity Centers, Crossroad Communities, and Agriculture Estate).

STAFF ANALYSIS:

General Changes Explained

The Comprehensive Plan update authorized by the Board of County Commissioners in May of 2013 was undertaken in order to accomplish several major goals. The major goals of the Comprehensive Plan update include the following:

- Ensuring consistency with substantially revised Statutory comprehensive planning requirements;
- Reorganization of the Plan's goals, objectives and policies to ensure that objectives are reflective of desirable long terms results, that objectives reflect a related measureable and specific result and that policies tell us specifically how to achieve that related objective;
- Elimination of duplicative or outdated objectives and policies;
- Making the Comprehensive Plan a more locally centered, meaningful and relevant Plan for Santa Rosa County;
- Incorporating some local small area planning efforts such as the Rural Development Plan and the South Santa Rosa Bicycle Pedestrian Master Plan; and
- Including the planning area concept which recognizes the different levels of service provision and the different planning needs of these various areas of the County.

Substantive Change Explained – Rural Development Policy

Existing Rural Development Policy

Currently, the Comprehensive Plan limits development within the Agriculture category to and average density within the category of 1 dwelling unit per 8.5 acres. Policy 3.1.A.8 further specifies that this average density is to be accomplished with 90% of the developable land within the category developing at a density of 1 dwelling unit per 50 acres and 10% of the developable land within the category developing at a density of 1 dwelling unit per acre of land.

However, the implementing zoning districts and their associated maximum densities are, and always have been, inconsistent with this Policy. The current zoning designations allow for substantially more residential development than does the Comprehensive Plan. This is an implementation inconsistency that must be addressed in order for our Comprehensive Plan and Land Development Code to be compliant with section 163.3201, F.S. that requires the County's Land Development Code be based on, be related to, and be a means of implementing the Comprehensive Plan. While the densities allowable on the current Future Land Use Map have not been exceeded, the Plan is ultimately, in the long run, not being implemented by the Land Development Code. In communities with both a Future Land Use Map and a Zoning Map it is more common for the Future Land Use Map to allow for more development than the Zoning Map allowing for infrastructure phasing, rather than the reverse which is occurring in this case. Some communities have opted to eliminate the Zoning Map or use a hybrid Future Land Use/Zoning Map, eliminating any inconsistencies. Both of these options have positive and negative aspects and careful consideration of community needs is necessary in determining the best scenario.

Currently, there are two implementing zoning districts - the Agriculture District (AG) which has a maximum density of 1 dwelling unit per acre and Agriculture District -2 (AG-2) which has a maximum density of 1 dwelling unit per 15 acres. Currently the AG and AG-2 Zoning Districts permit a total of 167,400 units. The current development rights in the AG FLUM Category per existing Comprehensive Plan Policy 3.1.A.8 only allow for 39,833 units (90% at 1 du/50 and 10% at 1du/acre). Existing residential development units in both AG and AG-2 Zoning districts consists of is 4,085 residential units for an actual as built density of 1 du per 60 acres in the AG FLUM category which is meeting the 90/10 ratio requirement today.

Proposed Rural Development Policy

The proposed amendments to the Future Land Use Element, specifically revised Policy 3.1.A.6, include the creation of two new Future Land Use Map (FLUM) categories similar to the AG and AG-2 Zoning Districts. This change would result in an effective increase in allowable residential development of 124,578 residential units, but would create consistency between the adopted Comprehensive Plan and the Land Development Code. Should this scenario be adopted, the maximum residential yield would be as provided in the following table, assuming full build out:

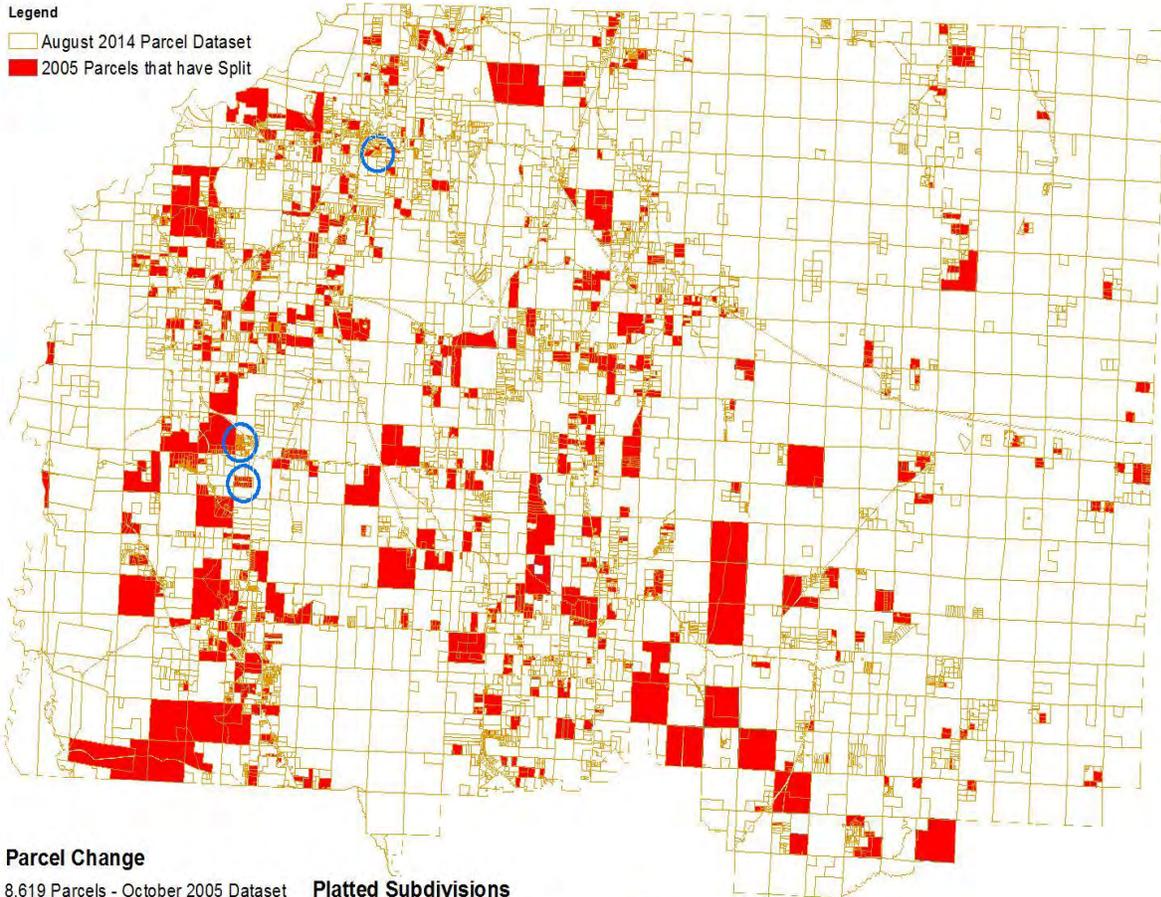
Zoning District	Existing Acres	Existing Residential Units	Maximum Build Out Allowable Units
AG (1 du per acre)	166,942	4,070	162,872
AG-2 (1 du per 15 acres)	77,152	604	4,539
Totals Units:			164,411

The figure below shows new parcels created between 2005 and 2014 in the rural north planning area. During that time frame approximately 1,113 new parcels have been created. These parcels were created predominantly outside of the platting process, with only 3 new platted subdivisions containing 72 new lots being created during that time period.

Parcel Breakout Comparison 2005 vs 2014

Legend

- August 2014 Parcel Dataset
- 2005 Parcels that have Split



Parcel Change

8,619 Parcels - October 2005 Dataset
9,731 Parcels - August 2014 Dataset
1,113 Parcels - Difference
569 Parcels That Have Splits

Platted Subdivisions

72 Lots in 3 Platted Subdivisions
1970 - 9 Lots
5255 - 44 Lots
6200 - 19 Lots

 = Location of Subdivisions

Planning Area Concept and Rural Development Plan Implementation

The recommendations of the Rural Development Plan have been implemented, in part, on the proposed 2015 FLUM.

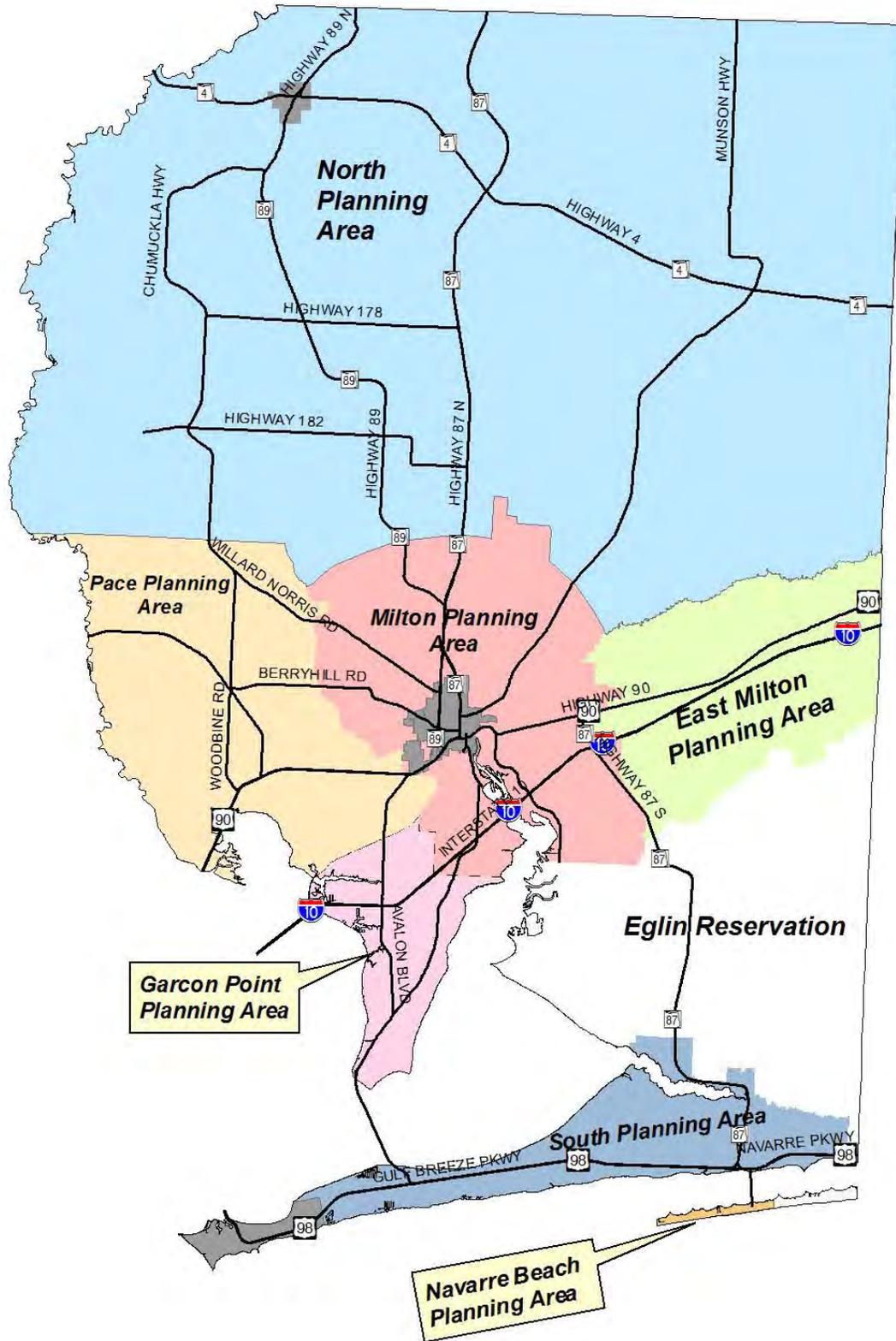
The RPZ line as modified in May of 2010 was not proposed for implementation due to potential issues with enforcement, i.e. there being no basis of review for parcels on either side of the line. Alternatively, Plan policy was crafted to indicate that amendments occurring within the Rural North Planning Area will be carefully reviewed per the intent of the Rural Development Plan, specifically to limit urban sprawl and protect the rural character of the area. This policy is based on the Planning Area Framework that is shown on Map 2-1 of the Future Land Use Element Support Documentation and is attached to this memo for convenience. It should also be noted that other Comprehensive Plan provisions including, but not limited to, those found in the Future Land Use Element, the Conservation Element, and the Infrastructure Element are also considered when determining whether or not a proposed amendment to the Future Land Use Map is consistent with the Goals, Objectives and Policies of the Comprehensive Plan. Policy has also been included guiding development towards the areas south of this line indicating the ripeness for conversion of Ag lands within the Pace, Pea Ridge, Milton, and East Milton urbanizing areas.

Further the proposed Future Land Use Map created several new Rural Community Overlay Districts. Associated policy was also drafted and included within the Future Land Use Element that allows limited commercial land uses within the Agriculture and Agriculture Estate Residential Future Land Use Map Categories. Ancillary commercial development could be accomplished within these overlays through a rezoning process utilizing existing zoning districts, the conditional use and special exception processes. These Rural Community Overlay Districts are drawn as proposed within the Rural Development Plan, but the exact location of the Districts may be modified as we receive public input during this project.

Public Participation

Staff is currently working towards conducting a round table discussion with development interests and other interested parties. Additional community based public meetings may also be scheduled in the future. A project website has been posted to the County's website that provides all proposed amendments and meeting information.

Map 2-1 Planning Areas



Santa Rosa County Comprehensive Plan

2040



Santa Rosa County Board of County Commissioners

Section 1 - Introduction to the Comprehensive Plan

1.0 About the Plan Document

The Santa Rosa County Comprehensive Plan 2045 contains both foundational information as well as the goals, objectives and policies for growth and development as adopted by the Santa Rosa County Board of County Commissioners (BCC). Included in these goals, objectives and policies are the Capital Improvements implementation program and the Comprehensive Plan monitoring and evaluation procedures. The Future Land Use and Future Transportation Map Series are also included in the Policy Document. The foundational information, included before each element, contains background information including the technical support data and analyses for the various elements of the plan.

Pursuant to Chapters 163 and 380, Florida Statutes (F.S.), the foundational information does not require adoption by the Board of County Commissioners. The un-adopted status of the foundational information allows for continual updating and refinement of the data contained in these sections of the Comprehensive Plan without requiring plan amendments. It is intended that this data and analysis be updated every five years or as necessary. The following sections of the Comprehensive Plan require adoption by the BCC:

1. Goals, Objectives and Policies;
2. Requirements for capital improvements implementation, including the Five Year Schedule of Capital Improvements;
3. Procedures for monitoring and evaluation of the plan;
4. Future Land Use and Transportation Map series; and
5. Plan Adoption Ordinance, contained as an appendix to the Policy Document.

The Santa Rosa County Comprehensive Plan and may be referred to herein as the “Plan” or Ordinance No. 90-52. This Plan is enacted pursuant to specific authority granted by Chapter 163, Part II, Florida Statutes, and the general powers granted to Florida counties found in Chapter 125, Florida Statutes.

It is the intent of this Plan to provide for orderly and managed growth in all unincorporated areas of Santa Rosa County. This Plan is to provide mechanisms for growth management in order to best serve the citizens, visitors, and property owners of Santa Rosa County and to achieve the broad vision based goals set forth by the County Commission. Implementation of this ordinance is designed to maintain and improve the quality of life for all citizens of the County. The Board of County Commissioners of Santa Rosa County find the goals, objectives, and policies set forth in this Plan are necessary and proper means for planning and regulating the development and use of land in the County and for otherwise protecting and promoting the health, safety, and general welfare of its citizens. The Community Planning, Zoning & Development Division shall administer this Plan with the assistance of other operating Departments and Divisions within the County. It is the intent of the Ordinance adopting this Plan that the Comprehensive Plan set general guidelines and principles concerning its purpose and contents and that this Plan shall be construed broadly to accomplish its stated purposes and objectives.

If any provision of this Plan is, for any reason held to be invalid or unconstitutional by any court of competent jurisdiction, such provision and such holding shall not affect the validity of any other provision and to that end the provisions of this Plan are declared severable.

1.1 Vision

Would like to come up with some sort of vision statement or defined vision from the BOCC and insert here.

1.2 The Zoning Board (Local Planning Board)

The Santa Rosa County Zoning Board is hereby established by the Board of County Commissioners of Santa Rosa County as the local planning agency. The Zoning Board shall make recommendations regarding the comprehensive planning and/or land development regulations to the Board of County Commissioners for the Board's consideration prior to action.

Policy direction and guidance shall be provided by the Zoning Board and the Board of County Commissioners. The Zoning Board, through the Community Planning, Zoning & Development Division, shall transmit its recommendation on each matter considered to the Board of County Commissioners at the public hearing held for each matter by the Zoning Board. The Zoning Board may utilize any resources provided it by the Board of County Commissioners in furtherance of the duties and responsibilities of the Zoning Board. These resources may include, but are not limited to, facilities and equipment of the County, temporary assignment of employees, utilization of County Committees, Boards or Authorities, consultants, persons or entities to prepare or assist in the administration of the Plan, amendments thereto or any other land development regulation, proposed or existing, as it may deem appropriate.

Additional duties of the Zoning Board are as specified in Section 163.3174, F.S., and shall include:

- a) Monitoring the effectiveness and status of implementation of the Comprehensive Plan and making recommendations to the Board of County Commissioners regarding any changes in the Plan as may, from time to time, be required;
- b) Monitoring, reviewing and preparing periodic reports required by Section 163.3191, F.S., including regular assessments of the Plan and preparation of the Evaluation and Appraisal Report on the Plan;
- c) Reviewing any proposed amendments to this plan, and implementing land development regulations or amendments thereto and making recommendations to the Board of County Commissioners as to the consistency of proposed regulations or amendments thereto with the Comprehensive Plan;
- d) Performing any other function, duty or responsibility assigned to it by the Board of County Commissioners or by general or special law;

1.3 Public Involvement in the Planning Process

It is intended that all citizens affected by comprehensive planning and land development regulation proposals be encouraged to participate and afforded the opportunity for input throughout the preparation and enactment process. The provisions below apply to the formal adoption process of the Comprehensive Plan, amendments to the Comprehensive Plan, preparation of the Land Development Code, amendments to the Land Development Code including, but not limited to, the following: regulation of subdivisions, open space provisions, drainage, storm water management, floodplain development, environmentally sensitive areas, signage, parking, innovative land development regulations, consideration of the Evaluation and Appraisal Report (EAR), and any other matters deemed appropriate by the Board of County Commissioners.

So as to notify property owners, interested citizens and affected parties, the Santa Rosa County Community Planning, Zoning & Development Division shall advertise in a newspaper of general circulation within the County that a public hearing will be held to consider any of the matters described in the public purpose section above. The advertisement will include an identification of who is holding the hearing, as well as the date, time, location, and general subject of the hearing, and the location where copies of the proposed matter may be reviewed. To the extent possible, the advertisement will appear in a section of the newspaper other than the classified or legal sections. The advertisement will encourage the public to provide written and/or verbal comments on the matters under consideration. In addition, all public hearings shall be held at approximately the time specified in the advertisement and shall be conducted Monday through Thursday.

Public workshops may be held with either County staff and or with the County Commission. Whenever possible, workshops shall be advertised to notify the public and interested parties that a workshop meeting is scheduled to discuss the subjects of the scheduled workshop. However, workshops may be held without advertising, providing a public announcement is made at a public meeting of the Board of County Commissioners and a notice of the workshop is posted in the County courthouse and other public places as appropriate. Workshops may be held at any time deemed appropriate in order to facilitate the timely exchange of information regarding the subject of the workshop.

The Community Planning, Zoning & Development Division will periodically provide notification to the media by announcement of public hearings and workshops at the regular public meetings of the Board of County Commissioners regarding the status of matters under consideration by the Division and the Zoning Board. In addition, the County will utilize its web site for the purposes of posting and displaying information related to this Plan and it's implementing Land Development Code.

The local Zoning Board will also provide for a public input opportunity. Prior to Board of County Commissioner's approval, adoption and/or enactment of regulations, as appropriate, of any other relevant matter, the Santa Rosa County Zoning Board shall hold at least one (1) public hearing in conformance with the notice requirements described above. The hearing may be continued to an announced time certain upon a majority vote of the members present. During this hearing, the Zoning Board shall afford members of the public reasonable opportunity to present their views on any matter under consideration. The Chairperson, may, at his or her discretion rule out-of-order public comments he or she deems repetitious or not germane to the matter under consideration.

The following public hearing procedures for the Santa Rosa County Board of County Commissioners in relation to the administration of this Plan and implementing land development regulations are established.

As soon as practical after the Zoning Board makes its recommendation, the Board of County Commissioners shall hold at least one (1) public hearing to consider the recommended action pursuant to the notice requirement described herein. The hearing may be continued to an announced time certain upon a majority vote of the Commissioners present. The Board of County Commissioners hearing shall afford members of the public reasonable opportunity to present their views on any matter under consideration. The Chairperson may, at his or her discretion rule out-of-order public comments he or she deems repetitious or not germane to the matter under consideration.

In addition, The Board of County Commissioners may, from time to time, appoint advisory committees to provide information and/or participate in planning and land development related Advisory committees shall be subject to the notice requirements described herein.

1.4 About Santa Rosa County

Santa Rosa County is located in northwest Florida bordering the Gulf of Mexico and Santa Rosa Sound. The County is bounded on the west by Escambia County, on the east by Okaloosa County and on the north by Escambia County, Alabama. **Map 1-1** depicts the regional setting of Santa Rosa County.

The total area of Santa Rosa County is approximately 655,048 acres, including land and water. Approximately 33% of the county consists of military reservation lands and conservation lands (Eglin Air Force Base comprises 10.2%, Naval Air Station Whiting Field and NOLFs comprise almost 1.0%, and Blackwater River State Forest comprises approximately 21.8% of the total county land area). The county's three municipalities comprise only about 1% of the entire county area. The unincorporated area of Santa Rosa County (including Eglin, Whiting and Blackwater Forest) comprises approximately 431,949 acres, most of which is rural in nature. **Table 1-1**, on the following page, provides the breakdown of total County land in detail.

Table 1-1

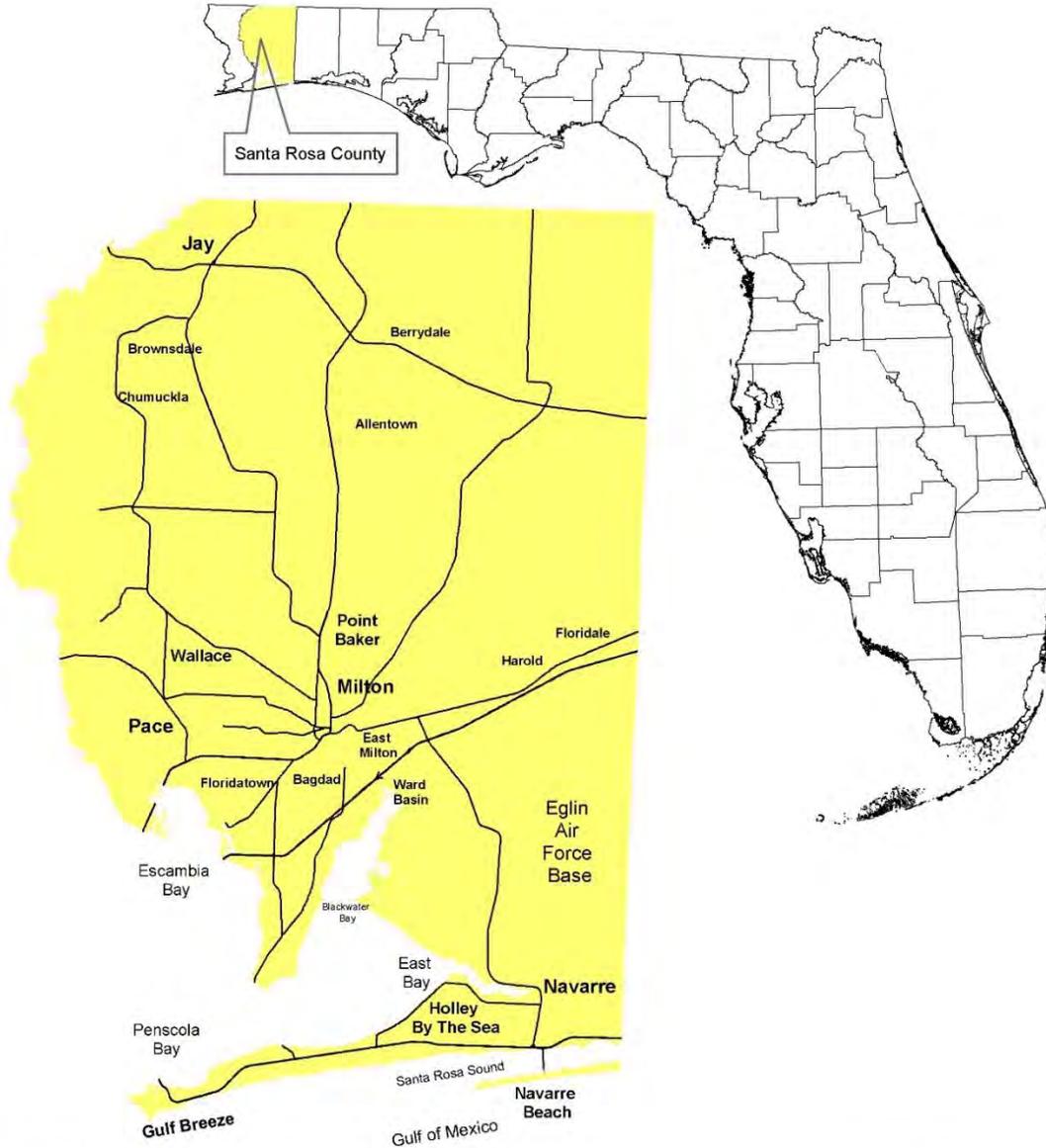
Municipalities and Major Land Uses in Santa Rosa County

<i>Land Use Category</i>	<i>Acreage</i>	<i>Percentage of Total County</i>
Municipalities	6,886.86	1.05 %
Jay	1,046.10	
Milton	3,117.20	
Gulf Breeze	2,723.56	
Eglin Air Force Base Military Reservation	66,760.56	10.19 %
Naval Air Station Whiting Field and Naval Outlying Fields (OLF's)	6,264.43	0.96 %
Blackwater River State Forest	143,186.89	21.86%
Remainder of Unincorporated Santa Rosa County	431,949.31	65.94%
Total	655,048.05	100 %

** Note: The total acreage for Santa Rosa County listed here was calculated based on the County GIS database for Property Appraiser Department of Revenue (DOR) land use code boundaries. This figure does not precisely match acreage figures used in the 2000 Census Information and in other databases from various agencies utilized for information in other elements of this Comprehensive Plan Foundation Document.*

Source: Santa Rosa County Community Planning, Zoning and Development Division GIS, 2015

Santa Rosa County Map 1-1- Location Map



Legend

- SANTA ROSA COUNTY
- MAIN ROADS

Disclaimer:
 The GIS maps and data distributed by the Santa Rosa County BOCC departments are derived from a variety of public and private sector sources considered to be dependable, but the accuracy, completeness, and currency thereof are not guaranteed. The Santa Rosa County Commission makes no warranties, expressed or implied, as to the accuracy, completeness, currency, reliability, or suitability for any particular purpose of information or data contained in or generated from the County Geographic Database. Additionally, the Santa Rosa Commission or any agent, servant, or employee thereof assumes no liability associated with the use of this data, and assume no responsibility to maintain it in any matter or form.



Community Planning, Zoning
 and
 Development Division
 October 29, 2002

1.5 Definitions

The definitions found in Chapter 163, Part II, Florida Statutes are included by reference. The Santa Rosa County Land Development Code, Ordinance 91-24, as amended, will contain any other specific definitions germane to land development regulations referred to in the various elements of the Comprehensive Plan. There may be other definitions contained in the various elements of the Comprehensive Plan.

1.6 Planning Time Frame

The Santa Rosa County Comprehensive Plan currently spans a twenty-five year Planning horizon (2015-2040) and a projected population through 2040. The Five Year Schedule of Capital Improvements addresses the five-year period from fiscal year 2014/2015 (beginning October 1, 2015) to fiscal year 2020/2021 (ending September 30, 2021).

1.7 Urban and Rural Planning Concepts

1.7.1 *The Comprehensive Plan*

For many local governments across the Country, the basic element of most planning programs is the creation of a plan. The Comprehensive Plan is developed through analysis of data and identification of goals for the community. Often times these goals come from elected officials in the form of targeted issues or agendas. For instance, if a stated goal is economic development, Plan policies may be created to address added infrastructure, quality of life improvements, or other place based goals objectives and policies. Plan policies also arise through the public process as staff helps the community and its various groups identify their goals and form a particular vision.

In the creation of a plan, strategies are identified by which the community can reach its goals and vision. Local government planning staffs are also typically responsible for the implementation or enforcement of many of the strategies, often coordinating the work of other local government departments and divisions in implementation of the Plan's policies. For many local governments the plan becomes a management tool, coordinating the organization and roles of various local government departments and employees in order to systemically prioritize the goals of the elected officials or community through the work done by staff.

Local government planning in Florida has been guided over the past 25 years until recently by the 1985 Growth Management Act, which is contained in Chapter 163, Florida Statutes and was codified in Rule 9J-5, Florida Administrative Code. The Growth Management Act required that every local government in Florida adopt a comprehensive plan to guide growth and development. Under this State mandate, plans must include elements that address future land use, housing, transportation, infrastructure, conservation, recreation and open space, intergovernmental coordination, and capital improvements. With the implementation of this Act in 1985, the State of Florida took a decisively growth management oriented approach and this was done primarily in response to the State's unprecedented growth leading up to the passage of the Act. The main provision under this growth management approach was the concurrency requirement. Local governments were required to make certain that growth related infrastructure was provided concurrent with development. This included roads, water, sewer, solid waste, stormwater, parks and recreational facilities. Public schools were made subject to the concurrency requirement as well at a later date.

Santa Rosa County responded to the state comprehensive planning mandate in 1992 with the adoption of the County's first Comprehensive Plan. This plan has been amended numerous times since this original adoption, including a subsequent revision to include the Public Schools Facilities Element and subject public schools to the concurrency requirement. The Plan contained all the required elements listed above and also included an Administrative Procedures Element and an Economic Development Element (not required). The comprehensive plan amendment process is guided by Chapter 163, FS.

Comprehensive Planning is a continuous and ongoing process. Recognizing this, the state required the County to conduct an Evaluation and Appraisal Report (EAR) every seven years to assess its progress in implementing the Comprehensive Plan. The EAR process allowed the County to identify major issues and to respond to changes in state, regional, and local planning and growth management policies as well as changing conditions and trends. Santa Rosa County completed Evaluation and Appraisal Reports and adopted related amendments in 2003 (Ordinance 2003-25) and 2009 (Ordinance 2009-32).

In 2011, the Florida Legislature made significant changes to the state level planning requirements in Florida. These changes included:

- Repealing Rules 9J-5 and 9J-11.1023, Florida Administrative Code and establishing new guidelines for state level processing and review of comprehensive plans and plan amendments;
- Removing the State Comprehensive Plan from the definition of "in compliance" in Section 163.3184(1)(b), Florida Statutes, making it no longer a basis for a compliance determination;
- Changing the requirements for Evaluation and Appraisal Reports (EARs), sufficiency review by the Department, and mandatory comprehensive plan updates;
- Concurrency for transportation, schools, and parks and recreation facilities were made optional for local governments;
- Financial feasibility for capital improvement plans is no longer required;
- Removing the twice per year plan amendment limitation;
- Removing energy efficiency / greenhouse gas reduction provisions;
- Making the previously required Public School Facilities Element optional; and
- Removing mining, industrial, hotel and motel and multi-screen movie development from Development of Regional Impact review.

Effective June 2, 2011, local governments now have more discretion in determining whether or not they need to update their local comprehensive plan as well. As such, local governments no longer need to submit evaluation and appraisal reports to the State for a sufficiency determination. Instead, the County must 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 and then preparing and transmitting any proposed amendments for review, if any. Santa Rosa County is required to make this determination by December of 2016. In preparation for this, a major update to the Plan was accomplished towards the end of 2015 to update the Plan as well as create consistency with significantly revised statutory requirements.

1.7.2 Growth Management

Growth management is a set of techniques used by local governments to ensure that as growth in population and development occurs there are services available to meet the demands of this new population and built environment. Growth Management, specifically for local governments who are in the business of providing urban services such as centralized water and sewer or transportation facilities, is a financial management tool. However, these services are not necessarily only government services. Other demands such as the protection of natural spaces, sufficient and affordable housing, preservation of buildings and places of historical value, and sufficient places for the conduct of business are also considered, depending on the wishes of the local electorate. Florida's original legal framework was heavily oriented towards growth management with a one size fits all approach to planning requirements. Santa Rosa County is not a major infrastructure provider, with water and sewer services being provided by private utilities or incorporated cities, and with a majority of new road construction being state funded in the past. This made the growth management approach difficult in application for the County historically. In order to further elaborate on growth management techniques the following examples are provided.

One technique is the imposition of impact fees. Impact fees are imposed to charge the owners of newly developed properties for the "impact" the new development will have on the community. Fees can be used for such things as transportation improvements, new parks, and expansion of schools. Impact fees are not used to maintain existing facilities, but instead are used to create new facilities in proportion to the number of new developments in the area.

Another technique is application of zoning to reduce the cost of service delivery. Zoning can be used to reduce the area affected by urbanization, allowing the same number of people to live and work in a smaller area, allowing governmental services to be delivered more efficiently. For example, fire protection and emergency medical response services are less expensive to provide in compact areas than in areas where the population is more spread out. This results in lower expenditures for the same level of service, which saves taxpayer dollars. The efficiencies gained can also result in benefits to the private sector. For example, grocery stores and pizza delivery businesses can service only a limited area. If more customers are located within their service delivery area, the cost of delivering their services is decreased. Often local governments enforce land development code provisions such as open space, landscaping, buffering and design related provisions that ensure the compatible coexistence of various densities and intensities of commercial uses within close proximity.

Preventing suburban densities from affecting a large area also has the effect of providing open spaces so that people who wish to live in a rural setting can do so without urbanization threatening their lifestyle.

1.7.3 Urban Design

The concept of urban design is completely different in nature than the concept of growth management, though urban design can be utilized to further the goals of a growth management program. Urban design is the process of designing and shaping cities, towns and villages. Whereas architecture focuses on individual buildings, urban design address the larger scale of groups of buildings, of streets and public spaces, whole neighborhoods and districts, and entire cities, with the goal of making urban areas functional and attractive. In some cities, however, urban design is successfully applied to create unique places, preserve unique neighborhoods, and redevelop certain areas. It is really at heart, a matter of economic development or preservation often. Notable examples of where urban design guidelines and standards are the City of New

Orleans historic core and the preservation of the original architecture and open space layout in Savanna Georgia. Without stringent urban design standards these unique locations could have lost their appeal over the years with significant negative impact to the local economies created by these unique places. In Santa Rosa County, the Bagdad Historic District has some urban design considerations that serve to protect this unique area.

1.7.4 Rural Development and Agricultural Preservation

For counties and local governments with a rural contingent like Santa Rosa, preservation of agriculture and rural lifestyle can be an important planning consideration. Some communities across the County have also found it necessary to prevent the premature conversion of agricultural lands to more urbanized land uses. Rural planning can also involve environmental protection of certain areas, infrastructure provision in support of farming activities and the creation and sustaining of rural communities that provide vital commercial land use opportunities within closer proximity. Planning for farm related activities such as farm related retail, farmers markets and other agribusiness related land uses is also of import often. Santa Rosa County has prepared the Rural Development Plan which encompasses many of these concepts. This small area Plan's recommendations were incorporated into the County's Comprehensive Plan in 2015 as part of the major update to the Plan that occurred that year.

1.7.5 Small Area Planning, Neighborhood or Special Area Plans

A small area plan is any plan that addresses the issues of a portion of the County or City. Small area plans can cover three different geographic scales -- neighborhood, corridor, and district. They can cover as few as 10 acres or as many as 4,500 acres. Small area plans cover a specific geography that often has a cohesive set of characteristics and may be developed in order to address a major issue such as declining neighborhood character or to implement community specific goals and objectives without applying plan concepts to the larger political area.

Santa Rosa County has undertaken several small area or special area planning efforts. These plans contained a number of recommendations, some of which have been implemented and others that are in various stages of implementation. The following lists these efforts:

- 1) South End Tomorrow (November, 2003)
- 2) Navarre Town Center Plan (October 2004)
- 3) Pace Area Plan (June 2007)
- 4) Rural Development Plan (January 2007)
- 5) Bagdad Historic District (June 2008)
- 6) Navarre Beach Master Plan (Updated June 2002)
- 7) NAS Whiting Field Joint Land Use Study (September 2003)
- 8) Eglin Air Force Base Joint Land Use Study (June 2009)
- 9) Eglin Small Area Study (December 2012)

Within the Future Land Use Element Support Documentation, the County has been divided into six separate and distinct planning areas (Map 2-1). The main goals of the planning areas are described below, including providing a framework for small area planning:

Planning Area Goals

- 1) Complete Communities: Promote a balance of residential and non- residential land uses within specified sub-communities of the County.

- 2) **Maximize Water and Sewer Service Efficiency:** Promote development within areas of the County that are serviced by centralized water and sewer and to provide analysis related to the discouragement of urban sprawl.
- 3) **Provide an Analysis Framework:** Recognize that the County is diverse and that the various planning areas have different needs in terms of the County's land development and land use planning frameworks.
- 4) **Recognize Existing Small Area Planning Efforts:** The Planning Area framework provides a mechanism for recognizing and implementing the various small area planning efforts within the County and can serve as a framework for any future small area efforts.

1.7.6 Place Making and Economic Development

At the forefront of economically successful local governments today is the concept of place making and the leveraging of city planning to create economic development opportunities. The concept of Placemaking is really at the intersection of city planning and economic development. Beyond just seeking tenants for the industrial park or traditional modes of economic development, Placemaking is a formalized way for local governments to leverage place, infrastructure, and concepts into an economic development plan for a defined area. "Placemaking is how we collectively shape our public realm to maximize shared value. Rooted in community-based participation, Placemaking involves the planning, design, management and programming of public spaces. More than just creating better urban design of public spaces, Placemaking facilitates creative patterns of activities and connections (cultural, economic, social, ecological) that define a place and support its ongoing evolution. Placemaking is how people are more collectively and intentionally shaping our world, and our future on this planet." (Source: Project for Public Spaces) The County currently does not have any placemaking projects or efforts underway or completed.

1.8 Regulatory Framework

Urban and regional planning has traditionally been a State, regional or local process without much national input. The following describes the regulatory framework currently in existence as it relates to the Santa Rosa County Comprehensive Plan and planning process.

1.8.1 State

Chapter 163, Part II, Florida Statutes (Local Government Comprehensive Planning and Land Development Regulation Act) establishes the process for land planning and growth management within the State. These provisions are passed on to local governments through the adoption of a Comprehensive Plan by local governments. The intent of Chapter 163, Part II, is to protect, preserve, and enhance, as appropriate, the use of land, water, and resources, consistent with the public interest and effectively deal with potential problems that may result from the use and development of land. Local Government Comprehensive Plans are required to be consistent with the State Comprehensive Plan and the Strategic Regional Policy Plan.

Chapter 186, Florida Statutes, establishes the process for state and regional planning. Chapter 186 sets the framework and requirements for the State Comprehensive Plan, State Agency Plans, provides for public participation throughout the planning process, and provides the broad-based goals for local growth management planning. Section 186.504, F.S., establishes Regional Planning Councils; Section 186.507, F.S., requires the establishment of Strategic Regional Policy Plans that addresses the needs of a designated region and establishes goals and polices for housing, protection of natural resources, and regional transportation. Regional Planning Councils are comprised of elected local officials, appointees of the Governor, and representatives of regional and State agencies.

Chapter 187, Florida Statutes, is the adopted State Comprehensive Plan that provides the basis for all local government comprehensive plans, strategic regional policy plans and other regional plans and state agency plans.

Chapter 380, Part I, Florida Statutes (Environmental Land and Water Management), is intended to protect the natural and environmental resources within the State. The Development of Regional Impact (DRI) process is established in Chapter 380, Florida Statutes.

1.8.2 Regional

The West Florida Regional Planning Council (WFRPC) is responsible for coordination of DRI projects through the local government planning process with all other state and regional agencies. The Regional Planning Council also provides a recommendation on DRI projects that assist the local government in making its decision. The WFRPC serves as the local emergency planning committee in cooperation with local governments, provides intergovernmental coordination and review on federally funded projects (federal clearinghouse function), serves as the official planning agency for the transportation disadvantaged program, provides regional dispute resolution, provides review of local government comprehensive plans, and prepares and implements the Strategic Regional Policy Plan (SRPP). The current SRPP was adopted in 1996 and establishes direction, priorities and strategies for the physical, economic and social development of the region.

1.8.3 Regional Agencies or Entities Involved in the Planning Process

The North West Florida Water Management District (NFWWMD) is responsible for managing water and land related resources. The NFWWMD provides research and enforces regulation for utilization of these resources. The NFWWMD permits well construction and consumptive use of water, regulates the management and storage of surface waters and stormwater runoff and monitors aquifer recharge. The NFWWMD also imposes water restrictions in time of water shortages or drought and implements land acquisition programs by acquiring lands for preservation of wetlands, streams, rivers and similar natural resources. The NFWWMD maintains and updates the *Regional Water Supply Plan* that is a District wide water supply plan identifying water supply options to meet the projected demand for a specified long range planning time period.

The Florida Department of Transportation (FDOT or Department) is an executive agency, which means it reports directly to the Governor. FDOT's primary statutory responsibility is to coordinate the planning and development of a safe, viable, and balanced state transportation system serving all regions of the state, and to assure the compatibility of all components, including multimodal facilities. A multimodal transportation system combines two or more modes of movement of people or goods. Florida's transportation system includes roadway, air, rail, sea, spaceports, bus transit, and bicycle and pedestrian facilities. The Florida Department of Transportation is decentralized in accordance with legislative mandates. Each of the districts is managed by a District Secretary. The districts vary in organizational structure, but in general each has major divisions for Administration, Planning, Production and Operations. Also, each district has a Public Information Office that reports to the District Secretary and a District Chief Counsel who reports to the DOT General Counsel in Tallahassee. Santa Rosa County is in FDOT District Three (Northwest Florida) headquartered in Chipley and including: Bay, Calhoun, Escambia, Franklin, Gadsden, Gulf, Holmes, Jackson, Jefferson, Leon, Liberty, Okaloosa, Santa Rosa, Wakulla, Walton, and Washington Counties.

Federal Law (Section L34,23 , U.S.C.) requires that areas with populations of 50,000 or more establish a Metropolitan Planning Organization (MPO). Funded by the Highway Trust Fund, MPOs represent local, regional, and national interests in the transportation planning process. Congress vests MPOs with the authority to plan for regional and national transportation needs and to set funding priorities for highway, transit, safety, and security projects receiving Federal aid. Santa Rosa County is included within the Florida – Alabama Transportation Planning Organization (TPO). This TPO includes the urbanized portions of Santa Rosa and Escambia Counties as well as the coastal portion of Baldwin County, Alabama. Staffing for the TPO is provided by the West Florida Regional Planning Council who is responsible for the preparation of TPO related planning documents and satisfying state and federal planning requirements.

The County also partners with several state and federal agencies for environmental review including: wetland delineation and permitting (the US Army Corps of Engineers, and the Florida Department of Environmental Protection); listed species protection (Florida Fish and Wildlife Conservation Commission); and stormwater management (US Environmental Protection Agency and the Florida Department of Environmental Protection). More detail on this is provided within the Conservation Element Data and Analysis Section.

1.8.4 Local Agencies or Entities Involved in the Planning Process

The Santa Rosa County School Board is a planning partner and the school boards role in land development monitoring and review is provided for within the adopted Interlocal Agreement for Public School Facilities between the Santa Rosa County School Board, the Board of County Commissioners and the incorporated municipalities (Jay, Gulf Breeze and the City of Milton).

The County also coordinates with the private water and sewer utilities located within the County as well as the municipalities on service provision and meeting future demand. Each year, County planning staff in conjunction with the public and private utilities prepares the Utility Operational Status Report which contains information on planned capital improvements, available capacity and future demands.

In addition, the incorporated cities of Milton, Gulf Breeze and Jay are planning partners particularly in relations ship to inter local review of major Comprehensive Plan changes, utility planning and transportation planning.

Chapter 1

Administrative Procedures Element

~~Goal 1.1 • To establish, support, and maintain instruments and procedures to carry out the provisions purposes of Chapter 163, Part II, F.S., also known as the “Local Government Comprehensive Planning and Land Development Regulation Act, and this Plan for the benefit of the citizens of Santa Rosa County.~~

~~Public Purpose: To provide general guidelines and principles for the administration of the Santa Rosa County Comprehensive Plan.~~

~~Objective 1.1.A • To establish and enunciate the title, authority, intent, and applicability of the Santa Rosa County Comprehensive Plan~~

~~Policy 1.1.A.1 • Title: This document shall be titled the Santa Rosa County Comprehensive Plan and may be referred to herein as the “Plan” or Ordinance No. 90-52.~~

~~Policy 1.1.A.2 • Authority: This Plan is enacted pursuant to specific authority granted by Chapter 163, Part II, Florida Statutes, and the general powers granted to Florida counties found in Chapter 125, Florida Statutes.~~

~~Policy 1.1.A.3 • Applicability: The provisions of this Plan shall apply only to all unincorporated areas of Santa Rosa County.~~

~~Policy 1.1.A.4 • Intent: It is the intent of this Plan to provide orderly growth management for the areas identified in Policy 1.1.A.3 above. This Plan is not intended to terminate growth but rather to provide mechanisms for growth management in order to best serve the citizens, visitors, and property owners of Santa Rosa County. Implementation of this ordinance is designed to maintain and improve the quality of life for all citizens of the County. The Board of County Commissioners of Santa Rosa County find the goals, objectives, and policies set forth in this Plan are necessary and proper means for planning and regulating the development and use of land in the County and for otherwise protecting and promoting the health, safety, and general welfare of its citizens. It is the intent of the Ordinance adopting this Plan that the Comprehensive Plan set general guidelines and principles concerning its purpose and contents and that this Plan shall be construed broadly to accomplish its stated purposes and objectives.~~

~~Policy 1.1.A.5 • Effective Date: The effective date of this Plan shall be the date of receipt by Santa Rosa County of notice from the Florida Department of State that the Ordinance adopting this Plan has been received and duly filed. The effective date of any amendment to this Plan shall be the date a Final Order is issued by the Department of Community Affairs or the Administration Commission finding the respective plan amendments in compliance in accordance with Section 163.3184, Florida Statutes.~~

~~Policy 1.1.A.6 • Severability: If any provision of this Plan is, for any reason held to be invalid or unconstitutional by any court of competent jurisdiction, such provision and such holding shall~~

not affect the validity of any other provision and to that end the provisions of this Plan are declared severable

~~Objective 1.1.B • The Santa Rosa County Local Planning Board is hereby established by the Board of County Commissioners of Santa Rosa County as the local planning agency.~~

~~Policy 1.1.B.1 • The duties of the Local Planning Board shall be as specified in Section 163.3174, F.S., and shall include:~~

~~a) Monitoring the effectiveness and status of implementation of the Comprehensive Plan and making recommendations to the Board of County Commissioners regarding any changes in the Plan as may, from time to time, be required;~~

~~b) Monitoring, reviewing and preparing periodic reports required by Section 163.3191, F.S., including regular assessments of the Plan and preparation of the Evaluation and Appraisal Report on the Plan;~~

~~c) Reviewing any proposed amendments to this plan, and implementing land development regulations or amendments thereto and making recommendations to the Board of County Commissioners as to the consistency of proposed regulations or amendments thereto with the Comprehensive Plan;~~

~~d) Performing any other function, duty or responsibility assigned to it by the Board of County Commissioners or by general or special law;~~

~~Policy 1.1.B.2 • The Local Planning Board may utilize any resources provided it by the Board of County Commissioners in furtherance of the duties and responsibilities of the Local Planning Board. These resources may include, but are not limited to, facilities and equipment of the County, temporary assignment of employees, utilization of County Committees, Boards or Authorities, consultants, persons or entities to prepare or assist in the administration of the Plan, amendments thereto or any other land development regulation, proposed or existing, as it may deem appropriate.~~

~~Objective 1.1.C • Policy direction and guidance shall be provided by the Local Planning Board and the Board of County Commissioners. The Community Planning, Zoning & Development Division shall administer this Plan with the assistance of other operating Departments and Divisions within the County.~~

~~Policy 1.1.C.1 • The Local Planning Board shall make recommendations regarding the comprehensive planning and/or land development regulations to the Board of County Commissioners for the Board's consideration prior to action.~~

~~Policy 1.2.A.1 • It is the intent of Goal 1.2 above that all citizens affected by comprehensive planning and land development regulation proposals be encouraged to participate and afforded the opportunity for input throughout the preparation and enactment process. The provisions of this chapter apply to the formal adoption process of the Comprehensive Plan, amendments~~

to the Comprehensive Plan, preparation of the Land Development Code, amendments to the Land Development Code including, but not limited to, the following: regulation of subdivisions, open space provisions, drainage, storm water management, floodplain development, environmentally sensitive areas, signage, parking, innovative land development regulations, consideration of the Evaluation and Appraisal Report (EAR), and any other matters deemed appropriate by the Board of County Commissioners.

Goal 1.2 • To encourage broad public participation concurrently with the administration this Plan.

Public Purpose: To promote and encourage public participation in Santa Rosa County's comprehensive planning program. This goal establishes procedures in accordance with Section 163.3181, F.S., to provide for broad dissemination of information regarding the Comprehensive Plan, any amendments thereto, the planning process, amendment of the Land Development Code, and other matters pertaining to the regulation or use of land or structures. In addition, it is the intent of this goal to provide the public the opportunity to provide verbal or written comment, processes for public hearings, provisions for open discussion, communications programs, information services and consideration of and response to public comments.

Objective 1.2.A • To establish the intent of Goal 1.2 above.

Policy 1.2.B.1 • So as to notify property owners, interested citizens and affected parties, the Santa Rosa County Community Planning, Zoning & Development Division shall advertise in a newspaper of general circulation within the County that a public hearing will be held to consider any of the matters described in the public purpose section above. The advertisement will include an identification of who is holding the hearing, as well as the date, time, location, and general subject of the hearing, and the location where copies of the proposed matter may be reviewed. To the extent possible, the advertisement will appear in a section of the newspaper other than the classified or legal sections. The advertisement will encourage the public to provide written and/or verbal comments on the matters under consideration.

Policy 1.2.B.2 • All public hearings shall be held at approximately the time specified in the advertisement and shall be conducted Monday through Thursday.

Policy 1.2.B.3 • Santa Rosa County, through the Community Planning, Zoning & Development Division shall conform to the applicable public notice requirements for adoption of amendments to this Comprehensive Plan as described in Sections 163.3184 and 163.3187, F.S.

Objective 1.2.C • To establish public workshop procedures.

Policy 1.2.C.1 • Whenever possible, workshops shall be advertised to notify the public and interested parties that a workshop meeting is scheduled to discuss the subjects of the scheduled workshop. However, workshops may be held without advertising, providing a public announcement is made at a public meeting of the Board of County Commissioners and a notice of the workshop is posted in the County courthouse and other public places as appropriate.

~~Policy 1.2.C.2 • Workshops may be held at any time deemed appropriate in order to facilitate the timely exchange of information regarding the subject of the workshop.~~

~~Objective 1.2.D • To provide information to the media for the purposes of enhancing public participation.~~

~~Policy 1.2.D.1 • The Community Planning, Zoning & Development Division will periodically provide notification to the media by announcement of public hearings and workshops at the regular public meetings of the Board of County Commissioners regarding the status of matters under consideration by the Division and the Planning Board.~~

~~Objective 1.2.E • To provide information to the public through the use of internet technology.~~

~~Policy 1.2.E.1 • The County will utilize its web site for the purposes of posting and displaying information related to this Plan and its implementing Land Development Code.~~

~~Objective 1.2.F • To establish public hearing procedures for the Santa Rosa County Local Planning Board.~~

~~Policy 1.2.F.1 • Prior to Board of County Commissioner's approval, adoption and/or enactment of regulations, as appropriate, of any other matter listed in Policy 1.2.A.1, the Santa Rosa County Local Planning Board shall hold at least one (1) public hearing in conformance with the notice requirements described herein (reference Objective 1.2.B and associated Policies). The hearing may be continued to an announced time certain upon a majority vote of the members present.~~

~~Policy 1.2.F.2 • The Local Planning Board shall afford members of the public reasonable opportunity to present their views on any matter under consideration. The Chairperson, may, at his or her discretion rule out of order public comments he or she deems repetitious or not germane to the matter under consideration.~~

~~Policy 1.2.F.3 • The Local Planning Board, through the Community Planning, Zoning & Development Division, shall transmit its recommendation on each matter considered to the Board of County Commissioners at the public hearing held for each matter by the Local Planning Board.~~

~~Objective 1.2.G • To establish public hearing procedures for the Santa Rosa County Board of County Commissioners in relation to the administration of this Plan and implementing land development regulations.~~

~~Policy 1.2.G.1 • As soon as practical after the Local Planning Board makes its recommendation regarding any matter described in Policy 1.2.A.1, the Board of County Commissioners shall hold at least one (1) public hearing to consider the recommended action pursuant to the notice requirement described herein (reference Obj. 1.2.B and associated Policies). The hearing may be continued to an announced time certain upon a majority vote of the Commissioners present.~~

~~Policy 1.2.G.2 • The Board of County Commissioners hearing shall afford members of the public reasonable opportunity to present their views on any matter under consideration. The Chairperson may, at his or her discretion rule out of order public comments he or she deems repetitious or not germane to the matter under consideration.~~

~~**Objective 1.2.H • To provide for the establishment of advisory committees in relation to the administration of this Plan and implementing land development regulations.**~~

~~Policy 1.2.H.1 • The Board of County Commissioners may, from time to time, appoint advisory committees to provide information and/or participate in the matters listed in Policy 1.2.A.1. Advisory committees shall be subject to the notice requirements described herein (reference Objective 1.2.B and associated Policies).~~

Chapter 2

Economic Development Element

~~Goal 2.1 • To create wealth through the mobilization of human, financial, capital, physical and natural resources to generate marketable goods and services.~~

~~Public Purpose: To benefit the citizens of Santa Rosa County through the creation and retention of job opportunities and the expansion of the tax base.~~

~~Objective 2.1.A • The County will cooperate with TEAM Santa Rosa in order to accomplish projects and priorities that will serve to recruit and attract business employers that provide quality employment opportunities and increased incomes for the residents of Santa Rosa County.~~

~~Policy 2.1.A.1 • By 2010, the County shall complete the Santa Rosa County Industrial Park Master Plan.~~

~~Policy 2.1.A.2 • By 2010, the County in cooperation with TEAM Santa Rosa shall develop an innovative marketing campaign.~~

~~Policy 2.1.A.3 • By 2010, the County in cooperation with TEAM Santa Rosa shall prepare a Target Industries Study in order to target specific industries for relocation and/or expansion.~~

~~Policy 2.1.A.4 • The County shall continue to foster an environment that is suitable for small business development including ensuring that adequate commercially or industrially zoned sites are available to accommodate anticipated growth.~~

~~Policy 2.1.A.5 • The Community Planning, Zoning & Development Division shall cooperate with TEAM Santa Rosa in order to create and maintain an economic development database. This database shall include GIS information such as the number and location of available commercial or industrial sites.~~

~~Objective 2.1.B • To maintain current employment centers operating within Santa Rosa County.~~

~~Policy 2.1.B.1 • The County shall continue to pursue the purchase of land surrounding the military bases in the County for the purposes of protecting these bases from encroachment of incompatible land uses, and to attract complementary business uses.~~

~~Policy 2.1.B.2 • The County shall continue to support the agriculture industry that operates within Santa Rosa County.~~

~~Objective 2.1.C • To maintain Santa Rosa County's exceptional quality of life in order to attract new businesses to the area.~~

~~Policy 2.1.C.1 • The Land Development Code shall include policies aimed at providing an aesthetically pleasing living environment such as landscaping, open space preservation, signage, and other aesthetic regulations.~~

~~Policy 2.1.C.2 • Santa Rosa County recognizes that its abundant natural resources are an asset. These assets are important economically as they provide an exceptional quality of life for current and future residents of the County as well as serve as a basis for tourism industry development.~~

~~**Objective 2.1.D • To maintain an infrastructure system that is capable of sustaining current economic growth as well as attracting future economic growth.**~~

~~Policy 2.1.D.1 • The County shall continue to utilize its capital budgeting program, including the adopted five-year schedule of capital improvements to ensure that infrastructure is available at the time new economic development opportunities present themselves.~~

CHAPTER 1: FUTURE LAND USE ELEMENT

Goal ~~3~~1.1 • Manage the future development of Santa Rosa County in a manner consistent with the ability to provide adequate infrastructure and quality of life related services and facilities to citizens, and while protecting important natural and economic resources.

~~Public Purpose: To ensure the protection of valuable natural resources to the greatest extent possible by managing growth and to ensure that publicly funded infrastructure such as roads, potable water, sanitary sewer, solid waste collection systems, parks, and storm water management facilities are constructed to meet the demands of growth in an economically efficient manner.~~

~~Objective 1.1.A. • To coordinate future land uses with suitable topography and soil conditions, the protection of natural resources and with the availability of adequate infrastructure, efficient use of available energy sources and the reduction of greenhouse gas emissions. To maintain a Future Land Use Map that designates the proposed future distribution, location, and extent of the uses of land for residential uses, commercial uses, industry, agriculture, recreation, conservation, education, public facilities and other categories of the public and private use of land which is implemented by the County's Official Zoning Map.~~

~~Policy 3.1.A.1 • The LDC shall remain consistent with the Escambia / Santa Rosa Counties Resource Management Plan (ESRCRMP), 1985 provided that nothing in this policy shall be interpreted to mean that the LDC cannot include provisions and regulations that are broader in scope or more stringent than those recommended by the ESRCRMP.~~

Policy 1.1.A.1 • The Future Land Use Map shall be developed and maintained according to the following inputs among others:

- The amount of land required to accommodate growth through the planning time frame, including permanent and seasonal populations and the amount of land necessary for job creation, capital investment, and economic development;
- Suitable topography and soil conditions;
- The protection of natural and historic resources;
- The availability of adequate infrastructure,
- The character of undeveloped land,
- Existing development patterns in place at the time of original Comprehensive Plan Future Land Use Map adoption; and
- Compatibility of adjacent land uses.

Policy ~~3~~1.1.A.2 • The maximum densities and intensities permitted on a given parcel of land may be further limited by site conditions and other regulatory requirements including but not limited to: shall be based upon the suitability of topography and soil types for septic drain field systems, potable water wells, stormwater management facilities and requirements, and the ability to physically support buildings and improvements, as determined by the Santa Rosa

County Soils Map, the regulations pertaining to the Department of Health, DEP, NWFLWMD, and COE, and appropriate engineering manuals and specifications, the adopted Land Development Code, and applicable Building Codes, ~~in the review of proposed development projects.~~

~~Policy 3.1.A.3 • The development approval process shall ensure new development and redevelopment includes appropriate stormwater management systems consistent with the adopted drainage level of service, natural drainage patterns and soil conditions.~~

Staff Analysis Comment: Relocated to Policy 3.1.B.4 and similar policy is found in the Infrastructure Element.

Policy ~~3~~1.1.A.4 ~~3~~ • All future development shall be consistent with accepted planning practices and principles as defined by this Plan.

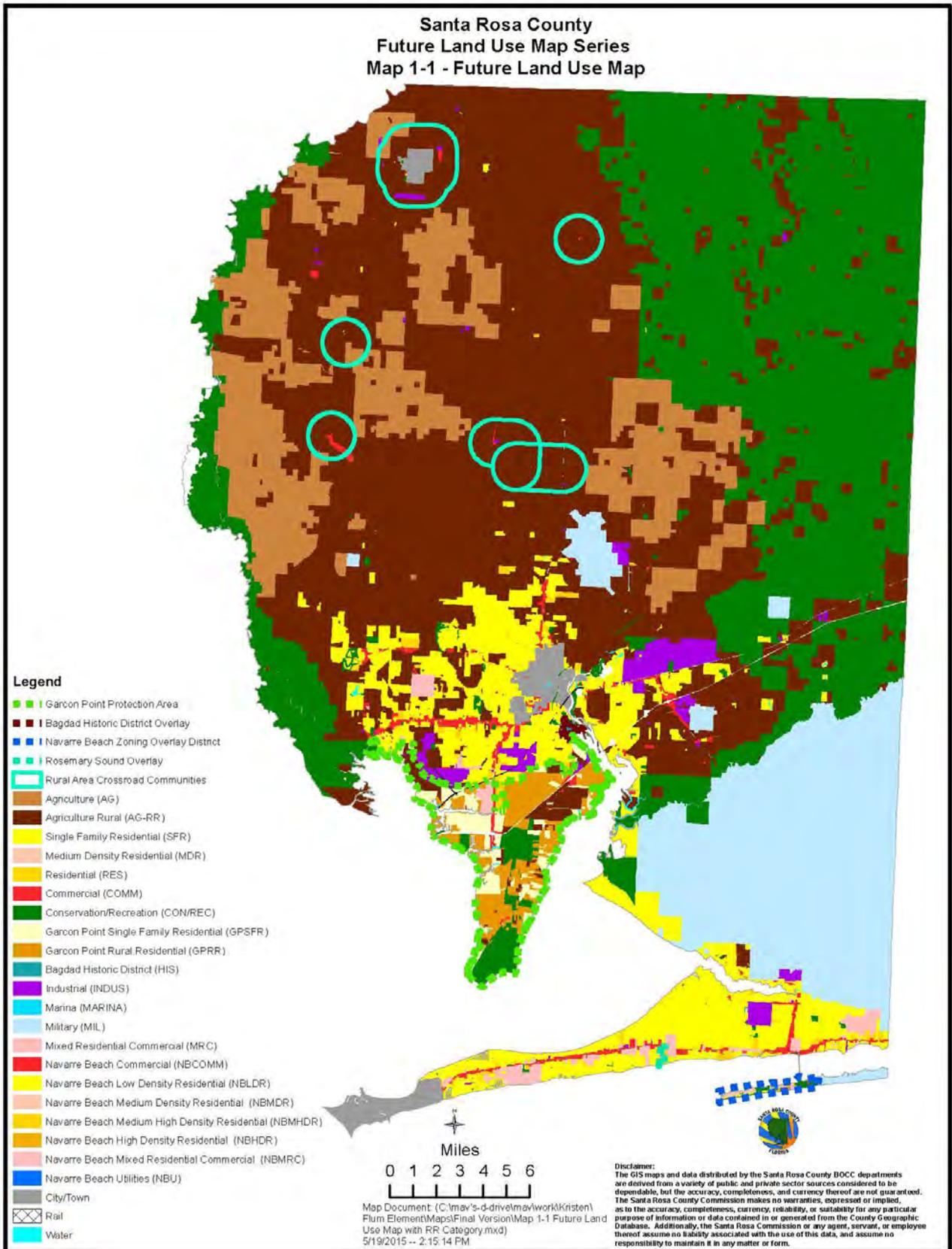
Policy ~~3~~1.1.A.5 ~~4~~ • *Reserved*

Policy ~~3~~1.1.A.6 ~~5~~ • *Reserved*

~~Policy 3.1.A.7 • The Future Land Use Map will contain provisions for higher density levels in urban areas or areas categorized as having urban infrastructure to limit urban sprawl and achieve an energy efficient development pattern.~~

Staff Analysis Comment: This policy is replaced by the Planning Area framework where areas with urban services are slated for higher density development.

Policy ~~3~~1.1.A.8 ~~6~~ • The following permitted uses and densities and intensities of use are established for each land use category depicted on the Future Land Use Map (~~Map 3-1~~) (Map 1-1), which is adopted herein by reference. The maximum total density permitted to be developed within the Development Area shall be calculated as acres of land area multiplied by maximum permitted density.



~~1) Agriculture – Category: The agricultural category includes approximately 358,181 acres. The average density within the category is 1 dwelling unit per 8.5 acres. Uses within this category include routine agricultural and silvicultural activities, residential uses as herein described and commercial activities limited to those commercial endeavors ancillary to agricultural or silvicultural pursuits or in support of agricultural activities such as seed, feed and food outlets, farm equipment repair and the like. The average density will be accomplished pursuant to the following maximum limitations and based upon the buildable land within the category:~~

PERCENT OF CATEGORY	DU_s PER ACRE
90%	1 DU/50 ac.
10%	1 DU/ 1 ac.

1) Agricultural Categories

Agriculture Rural Residential Category: Uses within this category include detached single family residential structures and mobile homes and accessory structures, facilities, and uses customarily found on farms and used expressly for activities conducted in connection with farming operations, commercial and non-commercial agriculture, poultry and livestock raising. The maximum permitted residential density within this category is one dwelling unit per acre of land. General and neighborhood commercial land uses are also permitted within the Rural Communities Overlay Districts.

Agriculture Category: This category is intended to provide suitable areas for agriculture and silviculture activities. Uses within this category include detached single detached single family residential structures and mobile homes and accessory structures, facilities, and uses customarily found on farms and used expressly for activities conducted in connection with farming operations, commercial and non-commercial agriculture, poultry and livestock raising. The maximum permitted residential density within this category is one dwelling unit per 15 acres of land. General and neighborhood commercial land uses are also permitted within the Rural Communities Overlay Districts.

~~A 3:1 density bonus (i.e., maximum 3 du/1 acre) may be allowed 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 (reference Policy 5.1.A.#); however, this density bonus shall not apply to the Garcon Point Protection Area, The Military and Public Airport Zones, the Category 3 Storm Surge Boundaries, or the Rural Area identified on the adopted impact fee map.~~

2) Single Family Residential Category: Uses within this category include single-family homes, group homes, institutional uses, and public and private utilities. This category shall be predominantly located in areas served by infrastructure or in urbanizing areas. This category shall not be located within the Garcon Point Protection Area (GPPA), the Navarre Beach Zoning Overlay District (NBZOD) or the Bagdad Historic District Overlay (BHDO). This category may also

be located in areas where residential development is desirable due to environmental sensitivity. The maximum allowable density within the category is four (4) dwelling units per acre of land. ~~A 2.5:1 density bonus (i.e., maximum ten (10) dwelling units per one (1) acre of land) may be allowed 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 (reference Policy 5.1.A.3); however, this density bonus shall not apply within Military and Public Airport Zones, Category 3 Storm Surge Boundaries, the Rural Area identified on the adopted impact fee map, or the overlay districts noted above.~~

3) Medium Density Residential Category: Uses within this category include single-family homes, multi-family residential structures, group homes, institutional uses, and public and private utilities. This category shall be predominantly located in areas served by infrastructure or in urbanizing areas. This category shall not be located within the Garcon Point Protection Area (GPPA), the Navarre Beach Zoning Overlay District (NBZOD) or the Bagdad Historic District Overlay (BHDO). The maximum allowable density within the category is ten (10) dwelling units per acre of land. ~~A 1.8:1 density bonus (i.e., maximum eighteen (18) dwelling units per one (1) acre of land) may be allowed 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 (reference Policy 5.1.A.3); however, this density bonus shall not apply within Military and Public Airport Zones, Category 3 Storm Surge Boundaries, the Rural Area identified on the adopted impact fee map, or the overlay districts noted above.~~

Staff Analysis Comment: The workforce/affordable housing density bonus was originally adopted to enable higher densities without going through the previously required more involved State level review process. This process no longer exists. There are also implementation issues with ensuring that the housing remains affordable over time and the County lacks the ability to enforce this policy.

4) Residential Category: Uses within this category include single-family homes, multi-family residential structures, group homes, institutional uses, and public and private utilities. This category shall be predominantly located in areas served by infrastructure or in urbanizing areas. This category shall not be located within the Garcon Point Protection Area (GPPA), the Navarre Beach Zoning Overlay District (NBZOD) or the Bagdad Historic District Overlay (BHDO). The maximum allowable density within the category is eighteen (18) dwelling units per acre of land.

5) Garcon Point Rural Residential Category: Permitted uses within this category include single family homes, institutional uses and public and private utilities. This category shall only be located within the Garcon Point Protection Area (GPPA) where low density residential development is desirable due to environmental sensitivity and lack of sanitary sewer infrastructure. The maximum allowable density within the category is two (2) dwelling units per acre of land.

6) Garcon Point Single Family Residential Category: Permitted uses within this category include single family homes, institutional uses and public and private utilities. This category shall only be located within the Garcon Point Protection Area (GPPA) where low density residential development is desirable due to environmental sensitivity. The installation of centralized sewer shall be required for any petitions to rezone/ amend to densities greater than two (2) dwelling units per acre. The maximum allowable density within the category is four (4) dwelling units per acre of land.

7) Conservation / Recreation Category: Permitted uses within this category include both active recreation sites and passive conservation areas. Active recreation areas include but are not limited to boat launching facilities, basketball courts, tennis courts, baseball and softball fields, meeting halls and the like. Impervious cover shall be limited to 80% of the site. Passive conservation areas include open spaces, picnic areas, wilderness and wetlands preserves, scenic vistas and the like. Uses allowed in these areas shall be strictly passive in nature, and impervious cover shall be limited to not more than 10% of the site.

8) Commercial Category: Permitted uses within this category include all uses that are commercial in nature as well as live/work uses and public and private utilities. The intensity of use within this category shall be further defined by limiting the maximum amount of impervious cover allowed to 85 percent. Also, the intensity of use shall be regulated by a floor area ratio of 1.07.

9) Industrial Category: Permitted uses within this category include all uses that are industrial in nature and public and private utilities. The intensity of use within this category shall be further defined by limiting the maximum amount of impervious cover allowed to 85 percent. Also, the intensity of use shall be regulated by a floor area ratio of 1.07.

10) Marina Category: Permitted uses within this category include marina, commercial and residential. The intensity of use within this category shall be further defined by limiting the maximum amount of impervious cover allowed to 75 percent and the floor area ratio to 1.07. Further requiring a minimum of 25 percent of the site to be set aside for open landscape area, in accordance with the shoreline protection standards found in the Santa Rosa County Land Development Code. The maximum allowable residential density shall be four (4) dwelling units per acre.

11) Mixed Residential / Commercial Category: The intent of this category is to promote innovative arrangements of development types, to promote natural resource enhancement and to promote open spaces around buildings. This category of land use allows an intense mixture of residential and commercial activity. Hotels and motels, medical related facilities, general commercial uses (convenience and consumer retail, professional offices, service facilities, etc.), recreational and parking uses are allowed in this category. Uses within the category shall be approximately 70% residential and 30% commercial (includes tourist-related uses) based upon the buildable areas within the category as a whole, with the exception of the Navarre Town

Center Area where this residential/commercial mix ratio may deviate by +/- 10 percent if compatible with the surrounding uses and consistent with the intent of this category. The maximum allowable density within the category is thirty (30) dwelling units per one (1) acre of land, with the exception of the Navarre Town Center Area where the maximum allowable density is ten (10) dwelling units per one (1) acre of land. The maximum allowable density within the category is 11) Mixed Residential / Commercial Category: thirty (30) dwelling units per one (1) acre of land. The intensity of use within this category shall be further defined by limiting the maximum amount of impervious cover allowed to 85 percent and a floor area ratio of 1.07.

12) Bagdad Historic District Category: The intent of this category is to encourage traditional neighborhood design including a mixture of commercial and residential uses in keeping with the historic character of the Bagdad area and ensuring the area's preservation as a working waterfront as defined by State statute. This category shall only be located within the Bagdad Historic District. Permitted uses within this category include all uses that are neighborhood commercial, institutional, and residential in nature as well as live/work uses. Publicly owned land in Bagdad providing public access to the water will be maintained and/or improved to ensure continued public waterfront access. Small scale commercial uses related to the waterfront access uses are encouraged so long as they are compatible with existing adjacent uses, are compliant with Bagdad Historic District zoning and development design criteria. The intensity of use within this category shall be defined by limiting the maximum amount of impervious cover allowed to 85 percent and the floor area ratio to 1.07. The maximum allowable residential density within the category is eight (8) dwelling units per one (1) acre of land.

13) Navarre Beach Low Density Residential Category: Permitted uses within this category include single family homes and accessory structures. This category shall only be located in Navarre Beach where low density residential development is desirable due to environmental sensitivity and threat of natural disaster destruction. The maximum allowable density within the category is four (4) dwelling units per acre of land.

14) Navarre Beach Medium Density Residential Category: Permitted uses within this category include single family and multi-family homes (townhomes, duplexes, triplexes, quadraplexes, and condominiums) and accessory structures. This category shall only be located in Navarre Beach where lower density residential development is desirable due to environmental sensitivity and threat of natural disaster destruction. The maximum allowable density within the category is ten (10) dwelling units per acre of land.

15) Navarre Beach Medium-High Density Residential Category: Permitted uses within this category include single family and multi-family homes (townhomes, duplexes, triplexes, quadraplexes, and condominiums) and accessory structures. This category shall only be located in Navarre Beach where lower density residential development is desirable due to

environmental sensitivity and threat of natural disaster destruction. The maximum allowable density within the category is four units per original platted lot.

16) Navarre Beach High Density Residential: Permitted uses within this category include single family and multi-family residential uses (townhomes, duplexes, triplexes, quadraplexes, and condominiums) and accessory structures. This category shall only be located within commercial core area of Navarre Beach. The maximum allowable density within the category is thirty (30) dwelling units per acre of land.

17) Navarre Beach Public & Private Utilities and Facilities Category: Uses within this category include public and private utilities and facilities. This category shall only be located in Navarre Beach.

18) Navarre Beach Mixed Residential / Commercial Category: The intent of this category is to promote innovative arrangements of development types, to promote natural resource enhancement and to promote open spaces around buildings. This category of land use allows an intense mixture of residential and commercial activity. Hotels and motels, general commercial uses (convenience and consumer retail, professional offices, service facilities, etc.), recreational and parking uses are also allowed in this category. Uses within the category shall be approximately 70% residential and 30% commercial (includes tourist-related uses) based upon the buildable areas within the category. This category shall only be located within the commercial core area of Navarre Beach. The maximum allowable density within the category is thirty (30) dwelling units per one (1) acre of land.

19) Navarre Beach Commercial Category: The intent of this category is to provide for commercial uses such as hotels and motels, general commercial uses (convenience and consumer retail, professional offices, service facilities, etc.), restaurants, commercial piers and marinas. Uses within the category shall be primarily commercial; however, residential uses within the Navarre Beach Commercial Category will be allowed when part of a predominantly commercial development (a minimum of 50% of land area devoted for commercial activities) or a multi-story structure with residential units above the first floor. The maximum allowable residential density within the commercial core area is thirty (30) dwelling units per one (1) acre of residentially-developed land; the maximum allowable residential density outside of the commercial core area is eighteen (18) dwelling units per one (1) acre of residentially-developed land. The intensity of use within this category shall be defined by limiting the maximum amount of impervious cover allowed to 80 percent. The intensity of use shall be further limited by a maximum height limit within the commercial core of sixteen (16) habitable stories plus one (1) additional story for parking, or four (4) habitable stories with one (1) additional story for parking outside of the commercial core area.

Policy 1.1.A.7 The following overlay districts are established on the Santa Rosa County Future Land Use Map and implemented by policy within this Element:

- 1) Navarre Beach Master Plan Overlay District: The Navarre Beach Master plan has been implemented herein through the establishment of an overlay district. Specialized Future Land Use Map categories have been created and are applicable to the Navarre Beach Master Plan overlay district only. These Future Land Use Map categories are implemented as well by specialized zoning districts found within the adopted Land Development Code that are also only applicable to the Navarre Beach Master Plan overlay district.
- 2) Rural Communities Overlay Districts: The Rural Development Plan has been partially implemented through the creation of the Rural Communities Overlay Districts as shown on the Future Land Use Map.
- 3) Bagdad Historic District Overlay: The Bagdad Historic District Overlay contains the Bagdad Historic District Future Land Use Map category. This Land Use Map category and its implementing zoning districts recognize the uniqueness of the Bagdad Community and its historical structures and implement the Bagdad Historic & Conservation Districts Design Standards (2008).
- 4) Garcon Point Protection Area: The Garcon Point Protection Area was established to recognize the unique environmental characteristics of the area. This area contains the Garcon Point Rural Residential and Garcon Point Single Family Residential Future Land Use Map categories which contain requirements unique to the protection area. The Land Development Code also contains provisions and requirements unique to the Garcon Point Protection Area.
- 5) Rosemary Sound Overlay: Policy 3.1.A.8 below describes the Rosemary Sound Overlay.
- 6) Rural Area Crossroads Communities: The Rural Development Plan has been implemented, in part, through the creation of the Rural Development Crossroads Communities.

~~20) Policy 1.1.A.8: Rosemary Sound Overlay: The intent of this policy is to~~ The Rosemary Sound Overlay District is hereby established on the Future Land Use Map in order to provide flexibility and environmental sensitivity in the application of land uses by allowing single family and multi-family residential and non-residential uses to be blended over several parcels under a common plan of development. The maximum number of residential units in the combined parcels is 715, which is less than the 851 total number of units allowed, within each of the individual parcels. For the Rosemary Sound development, the future land use categories shall be blended within one Overlay boundary, which will allow for the clustering of residential and non-residential uses among three future land use categories. The Rosemary Sound Overlay is not a separate land use category, but serves as an indicator on the Future Land Use Map that the underlying uses have blended their uses and residential densities. In addition to this text amendment, the Overlay shall be adopted as a Future Land Use Map amendment and shall be clearly marked and explained on the County's Future Land Use Map. The Overlay will be

implemented through the Planned Unit Development (PUD) zoning process. The southern portion of the site is currently located within the Coastal High Hazard Area (CHHA). Based on recommendations by the Florida Department of Community Affairs and the Coastal High Hazard Study Committee Report dated February 2006, the CHHA boundary line is subject to change to reflect accurate environmental features and conditions. The CHHA currently has a future land use category of Single Family Residential with associated development rights of eighty-two (82) dwelling units (20.58 AC x 4 DU/AC=82). Future single-family or multi-family development in the CHHA, therefore, is limited to no more than eighty-two (82) dwelling units. Because the boundaries of the CHHA are subject to change, site design and building typology in the CHHA will be based on the CHHA line in effect at the time of development. Wetland protection will comply with Santa Rosa Comprehensive Plan Policy 8.1.A.1 and all applicable land development regulations.

Policy ~~3~~1.1.A.10 ~~9~~ • Reserved

Policy 1.1.A.10 • Reserved

Policy 3.1.A.9 ~~11~~ • Water and wastewater treatment facilities shall be allowed in all of the Future Land Use designations as provided in Policy ~~3~~1.1.A.8 ~~6~~. The design and construction of such facilities shall protect natural resources and environmentally sensitive areas and shall be adequately buffered from all non-compatible uses.

~~Policy 3.1.A.11 • Proposed residential developments shall be required to meet subdivision requirements of Chapter 177, F.S., and the County's Land Development Code with regard to platting and providing improvements such as roads, drainage, and other facilities and services.~~

~~Policy 3.1.A.12 • Future Land Use Maps: The following maps make up the Santa Rosa County Future Land Use Map Series and are, by reference, made a part of this ordinance including all future amendments, revisions and updates:~~

~~The general Future Land Use Map (Map 3-1) depicting all land uses described in Policy 3.1.A.8;~~

~~Public Potable Water Wells and Well Head Protection Areas Map (Map 3-2);~~

~~Rivers, Bays, Lakes, Floodplains and Harbors Map (Map 3-3);~~

~~Wetlands Map (Map 3-4);~~

~~Potential Wetlands by Soil Type Map (Map 3-5); and Coastal High Hazard Area Map (Map 3-6);~~

~~Soils Map (by soil type) (Map 3-7);~~

~~Educational Facilities Map (Map 3-8);~~

~~Public Land and Facilities Map (Map 3-9);~~

~~Historic Resources Map (Map 3-10); and~~

Military Airport Zone Maps (Maps 3-11 to 3-19).

~~Amendments: The Future Land Use Maps may be amended by following the requirements of Section 5.13 of this ordinance as well as the provisions of s.163.3177, F.S. s.163.3187, F.S.~~

~~Zoning Maps: The LDC shall contain zoning districts and zoning maps. The Future Land Use Maps are not Zoning Maps, but reflect existing land use patterns plus logical extensions of land use patterns and locations of future land uses. The Zoning Ordinance and Zoning Maps will implement the Future Land Use Maps. Thus, within any given future land use category there may be one or more zoning district designations. For example, the General Residential category will include several zoning districts to implement the land use category. The zoning districts will be delineated on Zoning Maps as opposed to the Future Land Use Maps.~~

~~Implementation: The Future Land Use Maps will be implemented through inclusion within the LDC of the necessary regulatory devices to promote, control and regulate land uses.~~

Staff Analysis Comment: These maps have been moved for the most part, with the exception of the Military Airport Zone Maps, to the Supporting Documentation section of the Plan.

Policy ~~3~~1.1.A.13 12 • Permitted dwelling units for the following parcels are limited to the number of units indicated below:

Parcel Numbers	Maximum Allowable Dwelling Units
23-2N-29-0000-00100-0000, 23-2N-29-0000-00101-0000, 26-2N-29-0000-00100-0000, 26-2N-29-0000-00200-0000, 27-2N-29-0000-00300-0000 (combined)	900
28-2N-29-0000-00300-0000	60
14-1N-29-0000-00200-0000	450
27-1N-29-0000-01700-0000	72
31-2N-28-0000-02600-0000	99
35-2N-27-0000-00102-0000 (portion west of S.A. Jones Road) and 34-2N-27-0000-00200-0000 (combined)	800

Policy ~~31.1.A.14~~13 • Permitted Commercial and /or Industrial Development

Case	Parcel Number(s)	Maximum Allowable Square Footage
07-R-044	APO 26-2N-29-0000-00200-0000	198,385
07-R-045	08-1N-29-0000-01400-0000	221,156
07-R-046	APO 25-2N-29-0000-00100-0000	72,600
07-R-050	13-1N-29-0000-01200-0000	26,000
07-R-054	11-1N-29-3100-01000-0010	16,400
07-R-092	APO 34-2N-29-0000-00101-0000 34-2N-29-0000-00100-0000 34-2N-29-0000-00104-0000	70,000
07-R-093	13-1N-29-0000-01005-0000	41,600
07-R-094	APO 34-2N-29-0000-00623-0000	250,000
08-R-039	26-1N-29-0000-00201-0000 27-1N-29-0000-01002-0000 28-1N-29-0000-00100-0000 29-1N-29-0000-00100-0000 29-1N-29-0000-00101-0000 29-1N-29-0000-00102-0000 29-1N-29-0000-00300-0000 30-1N-29-0000-00200-0000 31-1N-29-0000-00302-0000 34-1N-29-0000-00400-0000 34-1N-29-0000-00500-0000 35-1N-29-0000-02502-0000 35-1N-29-0000-02503-0000 35-1N-29-0000-03002-0000	1,240,000

Policy ~~31.1.A.15~~14 • The Navarre Beach Master Plan Overlay District is hereby established on the Future Land Use Map for that portion of Santa Rosa Island east of the Gulf Island National Seashore and west of Eglin AFB property on Santa Rosa Island immediately south of the mainland portion of Santa Rosa County.

- A. At least 45% of the developable land within the Navarre Beach Master Plan ~~Zoning~~ Overlay District shall remain within the Low Density Residential and Conservation/Recreation Future Land Use Map Designations.
- B. Development on Navarre Beach shall be consistent with the general covenants and restrictions imposed upon all properties in Navarre Beach and as found in Deed Book 294, Page 303 of the Records of Escambia County.

C. Development of the leased parcels on Navarre Beach may continue provided that:

1) Development is consistent with this Comprehensive Plan and applicable regulations governing development;

2) The development is consistent with the lease agreement governing the parcel; and

3) For those parcels which have been leased and said lease does not specify the density or intensity of use, then such density or intensity shall be limited to the density/intensity restrictions within this Comprehensive Plan.

~~Policy 3.1.A.16 • By December 2011, the county will prepare a study of the future Land Use Map with regard to energy efficient land use patterns. This study will describe typical energy-efficient land use patterns, evaluate the County's success in achieving an energy efficient pattern of land use; and account for existing and future electric power generation and transmission systems. As part of this study, a map depicting energy conservation in the County will be developed for inclusion in the Future Land Use Element Map Series.~~

~~Policy 3.1.A.17 • By December 2012, the county will identify available baseline greenhouse gas emission data and develop strategies to reduce greenhouse gas emissions in the future.~~

Objective 31.1.B • To encourage the use of innovative land development regulations for the purposes of creating mixed use developments, developments that preserve natural resources or farmland, and developments that combat urban sprawl. Maintain a Land Development Code that implements this Plan and provides a cost effective, flexible and innovative regulatory framework for land development activities within Santa Rosa County.

~~Policy 3.1.B.1 • The County shall encourage farmland retention through investigation of the County's provision of various incentives for farmland protection, such as voluntary agricultural districts, agricultural and conservation easements, and through the agricultural exemption (greenbelt) for property tax assessments.~~

Policy 1.1.B. 1 • The LDC shall contain zoning districts and zoning maps that implement the Future Land Use Maps. Thus, within any given future land use category there may one or more zoning district designations. For example, the General Residential category will include several zoning districts to implement the land use category. The zoning districts will be delineated on Zoning Maps.

Policy 1.1.B.2. The Land Development Code shall include innovative land development regulations such as Planned Unit Developments for the purposes of creating mixed use developments, developments that preserve natural resources or farmland, and developments that combat urban sprawl.

~~Policy 31.1.B.2 3 • All developments shall provide for safe, convenient, and appropriately designed traffic circulation on the development site, including provisions for needed parking. The Santa Rosa County Land Development Code may contain provisions that are unique to~~

various geographical areas of the County, including but not limited to the following planning areas as described within the supporting documentation for this Plan: South End Planning Area, Navarre Beach Planning Area, Pace Planning Area, Garcon Point Planning Area, Milton Planning Area, East Milton Planning Area, and the Rural North Planning Area. It is intended that the regulations of the Land Development Code recognize the unique planning areas of the County taking into consideration the different economic, environmental, social and other needs of these sub areas.

Policy 1.1.B.4 • The development approval process shall ensure new development and redevelopment includes appropriate stormwater management systems consistent with the adopted drainage level of service, natural drainage patterns and soil conditions.

~~Policy 3.1.B.3 • The County shall regulate the size, number, location and design of signs to ensure compatibility of signs with land use categories, development types, densities, and intensities.~~

~~Policy 3.1.B.4 • The County shall foster the compatibility of adjacent land uses by requiring buffers designed to protect the lower intensity use from the more intensive use (agriculture from residential, residential from commercial, etc.). The buffer shall function to:~~

- ~~1) — Protect each land use, one from the other, from the intrusive effects of adjacent land use activities.~~
- ~~2) — Protect agricultural activities from trespass, pets, vehicles, noise and other disruptive impacts that may be associated with non agricultural land uses.~~
- ~~3) — Protect non agricultural land uses from normal agricultural activities, such as the application of pesticides and fertilizers, and the creation of noise, glare, odor, dust and smoke.~~
- ~~4) — The negative impacts of the uses upon each other must be minimized or eliminated by the buffer such that the long term continuance of either use is not threatened by such impacts. In other words, incompatibility between uses is eliminated (or minimized) and the uses may be considered compatible pursuant to Rule 9J-5, F.A.C.~~
- ~~5) — Types of buffers: The buffer may be a landscaped natural barrier, a natural barrier or a landscaped or natural barrier supplemented with fencing or other man-made barriers, so long as the function of the buffer and intent of this policy is fulfilled.~~

~~Policy 3.1.B.5 • The County will continue to implement its program of purchasing agriculture and conservation easements for the purposes of preserving farmland and limiting development adjacent to military facilities.~~

~~Policy 3.1.B.6 • By 2010, the County will work with the State Division of Forestry to evaluate the potential impacts that may result from the development of out parcels within the Blackwater State Forest and identify alternatives for addressing those impacts. Upon completion, the~~

~~County will amend the Comprehensive Plan and Land Development Code as appropriate to implement the recommended alternatives.~~

~~Policy 3.1.B.7 • It is the intent of Santa Rosa County to ensure that adequate open space is provided through the following: (a) active or passive recreation sites; (b) landscaped buffers; (c) protected natural resource lands; (d) protected environmentally sensitive lands; (e) areas devoted to drainage and stormwater retention; (f) landscaping requirements; and protected agriculture and silviculture lands.~~

Policy ~~3~~1.1.E.8 B.6 • The County adopts wellhead protection zones of 500 foot radius for Floridan Aquifer and Sand and Gravel Aquifer public supply water wells, measured from the center of the wellhead. Activity within these zones will be limited according to the standards found in **Policy 6.4.E.3** of the Infrastructure Element.

Objective ~~3~~1.1.C • The County shall provide for the redevelopment and renewal of blighted or underutilized areas.

Policy ~~3~~1.1.C.1 • The County shall continue its efforts to preserve and protect, through a unified development plan, the community of Bagdad.

Policy ~~3~~1.1.C.2 • The County shall direct its Community Development Block Grant efforts to those areas within the County meeting the program requirements promulgated by the U.S. Department of Housing and Urban Development.

Policy ~~3~~1.1.C.3 • The County will continue to utilize and administer its provisions for removal or repair of structures that are unsafe or constitute a health hazard. The provisions will be, or parallel, the Standard Unsafe Building Code. ~~Also,~~

Policy 1.1.C.4 • The County will continue to use CDBG funds for improvement to areas ~~or~~ structures where unsafe or substandard conditions exist.

~~Objective 3.1.D • To encourage the elimination or reduction of uses inconsistent with the Communities character and future land uses.~~

~~Policy 3.1.D.1 • Expansion of non-conforming land uses which are inconsistent with this Plan, including the Future Land Use Map, is prohibited.~~

~~Policy 3.1.D.2 • The County shall continue enforcement of the limitations placed on non-conforming uses of buildings, non-conforming uses of land, changes in use classifications and districts, and restoration and occupancy of damaged buildings as a means to eliminate expansion of non-conforming land uses which are inconsistent with this Plan or the Future Land Use Maps.~~

Staff Analysis Comment: The Future Land Use Map is implemented by the Land Development Code and Zoning Map. This objective and associated policy are found within the Land Development Code.

Objective 3.1.E D • To ensure the protection of natural resources and historical resources.

Policy 3.1.E D.1 • Development in sensitive natural areas will be avoided to the maximum extent feasible. In the event development must be permitted in such areas, adverse impacts shall be mitigated through applicable state and federal regulations.

Policy 3.1.E D.2 • The County shall provide for the use of clustering and on-site density transfer for the protection of natural and historic resources through the Planned Unit Development or Planned Business District process. ~~To achieve sufficient clustering, density transfers may be accomplished on a one to one/half (1:0.5) basis. Note: Sufficient clustering is defined as that which is required to achieve protection of the natural and historic resources only.~~

Staff Analysis Comment: Creates consistency with the Land Development Code and current review/approval processes.

Policy 3.1.E D.3 • Development which may impact sensitive natural resources may be required to utilize reduced construction "footprints," modified construction techniques, innovative construction techniques, land use and development techniques which minimize negative environmental impacts or results, and the like.

Policy 3.1.E D.4 • Consistent with **Policy 8.1.A.1**, buffers will be created between development and Escambia Bay, Blackwater Bay, East Bay and the basins and bayous of these water bodies. The purpose of the buffer is to protect natural resources from the activities and impacts of development.

Policy 3.1.E D.5 • The extraction of natural resources shall be permitted only where compatible with adjacent land uses and when minimal resource degradation will occur. Further, resource extraction shall be strictly prohibited within a 500 foot zone around public supply potable water wells and the East Milton Area Wellfield Protection District. Note: The determination of minimal degradation, if necessary, will be made in cooperation with the appropriate State or Federal Agency regulating resource extraction activities. Further, resource extraction in environmentally sensitive areas which cannot be restored shall be prohibited. For the purposes of this policy, routine silvicultural and agricultural activities are not considered resource extraction activities. Also, see **Policies 6.4.E.3 and 8.1.A.8**.

~~Policy 3.1.E.6 • The County shall use the latest version of the Flood Damage Prevention Ordinance promulgated by the FEMA to determine the location of the 100-year floodplain and flood-prone areas and development shall be limited in those areas, consistent with FEMA requirements.~~

Staff Analysis Comment: Removed because FEMA doesn't really limit development but rather imposes construction related requirements such as elevation of structures. This policy is also addressed within the Conservation and Coastal Management Elements.

~~Policy 3.1.E.7 • The County shall continue to request and utilize funding from the Florida Department of State, Division of Historic Resources to assist in the protection of historical and archeological resources, as determined necessary.~~

Staff Analysis Comment: Removed because the policy is not necessary. The County will continue to seek grant funding as opportunities arise and as necessary.

~~Policy 3.1.E.8 D.6 • The County adopts wellhead protection zones of 500 foot radius for Floridan Aquifer and Sand and Gravel Aquifer public supply potable water wells, measured from the center of the wellhead. Within these zones, groundwater is protected by prohibiting those commercial and industrial uses with significant known potential to contaminate the groundwater. Specific prohibited uses are identified in the Land Development Code.~~

~~Policy 3.1.E.9 D.7 • The County will coordinate with the Florida Department of State, Division of Historical Resources to ensure the identification and preservation of significant archeological and/or historic sites or structures within the County, including all sites listed on the Florida Master Site File. The County will require the cessation of land disturbing activities any time artifacts with potential historical significance are revealed during construction activities on any site with potential historical significance. The purpose of the cessation is to allow time to determine the significance of any artifact or historical evidence found on the site. The cessation may be lifted upon such determination. Normally, determination will be made by those approved to make such determination by the Office of the Secretary of State, Division of Historical Resources.~~

~~Policy 3.1.E.10 D.8 • The established development pattern and distinctive architectural character of the Bagdad Historic District will be preserved through the restoration of existing buildings and construction of compatible new buildings. Efforts shall be made to insure that future development is compatible with and enhances the scale of the existing structures and the period of architecture characteristic of the era.~~

~~Policy 3.1.E.11 D.9 • The East Milton Area Well Field Protection Overlay District is established to protect the Sand and Gravel Aquifer from contamination. The overlay district allows a wide range of land uses but establishes development design standards for commercial and industrial uses that preclude contact between contaminants and groundwater. Examples of such design standards include secondary containment, prohibition of discharges of contaminants to soil or groundwater, and prevention of contact between contaminants and stormwater.~~

~~**Objective 3.1.F • To continually coordinate coastal area population densities with the Santa Rosa Hurricane Evacuation Plan.**~~

~~Policy 3.1.F.1 • Population densities shall be limited to those limitations reflected on the Future Land Use Map Series and as described in Policy 3.1.G.6.~~

~~Policy 3.1.F.2 • The County shall promote, to the extent possible, improvements to the critical roadway segments delineated in the Northwest Florida Hurricane Evacuation Study, U.S. Army~~

~~Corps of Engineers et. al., July 1999. Promotion of roadway improvements shall be accomplished through the County's participation with the Pensacola MPO and interaction with the FDOT.~~

~~Policy 3.1.F.3 • Densities and intensities of land use will be regulated consistent with the goals, objectives and policies of this Plan in order to maintain the road clearance time as reflected in Policy 7.1.F.3.~~

Objective ~~31.1.G E~~ • To discourage the proliferation of urban sprawl that might create a financial hardship for the County at some point in the future.

~~Policy 3.1.G.1 • Prior to the County embarking on construction of new capital improvements, the County will consider the feasibility of upgrading or rehabilitating existing facilities to determine if the rehabilitation of present facilities would be in the best interest of the County and its citizens.~~

~~Policy ~~31.1.G.2~~ E.1 • The County shall use its fiscal resources to encourage "infill" development. Nothing in this policy shall preclude the County from constructing new facilities, structures or buildings if proven financially feasible or determined to be in the public interest.~~

~~Policy 3.1. G.3 • In north Santa Rosa County urban land uses will be located adjacent to or near the cities of Milton and Jay and the communities of Chumuckla, Fidelis and Berrydale. Other convenience and service uses may be located at or near transportation and activities nodes and near military installations. Note: For the purposes of this Plan, residential urban land uses are defined as 3.1 dwelling units per acre or more.~~

~~Policy ~~31.1.G4~~ E.2 • No future land use category may be changed and no rezoning may be approved unless a finding is made that the change in land use or land use classification or zoning category will promote compact development and discourage urban sprawl. The Santa Rosa County Board of County Commissioners shall be responsible for making such finding upon receipt of a report from the Zoning Board LPA. The County may consider the following indicators of Urban Sprawl when considering amendments to this Plan of this nature:~~

- ~~1) Promotes, allows, or designates for development substantial areas of the County to develop as low intensity, low density, or single use development or uses;~~
- ~~2) Promotes, allows, or designates significant amounts of urban development to occur in rural areas at substantial distances from existing urban areas while not using undeveloped lands that are available and suitable for development;~~
- ~~3) Promotes, allows, or designates urban development in radial, strip, isolated, or ribbon patterns generally emanating from existing urban developments where adequate urban services are not available or planned;~~
- ~~4) Fails to adequately protect and conserve natural resources, environmentally sensitive areas, natural groundwater recharge areas, lakes, rivers, shorelines, beaches, bays, estuarine systems, and other significant natural systems;~~

- 5) Fails to adequately protect adjacent agricultural areas and activities including silviculture, active agricultural and silvicultural activities, passive agricultural activities, and dormant, unique, and prime farmlands and soils;
- 6) Fails to maximize use of existing public facilities and services;
- 7) Fails to maximize use of future public facilities and services;
- 8) Allows for land use patterns or timing which disproportionately increase the cost in time, money and energy of providing and maintaining facilities and services, including roads, potable water, sanitary sewer, stormwater management, law enforcement, education, health care, fire and emergency response, and general government.
- 9) Fails to provide a clear separation between urban and rural uses;
- 10) Discourages or inhibits infill development or the redevelopment of existing neighborhoods and communities;
- 11) Fails to encourage a functional mix of uses; and
- 12) Results in poor accessibility among linked or related uses.

Policy ~~31.1.-G5~~ E.3 • Requested FLUM changes from an Agriculture Category to a Residential category shall be considered using the following criteria:

A) Consistency with this Plan;

B) Compatibility of the proposed plan of development with the surrounding areas, compatibility may be achieved through design

~~C) Whether or not the proposed amendment is located adjacent to areas already within a Residential category~~ An analysis of the minimum amount of land needed to achieve the goals, objectives and policies of this Plan including the amount of land needed to foster vibrant, viable communities and economic development opportunities, address outdated development patterns such as antiquated subdivisions, and for the operation of real estate markets to provide adequate choices for seasonal and permanent residents and businesses.

D) The availability of adequate infrastructure using the planning area framework developed within the Plan's supporting documentation for water and sewer utilities as well as LOS analysis; ~~as described in Policy 3.1.G.6 below, and as provided through the County's concurrency management system; and~~

E) The suitability of the proposed site for the proposed type of development considering the character of the undeveloped land, soils, topography, natural resources, and historic resources (if any) on site; and areas where infrastructure capacities are in place.

Policy ~~31.1.-G.6~~ E.4 • Land use densities may be increased (pursuant to Plan amendments) in urban areas that can accommodate the additional demand created by increased densities. This policy is intended to direct higher density land uses to those areas of the County with infrastructure capacities sufficient to meet demands and to those areas of the County with infrastructure capacities in excess of current or projected demand. Further, it is the intent of

this policy that the rural, agrarian planned uses of north Santa Rosa County be preserved and protected to the maximum extent possible without violating the rights of the owners of the property to maximize the use of their land in agricultural endeavors including the formation of capital to facilitate such endeavors (i.e., borrowing against property or equipment).

~~Policy 3.1.G.7 • Petitions to rezone property from lower density residential zoning districts to higher density residential zoning districts that are within any Residential FLUM category shall be evaluated using the following criteria:~~

~~A) Compatibility of the proposed plan of development with the surrounding areas; compatibility may be achieved through design;~~

~~B) The availability of adequate infrastructure, as described in Policy 3.1.G.6 above and as provided for through the County's concurrency management system;~~

~~C) Consistency with this Plan; and~~

~~D) The suitability of the proposed site for the proposed type of development.~~

Staff Analysis Comment: Since these criteria specifically relate to the Official Zoning Map, they are better suited for location within the Land Development Code.

~~**Objective 3.1.H The County shall insure the availability of suitable land for utility facilities necessary to support proposed development.**~~

Goal 1.2 Guide and manage future development and infrastructure, including public schools, in such a way as to preserve and further enhance the economy in Santa Rosa County, including the protection of the County's military installations and tourism industry.

Objective 1.2.A • To leverage infrastructure expenditures and provide infrastructure and services in such a manner as to promote economic development and sustainable growth.

~~**Objective 3.1.H Policy 3.2.A.1 • The County shall insure the availability of suitable land for utility facilities necessary to support proposed development.**~~

~~Policy 3.1.H.1 1.2.A.2 • The County shall include land acquisition within its Capital Improvements Element (reference Chapter 10 of this Plan) and within its Capital Improvements Program when necessary to provide for public lands for county owned utility facilities.~~

~~Policy 3.1.H.2 1.2.A.3 • The County shall continue to require dedication of adequate rights-of-way for use as roadways and by utilities for extensions or improvements.~~

Policy 1.2.A.4 • Sanitary sewer, solid waste, drainage, and potable water are subject to concurrency, meaning that these facilities shall be in place and available to serve new development (residential subdivisions and non-residential site plans) no later than the issuance of a certificate of occupancy or its functional equivalent. This policy is further implemented by

policies found elsewhere in this Plan, specifically the Infrastructure and Capital Improvements Elements.

Policy 1.2.A.5 • The County may enter into a binding Development Agreement pursuant to ss. 163.3220-163.3243, F.S. with a developer in order to ensure that adequate infrastructure is provided to serve a proposed development and to protect the developer’s investment by removing uncertainty. The Land Development Code shall establish applicable procedures and requirements for entering into such agreements.

~~**Objective 3.1.I • Maintain consistency between development regulations imposed on Navarre Beach with the general covenants and restrictions attached to the lease agreements for private sector improvements to property on Navarre Beach.**~~

Note:

~~Navarre Beach is that portion of Santa Rosa Island east of the Gulf Island National Seashore and west of Eglin AFB property on Santa Rosa Island immediately south of the mainland portion of Santa Rosa County. The entire Navarre Beach area is under public ownership. All private sector development is conducted pursuant to lease agreements with public agencies, including the Board of County Commissioners of Santa Rosa County.~~

~~Policy 3.1.I.1 • Development on Navarre Beach shall be consistent with the general covenants and restrictions imposed upon all properties in Navarre Beach and as found in Deed Book 295, Page 303 of the Records of Escambia County.~~

~~Policy 3.1.I.2 • Development of the leased parcels on Navarre Beach may continue provided that:~~

- ~~A) Development is consistent with this Comprehensive Plan and regulations governing development in the Navarre Beach administrative area;~~
- ~~B) The development is consistent with the lease agreement governing the parcel; and~~
- ~~C) The County has reviewed the lease agreement and has determined that the provisions within the agreement provide for the density and/or intensity of use requested by the applicant for development approval. Note: For those parcels which have been leased and said lease does not specify the density or intensity of use, then such density or intensity shall be limited to the density/intensity restrictions within this Comprehensive Plan (reference Policy 3.1.A.8 and the FLUM)~~

Staff Analysis Comment: This section was relocated.

~~**Objective 3.1.J Provide for Transfer of Development Rights from active agriculture areas and Military Airport Zones to facilitate the protection of farmland and to avoid encroachment of incompatible land uses around military properties.**~~

~~Policy 3.1.J.1 • By December 2011, the County will establish a Transfer of Development Rights program which will include the identification of sending and receiving areas as well as program application and administration requirements~~

~~**Goal 3.2 • Make public schools a cornerstone of community planning and design.**~~

~~**Public Purpose: To ensure the continued coordination and cooperation between the County's growth management program and the siting or location of public school facilities. It is the intent of these policies to recognize the impact of public schools on the development of communities as well as the impact of the County's growth and development on the public school system.**~~

~~**Objective 31.2.A B • Enhance community/neighborhood design through the joint use of public educational facilities and the integration of public educational facilities with neighborhoods.**~~

~~Policy 31.2.A.B.1 • When possible, encourage the location of parks, recreation and community facilities in new and existing communities in conjunction with school sites.~~

~~Policy 31.2.A.B.2 • Enhance community/neighborhood design through effective public school facility design and siting standards.~~

~~Policy 31.2.A.B.3 • Work with the Santa Rosa County School Board and charter school sponsors to identify new school sites that would be in locations to provide logical focal points for community activities and serve as the cornerstone for innovative community design standards.~~

~~Policy 31.2.A.B.4 • Provide school sites and facilities through planned neighborhoods, unless precluded by existing development patterns.~~

~~Policy 31.2.A.B.5 • Support and encourage the location of new elementary and middle schools, unless otherwise required, as components of residential neighborhoods.~~

~~Policy 31.2.A.B.6 • Coordinate with the School Board to identify locations for new high schools on the periphery of residential neighborhoods, where access to major roads is available.~~

~~**Objective 31.2.B C • Maximize opportunities to share information to promote and optimize intergovernmental coordination for the purposes of effectively operating the public school system in a multi-jurisdictional environment.**~~

~~Policy 31.2.B.C.1 • The Santa Rosa County School Board shall submit an annual General education Facilities Report to the County no later than October 1st. The Educational Facilities Report shall contain information detailing existing educational facilities and their locations as well as their projected needs.~~

~~Policy 31.2.B.C.2 • The process for development of future public schools shall include an orderly and timely review. This review shall take into consideration Department of Education criteria~~

and standards, School Board policies and procedures and County ordinances related to development.

Policy ~~31.2.B.C.3~~ • Coordinate with the School Board to establish procedures and standards for public school siting as part of area wide planning studies.

Policy ~~31.2.B.C.4~~ • Public schools shall be an allowable use in the following Future Land Use Map categories: Commercial; Agriculture; Single Family Residential; Medium Density Residential; Residential; Garcon Point Rural Residential; Garcon Point Single Family Residential, Mixed Residential / Commercial and Bagdad Historic District.

Policy ~~31.2.B.C.5~~ • Public schools may be located in agricultural land use categories, if no physically and economically feasible site exists in non- agricultural categories, or the site is adjacent to urban residential areas, or when necessary to serve student populations that are mainly located in rural areas.

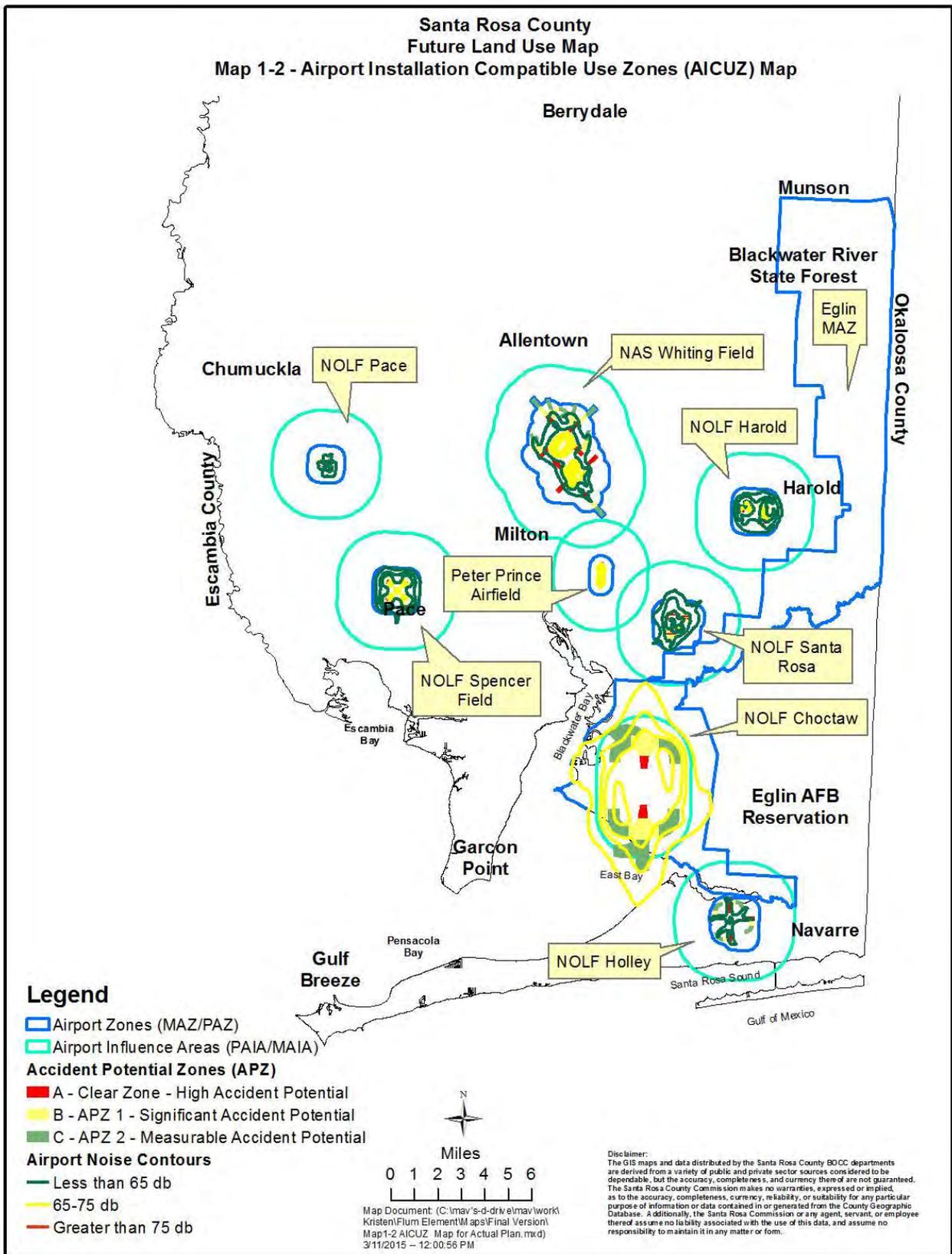
Goal 31.3 • To protect the current and long term viability of military and public airfields for purposes of promoting a diverse local economy that supports rewarding jobs and quality of life for County residents, and support effective and safe training environments for the Nation’s military forces while protecting the health and safety of the County’s citizens.

Objective 31.3.A • The County will ensure that future development within adopted Military Airport Zones (MAZs) and Public Airport Zones (PAZs) will not negatively impact current and long-term viable use of the airfield, will promote health and welfare by limiting incompatible land uses, and allow compatible land uses within such areas.

Policy ~~31.3.A.1~~ • ~~The County hereby establishes~~ Military airport zones (MAZ) and public airport zones (PAZ) are hereby established within this Plan and within the implementing Land Development Code that will serve as overlay districts, within which growth management policies and regulatory techniques shall guide land use activities and construction in a manner compatible with the long-term viability of airports and military installations and the protection of public health and safety.

For Naval Air Station Whiting Field North and South, and for Naval Outlying Landing Fields Spencer, Harold, Santa Rosa, Holley, and Pace, the MAZ boundaries extend approximately one half mile from the perimeter of each airfield and encompass all Air Installation Compatible Use Zones (AICUZ) and noise zones. For NOLF Choctaw, MAZ boundaries encompass that area west of State Road 87, north and east of East Bay, and south of the Yellow River.

For Peter Prince Airport, the PAZ boundaries extend one half mile from the runway.-MAZ and PAZ boundaries appear on Maps ~~3-11 through 3-18 of the Future Land Use Map series~~ 1-2.



Policy 31.3.A.2 • Future Land Use Map amendments and rezonings within the southeast area of the NOLF Choctaw MAZ that would allow for increased gross residential densities are limited to no more than four dwelling units per acre.

Within all other MAZs and PAZs, Future Land Use Map amendments and rezonings that would allow for increased gross residential densities are prohibited. Exceptions may be considered only when a proposed rezoning is necessary in order to rectify a zoning designation for a parcel that is inconsistent with the zoning of adjacent properties, providing such exception would not adversely affect military operations. It is the intent of this policy that those exceptions are rare.

Policy 31.3.A.3 • Conservation and agriculture uses adjacent to military airfields provide a buffer between the airfield and incompatible development; therefore, the County will, whenever feasible, support efforts to purchase conservation lands, conservation easements or agriculture easements, and will encourage the establishment of conservation or agriculture easements as part of development plans.

Policy 31.3.A.4 • The County shall encourage the location of compatible commercial and industrial uses adjacent to or within MAZ and PAZ boundaries at locations where roads, water, and sewer are available and such uses will not adversely impact existing established residential neighborhoods.

Policy 31.3.A.5 • The County shall review Comprehensive Plan amendments for compatibility with the Whiting Field Air Installation Compatible Use Zone program. The Santa Rosa County Board of County Commissioners may deny a petition for a Comprehensive Plan amendment if it is determined that such amendment is incompatible with the AICUZ program.

Objective 31.3.B • Continue to foster meaningful intergovernmental coordination between the County, the military and the Federal Aviation Administration to ensure that land use decisions are not in conflict with military operations or federal aviation standards, and that such decisions promote the health and safety of the County’s public.

Policy 31.3.B.1 • The County shall further protect the current and long-term viability of military installations and airports through effective coordination and communication with NAS Whiting Field and the U.S. Department of Defense.

Policy 31.3.B.2 • The Local Planning Board will include, as ex-officio members, appropriate local Department of Defense representatives to advise on land use issues with the potential to impact military facilities or operations.

Policy 31.3.B.3 • All applications for site plan or subdivision review, variances, conditional uses, and special exceptions located within a MAZ shall be referred to the appropriate local Department of Defense officials for review and comment.

Policy 31.3.B.4 • The location of a telecommunications tower will require written evidence that the tower meets the approval of the appropriate local Department of Defense officials.

Policy ~~3~~1.3.B.5 • The County shall require applicants of development within Peter Prince PAZ or other areas of the County to obtain necessary approvals from the Federal Aviation Administration (FAA) for development encroaching jurisdictional airspace controlled by the FAA.

Policy ~~3~~1.3.B.6 • The County will continue to coordinate with NAS Whiting Field representatives regarding the County's economic development program. ~~Such coordination will occur primarily through TEAM Santa Rosa and may include such things as ex-officio membership on the TEAM Santa Rosa Board of Directors and joint use of Policy 3.3.B.6 (continued) military facilities for commercial, industrial, or community activities when appropriate.~~

Policy ~~3~~1.3.C.1 • Within MAZs and PAZs, the proximity of property to an airfield must be disclosed by the seller at the earliest possible stage of any land sales activity.

Policy ~~3~~1.3.C.2 • The County will facilitate the provision of information to the public regarding the location of military and public airfields and impacts typically associated with these facilities through such means as posting maps on the County's website, installing signage near airfields where appropriate, and requiring MAZ and PAZ, accident potential zone, and noise zone information on site plans and subdivision plats.

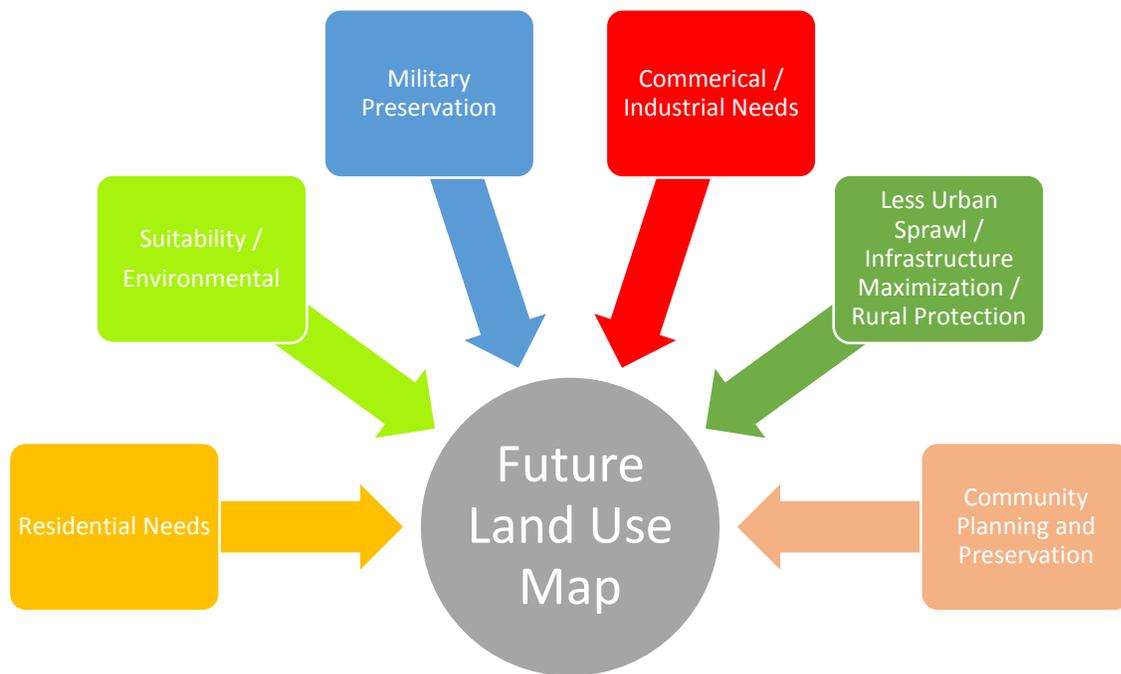
2.0 Future Land Use Element Background Data and Analysis

2.1 Introduction

The purpose of the Future Land Use Element is to evaluate existing development patterns, projected growth, and potential constraints to development (including infrastructure or environmental constraints) in order to determine and describe where this projected growth and development will be located. A central concept of this analysis is the continued insurance that adequate land is available or allocated on the County’s Future Land Use Map to accommodate the projected growth through the Plan’s timeframe (2040).

2.2 Santa Rosa County Land Use Planning Framework

Figure 1: Land Use Planning Inputs



As shown in Figure 1 above, the development of the County’s Future Land Use Map includes several major inputs. A description of these inputs and how they relate to the County’s land use planning program is provided below.

Residential Needs and Commercial/Industrial Needs:

Two of these inputs, residential needs and commercial/industrial needs, are addressed through analysis of the existing Future Land Use Map and its ability to provide adequate lands for these land uses through the Plan’s timeframe, 2040. Conceptually, it is ideal to provide these lands in areas that are not environmentally sensitive, have adequate infrastructure and in areas that do not compromise military operations within the County. This Chapter contains an analysis of the availability of lands to accommodate future development as well as the suitability of vacant lands for development.

Suitability / Environmental:

Environmental suitability was considered when special land use categories were created for the Garcon Point area and in the creation of the Conservation land use category. Santa Rosa County has abundant natural resources and environmentally sensitive areas - the Blackwater and Yellow Rivers, The Yellow River Marsh Aquatic Preserve, the Escambia, East and Blackwater Bays, the Santa Rosa Sound and the County's coastal areas including The Gulf Islands National Seashore, the Garcon Point peninsula and Water Management Area, the Blackwater River State Forest, the Escambia River and Water Management Area, the Escribano Point Wildlife Management Area and the Eglin Air Force Base Preserve.

Military Preservation:

Also important to the County's land use planning program is the insurance that our military installations are protected and can continue viable operations. The Joint Land Use Study and other military preservation plans/programs have been implemented within the Comprehensive Plan's Future Land Use Element.

Less Urban Sprawl / Infrastructure Maximization / Rural Protection:

Santa Rosa County has an active agrarian economy in the northern County and preservation of farmland and rural lifestyles are considered of paramount importance. In order to protect farmlands and rural lifestyles, the Rural Development Plan has been partially implemented within the Future Land Use Element. The Rural Development Zone, as implemented, coincides with the northern boundaries of several sewer and water franchise areas (Pace, Milton and East Milton) and the Plan contains policies geared towards increasing development in areas where central services are provided. Also, in order to look at infrastructure maximization, planning areas have been created to analyze central water and sewer availability within the County's growth communities from a data and analysis perspective. This concept can also be applied to capital improvements planning for roads.

Community Planning and Preservation:

Finally, the County has unique historical or culturally significant communities such as Milton, Bagdad and Floridatown as well as other defined but unincorporated residential communities such as Pace, Navarre and Navarre Beach that have warranted small area planning efforts over the years. In addition, two small area planning efforts, the Navarre Beach Master Plan and the Bagdad Historic District Plan have been implemented on the Future Land Use Map.

2.3 Santa Rosa County Land Use Planning Analysis Framework – Planning Areas Defined

In order to provide an analysis of the County's Future Land Use and Existing Land Use Maps as well as the policies contained within the Comprehensive Plan, the County has been divided into six separate and distinct planning areas (**Map 2-1**). These planning areas have been developed considering the availability of centralized water and sewer services, the existing development pattern, census tract divisions, transportation infrastructure and environmental constraints. A description of each planning area follows including any special or small area planning efforts within each larger planning area. The main goals of the planning areas are described below:

Planning Area Goals

- 1) Complete Communities: Promote a balance of residential and non-residential land uses within specified sub-communities of the County.

- 2) Maximize Water and Sewer Service Efficiency: Promote development within areas of the County that are serviced by centralized water and sewer and to provide analysis related to the discouragement of urban sprawl.
- 3) Provide an Analysis Framework: Recognize that the County is diverse and that the various planning areas have different needs in terms of the County's land development and land use planning frameworks.
- 4) Recognize Existing Small Area Planning Efforts: The Planning Area framework provides a mechanism for recognizing and implementing the various small area planning efforts within the County and can serve as a framework for any future small area efforts.

2.3.1 South End Planning Area

This planning area consists of what is commonly referred to as the peninsula, located between the City of Gulf Breeze and the Okaloosa/Santa Rosa county line. This is one of the more urbanized areas of the County and is a major population center for the County, mostly permanent with a heavy military off base housing influence. Water and sewer services are generally available on the peninsula though some septic systems are in place. The peninsula area is serviced by three separate water utilities, the City of Gulf Breeze/South Santa Rosa Utilities, Midway Water Systems Inc. and the Holley Navarre Water System. Both the City of Gulf Breeze and Holley Navarre provide waste water treatment or centralized sewer service while Midway does not. The City of Gulf Breeze does, however, provide sewer service for the Midway water franchise area.

2.3.2 Navarre Beach Planning Area

The Navarre Beach Planning Area is the portion of Santa Rosa Island that is leased by Santa Rosa County from Escambia County lying in between the Gulf Islands National Seashore parks. The island is accessible via the Navarre Beach Causeway and the Bob Sikes Bridge. This land area is subject to the Navarre Beach Master Plan and individual property leases. Navarre Beach is serviced by the only County owned water system and waste water treatment system. Septic tanks are not installed on Navarre Beach nor are they permitted.

2.3.3 Pace Planning Area

The Pace Planning Area consists of lands within the Pace Water Systems Inc. sewer franchise area excluding the Garcon Point Protection area and a portion of census tract 107.02. This includes the bedroom communities of Pace along the U.S. 90 corridor and to the north of U.S. 90. The U.S. 90 corridor connects Milton to Pensacola through the Pace area and is characterized by large and small scale commercial development, mostly ancillary to the residential areas within the study area.

2.3.4 Milton Planning Area

The Milton Planning Area consists of lands within the City of Milton's water and sewer franchise areas including the newly acquired Sundial Utilities sewer franchise area. This Planning Area includes the City of Milton and the Bagdad Historic District.

2.3.5 East Milton Planning Area

The East Milton Planning Area contains the East Milton Water System's franchise area and is not located within a sewer system franchise area.

2.3.6 Garcon Point Planning Area

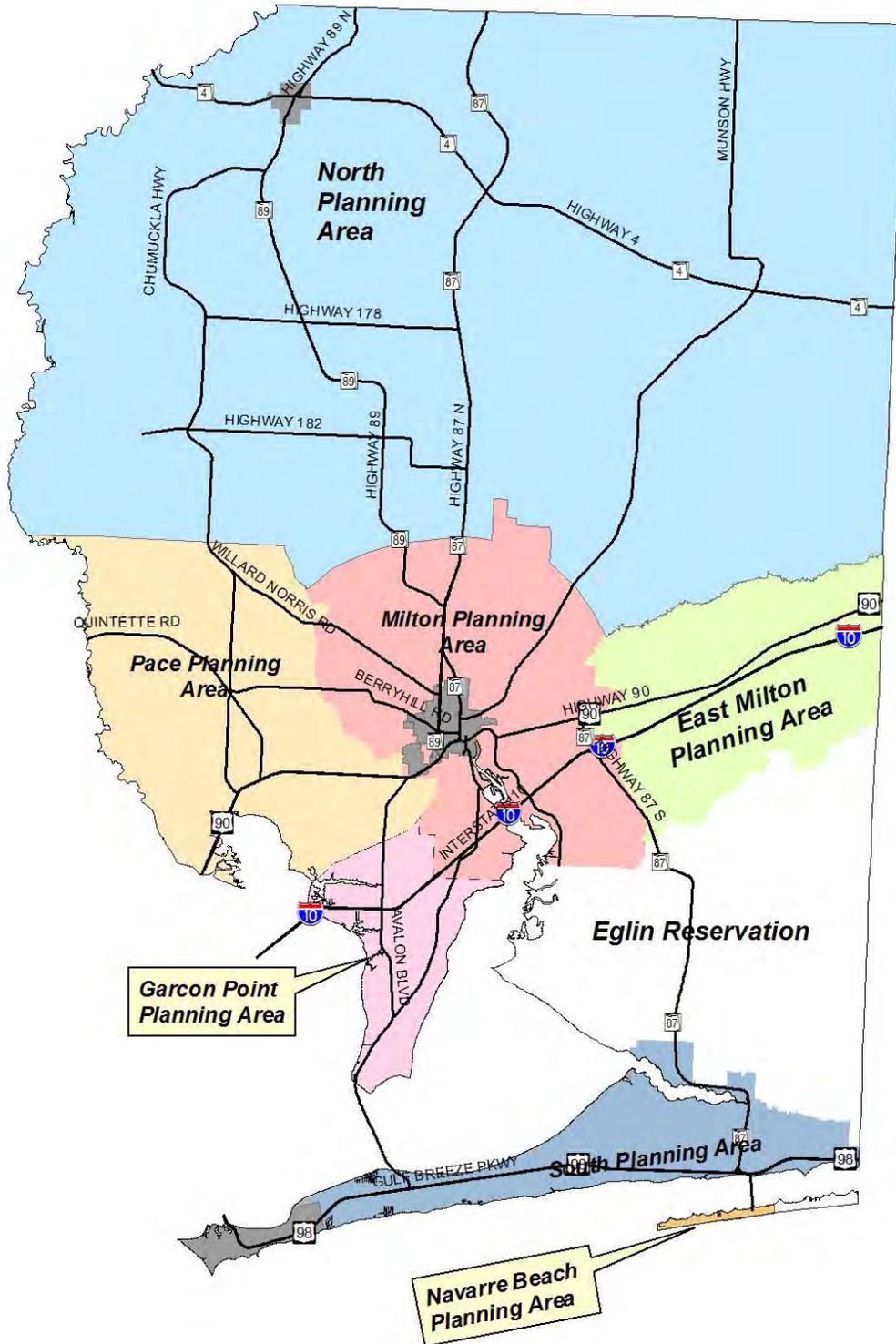
The Garcon Point Planning Area encompasses the Garcon Point Protection Area. Central water is provided by the Bagdad Garcon Point Water System and some central sewer is available in the northern portion of the Planning Area within the Pace Water Systems sewer franchise area. This area contains significant wetlands and has a significant amount of government owned and protected lands. It is accessible via the Garcon Point Bridge/Avalon Boulevard.

2.3.7 Rural North Planning Area

The Rural North Planning Area consists of all areas north of the Pace, Milton and East Milton Planning Areas to the northern County line. This area of the County is largely unserved by centralized sewer infrastructure except with the City of Jay sewer franchise area. However, several rural water system providers operate within this area including the Berrydale Water System, Chumuckla Water, the Point Baker Water System, and the Moore Creek/Mount Caramel Water System. The southern boundary of this Planning Area coincides with the northern boundary of the Pace Water Systems, Inc. Sewer Franchise Area and the northern boundary of the City of Milton Water Service Area and the East Milton Water Service Area. The City of Milton Water Service Area arc was completed to encompass the urbanizing portion of the Point Baker Water Systems Water Service Area where sewer services could potentially be provided by the City of Milton.

Add population figures, growth rate information from housing once complete.

Map 2-1 Planning Area's



2.4 Existing Land Use Analysis

The existing patterns and trends of development in Santa Rosa County have been used as a basis for determining future development potential and are evaluated in this section. The pattern and mix of existing land uses is indicative of the market forces, infrastructure constraints, and natural resource constraints which have shaped existing development and are likely to influence future growth. In addition, existing levels of development have been used to evaluate the adequacy of public facilities and services to serve this development and to identify potential constraints.

2.4.1 Existing Land Use in Unincorporated Santa Rosa County

A generalized Existing Land Use Map has been developed by the Santa Rosa County Community Planning, Zoning and Development Division as representative of the existing pattern of development in unincorporated Santa Rosa County (see **Map 2-2**). The existing land use data for unincorporated Santa Rosa County is summarized in **Tables 2-1 and 2-2**.

As indicated in **Table 2-1**, the highest percentage of land use in unincorporated Santa Rosa County is agriculture/silviculture. This land use, consisting of productive farm, grazing land and timberland takes up over 39% of the land area in the unincorporated portion of the county. The second-largest percentage of land use (23%) is conservation, recreation and open space land (primarily the Blackwater River State Forest). The next highest percent of land use is residential (7%), ranging from very low-density agricultural homestead to high-density multi-family units, with the majority in the form of low-density, single-family detached residential units. Eleven percent (11%) of the unincorporated county area is owned by the military - Eglin Air Force Base, Whiting Field and its outlying fields (NOLFs). Approximately 46,230 acres of land in unincorporated Santa Rosa County are designated vacant (7%).

Table 2-2, provides existing land use by planning area. **Figure 2-2** below depicts the existing residential commercial mix within the growth areas of the county. As can be seen the ratio of residential development to commercial development is relatively the same for the Pace and South End Peninsula areas (around 10 to 1) with close ratios for the Milton and East Milton Planning Areas (around 8 to 1).

Figure 2-2: Existing Residential and Commercial Land Uses for Select Growth Planning Areas (2015)

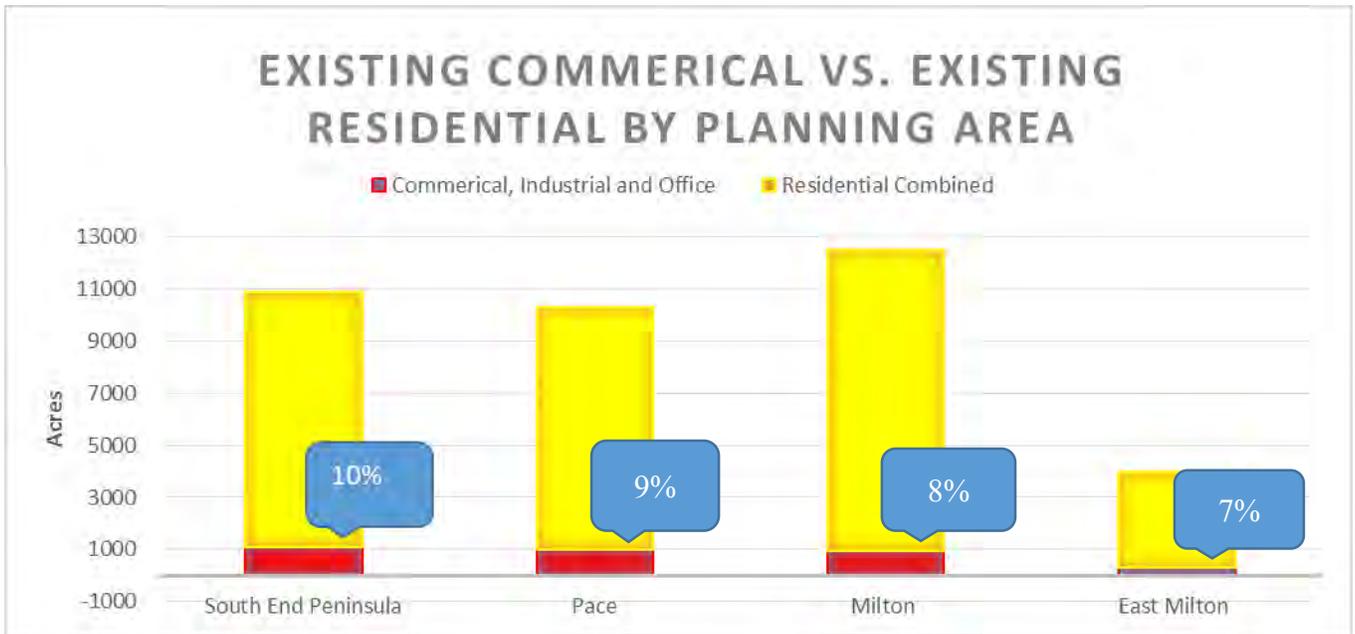


Table 2-1

Existing Land Use Change 2008-2013 in Unincorporated Santa Rosa County

Land Use Category	2008 Acreage	2008 Percentage	2013 Acreage	2013 Percentage	% Change 2008-2013
Agriculture	77,872.74	12%	63,957.30	10%	-18%
Silviculture	180,820.92	28%	191,401.68	29%	+6%
Agriculture Homestead	14,506.34	2%	16,329.56	3%	+13%
Conservation, Recreation and Open Space	135,771.05	21%	148,347.01	23%	+9%
Military	72,864.05	11%	73,024.99	11%	+0.22%
Institutional	3,028.10	0.47%	2,704.43	0.42%	-11%
Publicly-Owned Land	46,768.90	7%	40,727.74	6%	-13%
Vacant	50,625.15	8%	46,230.63	7%	-9%
Residential	44,245.53	7%	44,092.02	7%	-0.35%
Single Family Residential	43,759.16	7%	43,570.45	7%	-0.43%
Condo / Townhouse	59.67	0.01%	68.73	0.01%	+15%
Multi-Family	426.7	0.07%	452.84	0.07%	+6%
Mixed Residential/Commercial	509.92	0.08%	379.50	0.06%	-26%
Office	325.89	0.05%	375.40	0.06%	+15%
Commercial	2,543.73	0.39%	2,822.92	0.43%	+11%
Recreational Commercial (New)			1,394.21	0.21%	
Industrial	2,965.30	0.46%	2,004.07	0.31%	-32%
Utilities	612.66	0.09%	1,041.24	0.16%	+70%
Right-of-Way	14,140.13	2.18%	14,777.79	2%	+5%
Water	928.88	0.14%	1,109.31	0.17%	+19%
Miscellaneous (no property appraiser code, wasteland, etc.)	150.09	0.02%	95.40	0.01%	-36%
Total	648,679.16*	100 %	649,420.99	100%	

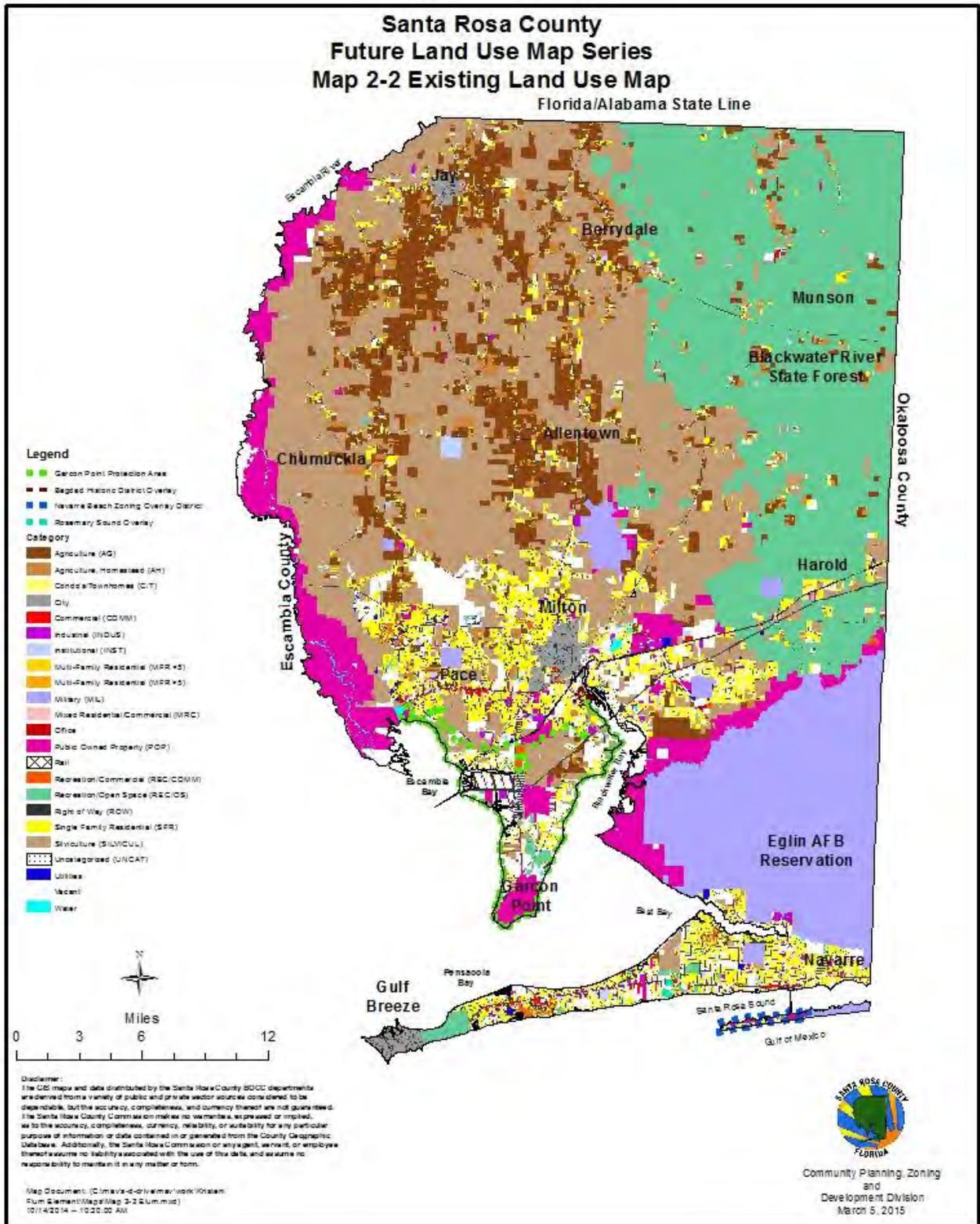
* **Note:** The total acreage for Santa Rosa County listed here was calculated based on the County GIS database for Property Appraiser Department of Revenue (DOR) land use code boundaries. This figure does not precisely match acreage figures used in the 2000 Census Information and in other databases from various agencies utilized for information in other elements of this Comprehensive Plan Foundation Document. Change in total County acres 2008 – 2013 is due to shoreline adjustments.

Source: Santa Rosa County Community Planning, Zoning and Development Division GIS 2008 and 2013

Table 2-2 Existing Land Use Map Acreage by Planning Area

Land Use Category	South End		Garcon Point	Pace Area	Milton Area	East Milton	Rural North
	Peninsula	Navarre Beach					
Agriculture	99		400	2,517	4,326	505	56,111
Agriculture Homestead	97		169	1,086	1,39597	346	13,325
Condo's/Townhomes < 5	95		4	36	59		4
Multifamily Residential > 5	101	48	2	86	67		
Commercial	580	6	26	400	196	97	123
Industrial	406		152	428	679	172	167
Institutional	624		41	478	463	18	1,081
Military	664			828	3,520	1,338	5
Mixed Residential / Commercial	63		0.32	124	126	40	25
Office	106	0.47	1	149	71	25	23
Publicly Owned	662	329	4,180	11,757	5,381	3,760	10,123
Recreation / Commercial	482		309	194	177	155	77
Recreation/Open Space	815	57	782	209	373	21,231	123,621
Right of Way	3,252	100	1,357	2,227	3,056	1,057	3,131
Single Family Residential	9,596	88	1,600	9,209	11,419	3,702	7,957
Silviculture	1,046.9		2,772	20,206	16,726	6,826	143,826
Utilities	346		32	250	287	94	32
Vacant	8,732	158	5,913	11,121	12,305	3,251	4,646
Uncategorized	38		.28	5	39	0.21	13

Source: Santa Rosa County Community Planning, Zoning and Development Division GIS, 2014



Vacant lands have been analyzed by planning area to determine the general suitability of these lands for development. In order to determine suitability of vacant lands the following constraints were selected and the table below provides an analysis of these constraints by planning area. **Map 2-2** shows the general location of these constraints and the planning area boundaries. **Table 2-3** indicates that approximately 20% of the vacant lands are constrained with one or more of the constraints listed below. Analysis is also provided in this table of the same constraints by Planning Area. Two of the main growth areas in the County, the South End Peninsula and the Pace area have 38% and 54% constrained lands respectively. Other growth areas include the Milton Planning area with 59% constrained and the East Milton area with 64% constrained.

Selected Constraints:

Military Airport Zone / Private Airport Zone (limits allowable densities and intensities)

Prime Farmland (categorized by soils type)

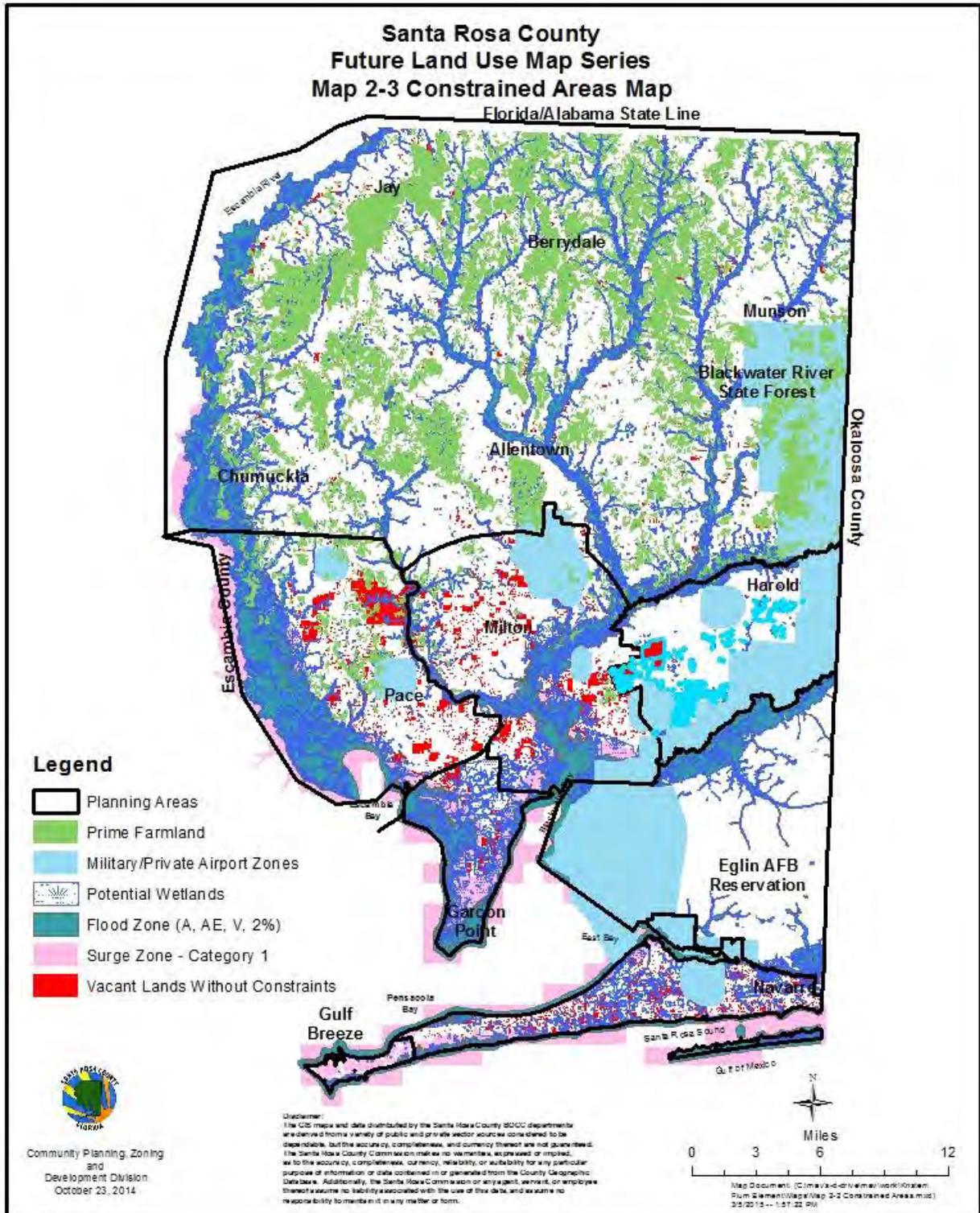
Surge Zone for Category 1 Hurricane (Coastal High Hazard Line)

National Wetlands Inventory

Flood Plain Zones A, AE, V and 2% slope

Table 2-3

Suitability Analysis of Vacant Lands			
Planning Area	Vacant Acres	Vacant No Constraints	Percent Constrained
East Milton	4,446	2,862	64%
Garcon Point	5,928	775	13%
Milton	17,317	10,236	59%
Navarre Beach	158	2	1%
North End	4,703	2,459	52%
Pace	12,474	6,772	54%
South End	8,702	3,348	38%
Total:	53,728	10,120	19%
Source: Santa Rosa County GIS, 2014			



2.5 Historic Resources

Santa Rosa County has an abundance of historical and archaeological resources throughout the entire county. The Florida Master Site File (FMSF) provides an inventory of historic resources located in Santa Rosa County. This inventory, part of a statewide inventory of historic and archaeological resources, is maintained by the Florida Department of State, Division of Historic Resources. As of July 2014 the FMSF contained 1,365 listings of historic resources in Santa Rosa County (municipalities and unincorporated) – 676 archaeological sites, 878 standing historic structures and 11 historic cemeteries. The County Community Planning, Zoning and Development Division maintains a map of these resources so that their location can be verified during the development review process. However, these mapped sites will not be made public since vandalism is a problem, especially with archaeological sites.

The following historic resources listed on the National Register of Historic Places, July 2014 (Florida Master Site File) are found in unincorporated Santa Rosa County:

Bagdad Village Historic District: Listed on the National Register in 1987, this district contains 222 buildings, 144 of historical interest from the period 1840-1930. The structures are Frame Vernacular, many with both Creole and Gulf Coast elements. This is the site of one of West Florida's largest lumber mills. Like other mill towns, Bagdad declined when the mill closed. The town has a number of 2-story commercial buildings built from plans purchased from Stearns and Culver of Chicago.

Arcadia Mill Site: Listed on the National Register in 1987, this site is located one mile southwest of Milton. One of the earliest industrial complexes in territorial Florida (1817-1855), the site is composed of a saw mill, a cotton textile mill, a mule-powered railroad, a rock quarry, a bucket factory, and workers' living quarters. The site is expected to yield important information about industrial technology and society in the Antebellum South.

Florida State Road No. 1: Listed on the National Register in 1991, this 6-mile brick highway was completed in 1921 and is located east of Milton, parallel to US 90. The road is not presently in use, but was the first section of a paved highway that was to run from Jacksonville to the Pacific coast. It is commonly referred to as the Old Spanish Trail and has recently been rehabilitated into a walking/biking facility for County residents.

Thomas Creek Archaeological District: Listed on the National Register in 1985, this site is located east of Chumuckla and is dated from 8000B.C. to early 19th century, Archaic to Historic period. Several sites in the area show evidence of human occupation for approximately 10,000 years.

2.5.1 Bagdad Historic District Land Use

Bagdad is a unique historical area within Santa Rosa County that was once a working waterfront, and as such merits preservation and protection. The Bagdad Historic District is characterized by its large number of historic sites and structures and is listed on the National Register of Historic Places. While this area has been recognized with unique zoning districts since Santa Rosa County first adopted its zoning ordinance, these districts were assigned additional character related design standards after the completion of the 2008 Bagdad Historic and Conservation Districts Design Standards. The Future Land Use Map identifies this area with the Bagdad Historic District Category. This is further refined within the Land Development Code where two types of overlay districts have been created to protect Bagdad's historic resources: a "Historic District" (HD) overlay and a "Conservation District" (CD) overlay. These "Overlay" districts regulate design issues only, while the underlying "base" zoning continues to regulate land uses and densities. The Historic and Conservation districts are similar in that they both focus on preserving and enhancing Bagdad's historic integrity. However, the conservation districts are targeted to areas that are less significant architecturally and historically than historic districts. As such, standards are applied less stringently in

conservation districts than in historic districts. Within the Historic District Overlay, certain design standards and review requirements exist. Development of vacant land must be consistent with these code requirements.

The predominant land use in the Bagdad Historic District is single-family residential (53%). A minimal amount of commercial, industrial and office land uses are present, less than 2%. The Bagdad Historic District contains 31 acres of vacant land, or approximately 15% of its total acreage. The predominate zoning district within the Bagdad Historic District is HR-1, a single family residential zoning district (93%).

2.6 Environmentally Sensitive or Special Planning Areas Related to the Future Land Use Map or Analysis

2.6.1 Garcon Point Protection Area

The Garcon Point Protection Area was delineated based on wetland soils data that characterize the area as one of environmentally sensitive lands (reference Map XXX ESA Map in Cons Element). This area is predominantly undeveloped and is lacking in central sewer infrastructure, though it is located within the Pace Water Systems sewer franchise area. The existing land use data for the Garcon Point Protection Area, which is completely encompassed in the Garcon Point Planning Area, is summarized in **Table 2-4** below. As indicated in Table 2-6 the highest percentage of land use in the Garcon Point Protection Area is vacant land (31%), with silviculture taking up the second largest percentage (20%). Publicly owned-land is the third largest percentage land use (15%), with residential use taking up 9% primarily in the form of low-density single-family development. Current Comprehensive Plan policy limits development within the Garcon Point Protection Area to two dwelling units per acre in the Garcon Point Rural Residential Future Land Use Map Category (40% of the GPPA) and requires the installation of centralized sewer to accompany any petition to achieve densities greater than two dwelling units per acre. **Table 2-5** provides the percentage of acres in each Future Land Use Map category within the Garcon Point Protection Area.

Table 2-4

Existing Land Use in the Garcon Point Protection Area		
<i>Existing Land Use Classification</i>	<i>Acreage</i>	<i>Percentage</i>
Agriculture	720	3%
Agriculture Homestead	336	1%
Silviculture	4,902	20%
Conservation, Recreation and Open Space	820	3%
Institutional	56	0%
Publicly-Owned Land	3,838	15%
Vacant	7,644	31%
Residential Total:	2,210	9%
Single-Family (Low- to Medium-Density)	2,202	9%
Condominium/Townhouse (Medium- to High-Density)	6	0.02%
Multi-Family (Medium- to High-Density)	2	0.01%
Mixed Residential/Commercial	3	0.01%
Office	1	0.00%
Commercial	50	0.20%
Commercial Recreation	78	0.31%
Industrial	241	1%
Utilities	35	0%
Right-of-Way	1,676	7%
Water	45	0.18%
Total	24,865	100%

Source: Santa Rosa County Community Planning, Zoning and Development Division GIS, 2014

Table 2-5

Current Future Land Use Categories in the Garcon Point Protection Area		
<i>Future Land Use Map Category</i>	<i>Acreage</i>	<i>Percentage</i>
Agriculture	1,060	7%
Commercial	201	1%
Conservation/Recreation	3,860	24%
Garcon Point Rural Residential	6,632	41%
Garcon Point Single Family Residential	3,290	20%
Industrial	90	1%
Mixed Residential Commercial	448	3%
Residential	349	2%
Single Family Residential	281	2%
Total:	16,211	100%

Source: Santa Rosa County Community Planning, Zoning and Development Division GIS, 2014

2.6.2 Navarre Beach Master Plan

The Navarre Beach Master Plan has been implemented within the County's Comprehensive Plan and Land Development Code. This implementation required the creation of specialized Navarre Beach Future Land Use Map categories and implementing zoning districts. The Navarre Beach Master Plan, originally created in 1995 and updated in 2001, contains the background information for the creation of the Navarre Beach Planning and Zoning Overlay Zone. This Overlay effectively creates a special zone placed over all of Navarre Beach where specialized zoning districts and Future Land Use map categories are applicable. The original plan took hurricane preparedness, available infrastructure, and the physical, environmental, and political (existing leases) characteristics of Navarre Beach into consideration. Development on Navarre Beach is limited by existing lease agreements (both parcels specific and Santa Rosa Island specific) since this land is owned by Escambia County and leased to Santa Rosa County. Table 2-2 provides the existing land uses within the Navarre Beach Master Plan Area which is the same land area as the Navarre Beach Planning Area.

2.6.3 Rural Development Plan – Rural Communities Overlays

The 2003 update of the Santa Rosa County Comprehensive Plan called for the development of a Rural Development Plan designed to protect the rural character, agricultural viability, and natural resources of Northern Santa Rosa County. This Plan was completed in 2005 and it contained a number of recommendations. The following summarizes these recommendations and provides information on the status of implementation

Key Land Use Recommendation 1: Creation of a Rural Protection Zone (RPZ) within which the creation of new communities will be allowed, but urban sprawl will be avoided and development performance standards will be revised to better reflect the rural character of the area; and Key Recommendation 2: Creation of a Transition Zone adjacent to the RPZ within which rezonings will be allowed to facilitate a smooth transition from the urbanized areas to the rural areas. The Rural Development Plan recommended the adoption of a Rural Protection Zone to help give definite boundaries to the truly rural areas of the County as well as to help in implementation of the Rural Development Plan recommendations. It was recommended that this RPZ should be an “overlay” on the County's Official Zoning Map and was drawn using the boundary line for Impact Fee Area 1 (Rural). The Plan also recommended that the area within one mile to the south of the RPZ should be considered a “transition zone”, where rezonings will be allowed to facilitate a smooth transition from the urbanized areas to the rural areas.

These recommendations have been implemented on in part on the 2040 Future Land Use Map. The RPZ line as shown in the adopted Rural Development Plan was not implemented due to potential issues with implementation/enforcement of any associated policy. Plan policy was, however, crafted to indicate that amendments within the Rural Planning Area be carefully reviewed per the intent of the Rural Development Plan, specifically to limit urban sprawl and protect the rural character of the area. It should also be noted that other Comprehensive Plan provisions included but not limited to those found in the Future Land Use Element, the Conservation Element, and the Infrastructure Element are also considered when determining whether or not a proposed amendment to the Future Land Use Map is consistent with the Goals, Objectives and Policies of the Comprehensive Plan.

Key Land Use Recommendation 3: Creation of three new zoning districts for the RPZ (Rural Activity Centers, Crossroad Communities, and Agriculture Estate).

This recommendation has been partially implemented with the creation of the Rural Community Overlay Districts as shown on the adopted Future Land Use Map. Policy was also drafted and included within the

Future Land Use Element that allows limited commercial land uses within the Agriculture and Agriculture Estate Residential Future Land Use Map Categories. Ancillary commercial development could be accomplished within these overlays through a rezoning process utilizing existing zoning districts, the conditional use and special exception processes.

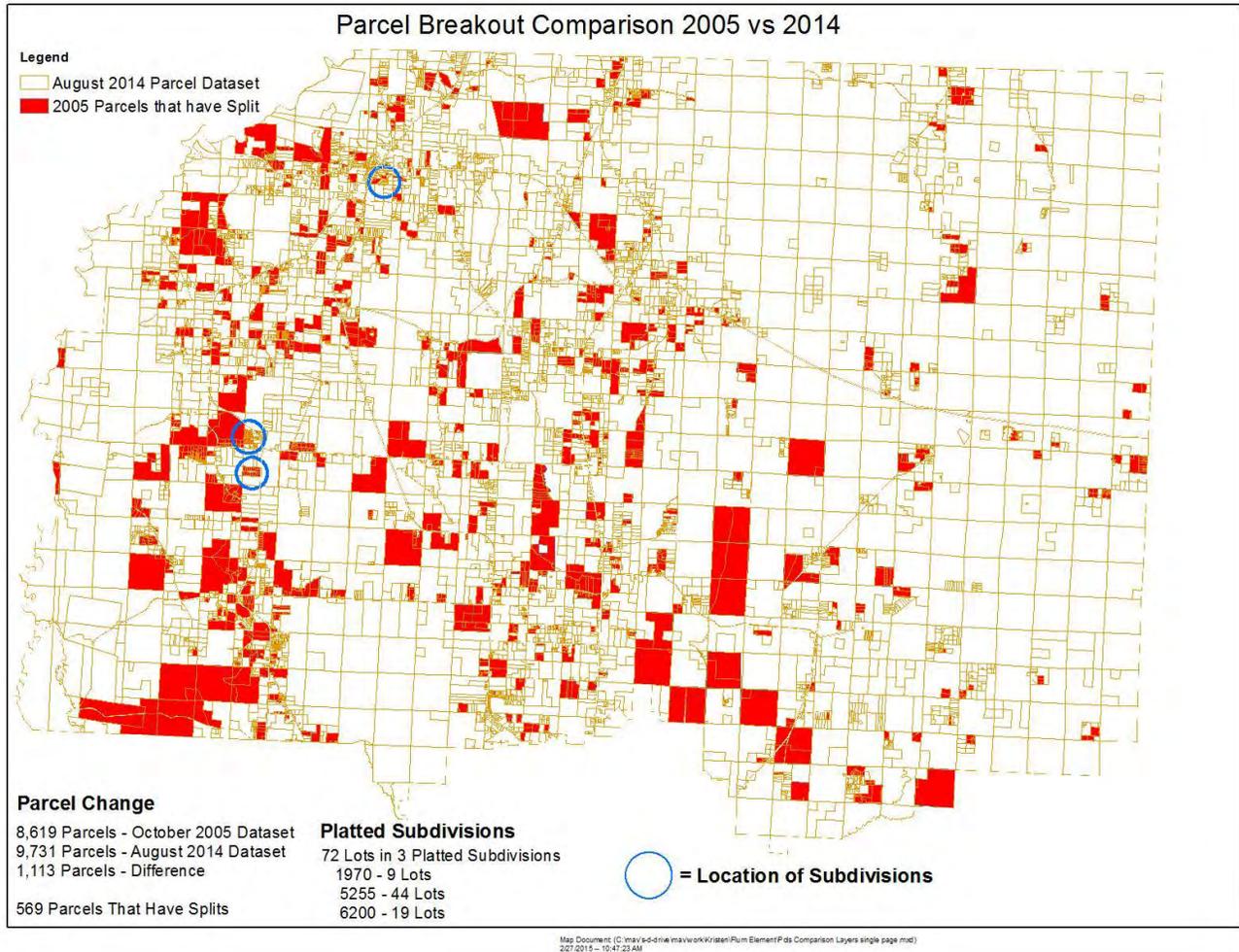
The RDP also contained the following recommendations: Creation of a transfer of development rights (TDR) program; establishment of buffer requirements between new residential subdivisions & agricultural uses; adoption of a Right-to-Farm Ordinance; establishment of riparian buffer requirements; and use of agricultural and conservation easements to protect agricultural viability and rural character.

2.6.4 2015 Changes to Agriculture Categories

Prior to 2015, the Land Development Code contained the AG and AG-2 Zoning Districts which in combination allowed 167,400 units. This was a direct inconsistency with the development rights allowed for in the Comprehensive Plan. The development rights in the AG FLUM Category per the Comprehensive Plan allowed for much less residential development at 39,833 units (90% at 1 du/50 and 10% at 1du/acre). This implementation inconsistency represented a serious challenge for the County that required rectification.

The 2014 development pattern was 4,085 units in both AG and AG-2 Zoning for an actual as-built density of 1 du per 60 acres in the AG FLUM category which met the 90/10 ratio requirement. Historical study of two parcel maps, the 2005 parcel map and the 2014 parcel map, indicates that approximately 1,113 new parcels were created between 2005 and 2014 in the rural north planning area (**Figure 2-3**). These parcels were predominantly created outside of the subdivision platting process with only 72 lots being created during this time period as recorded platted subdivisions. These subdivisions were permitted and consistent with the regulations found within the adopted Land Development Code.

Figure 2-3 – Historical Parcel Map Study for Rural North Planning Area



The solution, outlined within the 2015 Comprehensive Plan, was to create two FLUM categories similar to Ag and Ag-2 Zoning Districts. This change creates consistency between the policies of the Comprehensive Plan and the adopted Land Development Code. This change resulted in the following statistics:

- 166,942 acres of AG Zoning for a yield of 166,942 units less 4,070 existing units = 162,872 units
- 77,152 acres of AG 2 Zoning for a yield of 5,143 units less 604 existing units = 4,539 units
- Total Units = 162,872 + 4,539 = 167,411

However, this increase in Comprehensive Plan allowable development rights to create consistency with the Zoning Map should be considered in light of the implementation of the Rural Development Line and Rural Development Plan related policies within the 2015 Plan

2.6.5 Military Installation and Airport Compatibility

Military Installation Compatibility

The compatibility of uses on lands adjacent to or in close proximity to military installations and the County operated Peter Prince Field airport has been considered within the County Comprehensive Plan and Land Development Code. In 2003, the County adopted a study entitled “A Phased Plan to Limit Encroachment at NAS Whiting Field, Florida, NOLF Pace, Florida, and NOLF Harold, Florida Through the Use of Real Estate Purchases, Agricultural Conservation Easements, and Zoning Mechanisms”. NAS Whiting Field, located north of Milton in unincorporated Santa Rosa County, and its 14 Naval Outlying Landing Fields (NOLFs) provide a majority of the primary and intermediate fixed wing training for the US Navy, US Marine Corps, and US Coast Guard. This study suggested four categories of processes to protect the three Santa Rosa installations from future encroachment. These were: 1) Direct land purchase by the County; 2) Land purchase using Florida Forever or other public land trust for purchase; 3) Using agricultural or conservation easement; and 4) The use of zoning to control development densities and intensities.

This study was followed up on in 2004 with the adoption of the Joint Land Use Study (JLUS). The JLUS identified compatible land uses and growth management guidelines that resulted in amendments to the County Comprehensive Plan and Land Development Code.

Both the 2003 and 2004 studies are included in this supporting documentation by reference. These studies form the basis for Map 1-2 included within the Goals, Objectives and Policies of the Future Land Use Element and the associated Goals, Objectives and Policies.

2.6.6 Pace Area Plan

In 2007, the Pace Area Plan was completed. This Plan contains recommendations related to three main focus areas: land use; transportation; and recreation and public facilities. This Plan is hereby incorporated into the Comprehensive Plan Supporting Documentation by reference along with the associated Pace Area Plan Implementation Report for Goal 1 Task 2 (2007). It is anticipated that the citizen involvement outcomes, major goals, and objectives of that Plan will form the basis for future amendment to the County’s Comprehensive Plan.

2.6.7 Navarre Town Center Plan

The Navarre Town Center Plan was initiated in March of 2004 and the final plan, including recommendations, was presented to the Santa Rosa County Board of Commissioners for approval on October 28, 2004. The Navarre Town Center Plan contained a number of recommendations, some of which have been implemented and some of which have not. The Plan’s major recommendations included the following:

- Create two distinct overlay districts in the Navarre Area
 - Town Center District
 - Heart of Navarre District
- In these districts:
 - Land uses and development standards are more restricted
 - More stringent sign regulations
 - Incentives and increased requirements for landscaping
- Infrastructure improvements in targeted areas
 - Local transportation system improvements such as sidewalks, road paving etc..
 - Sewer and water system retrofitting, extension and improvements
 - Stormwater retention retrofitting

- Undergrounding utilities
 - Street lighting
- Encourage Neighborhood Commercial and Multi-Family development in targeted sections of the Navarre Area
 - Target areas for parks, trails and public spaces
 - Plazas
 - Civic Buildings
 - Amphitheatre
- Create view shed protection requirements to protect the public view of the Sound and East Bay River
- Create Land Preservation Options to ensure land is set aside for open space or passive parks if density is increased in the Navarre Area
- Building Height
 - Designate small areas of increased height to ensure that tall buildings are not strung out on US98 along the entire peninsula

2.6.8 South End Tomorrow Plan

The South Santa Rosa Vision Plan was adopted in November of 2003. This Plan included numerous recommendations mainly centered on land use and transportation. To date, the Comprehensive Plan has not been amended to include any of the South End Tomorrow Vision Plan's recommendations and the Plan has become outdated. Many of the transportation related recommendations have been superseded by more recent projects such as the South Santa Rosa Bicycle and Pedestrian Master Plan and the Navarre Community Access Road project as well as other plans and projects listed within the MPO's Long Range Transportation Plan. A more detailed discussion of these plans and projects can be found within the Transportation Element supporting documentation.

Transportation recommendations included short term and long term projects. Long term projects were those identified in the MPO's Long Range Transportation Plan and Short term projects included centered on the MPO's US 98 Corridor Management Plan, making connections and development of a grid system. Additional short-term projects included improvements to existing county roadways in the eastern portion of the study area. In an effort to create a grid system of roadways that would offer reasonable alternatives to traveling on US98 the following improvements were recommended:

- Upgrade Edgewood Drive to a collector street from US98 to East Bay Boulevard (CR 399)
- Extend Manatee Road to connect to Edgewood Drive to State Road 87 and upgrade to a collector street
- Upgrade Avenida Del Sol to a collector street from US98 to County Road 399 and straighten turns on the southern end.
- Improve Pine Tree Drive from US98 to the East Bay Boulevard (CR 399) extension and upgrade to a collector street.

The South Santa Rosa Vision Plan contains a recommended Future Land Use Map that was developed in an attempt to combine components of various alternatives into one preferred alternative. Key components of this recommended map are the inclusion of land that would be developed at a lower density than currently allowed and clustered village center commercial nodes rather than strip commercial development. The recommended land use map includes four general land uses: village center, residential, commercial, and conservation development. These land use recommendations have not been implemented, however, the Navarre Town Center Plan supersedes somewhat with the creation of a village or town center area.

2.7 Permanent and Seasonal Population

Population trends and projections for Santa Rosa County are presented in **Table 2-6**. As indicated in the table, between 1980 and 2000, unincorporated Santa Rosa County grew at a rate of 53 to 59 percent per decade. From 2000 to 2010 the growth was around 30%, decreased from the previous two decades. Projections for 2020, 2030 and 2040 indicate a trend towards a slightly decreased growth rate between 20 and 10 percent per decade. The County has made no population projections for individual census tracts.

Table 2-6

Population Trends 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.

2.7.1 Seasonal Population

Santa Rosa County has a limited tourist base comparatively speaking, however, the Navarre Beach area does experience some seasonal fluctuation. However, impacts to facilities and services are limited by the lease controlled development on the beach (see Navarre Beach Master Plan Section 2.7.2). Estimates of seasonal population were calculated by estimating the total number of tourist-related facilities within the unincorporated portion of the county and multiplying the total by the estimated occupancy rate of these facilities throughout the year 2020. The methodologies used to develop both seasonal and combined

resident and seasonal population for unincorporated Santa Rosa County are described in detail in **Table 2-7**.

Table 2-7

Seasonal Population Projections, Santa Rosa County								
	1995		2000		2010		2020	
	Daily Average	Peak Season						
Number of Hotel/Motel Units (1)	718		845		1,182		1,653	
+ Number of Seasonal Dwelling Units (2)	639		972		972		972	
Total Units	1,357		1,817		2,154		2,625	
X Occupancy Rate (3)	61%	74%	61%	74%	61%	74%	61%	74%
X Persons Per Party (4)	2.6		2.6		2.6		2.6	
Seasonal Population	2,152	2,611	2,882	3,496	3,416	4,144	4,163	5,051
Sources: (1) Florida Statistical Abstract (2010 and 2020 numbers calculated using previous years growth rate); (2) 2000 U.S. Census of Population (1995 numbers extrapolated from 1990 and 2000 census figures); (3) Information based off monthly survey contracted by the Haas Center, UWF; (4) Numbers based off Pensacola Visitors Information Center survey (2001/2002).								

2.8 Availability of Facilities and Services to Accommodate Existing and Future Land Uses

2.8.1 Transportation System

The Transportation Element (Chapter 3) describes Santa Rosa County’s roadway network that includes a limited-access highway, principal and minor arterials, and collector roads. Public transit services in Santa Rosa County are limited to the following: door to door transit services and an express bus route from downtown Pensacola to Pensacola Beach along US98 with several stops in the City of Gulf Breeze. Peter Prince field is the only public airport located within Santa Rosa County and is owned and operated by the County.

Transportation planning is coordinated through the Florida Alabama Transportation Planning Organization (TPO) which is staffed by the West Florida Regional Planning Council. In Santa Rosa County, this includes two urbanized areas, the Pensacola – Alabama Urbanized Area and the Fort Walton Beach – Navarre – Wright, Florida Urbanized Area. Existing and committed transportation improvements are implemented through the Transportation Improvement Program (TIP), a five-year work program that designates funding for improvement projects. The roadway improvements outlined in Chapter 3, and illustrated on **MapXX** reflect deficiency analysis and projects from the TPO’s Long Range Transportation Plan (LRTP). Only short-term and long-term capital improvements in the first five years will appear in the Capital Improvements Element, the TPO’s Transportation Improvement Program and FDOT’s Work Program. Only those projects in the first three years of the five-year work program can be used for concurrency purposes.

2.8.2 Sanitary Sewer Facilities

The City of Milton, the City of Gulf Breeze, Pace Water System and Holley-Navarre Water System provide central services to the more urbanized areas of the County. Two governing boards regulate wastewater system boundaries and water system rates in the County: the Public Service Commission (PSC) and the

Santa Rosa County Board of County Commissioners through annual monitoring of capacity and financial solvency. However the construction and operation of these wastewater systems are regulated through the DEP. The County LOS standard is adequate to serve projected development through the planning timeframe. A more detailed discussion of sanitary sewer facilities and services is contained in **Chapter 6, Infrastructure Element**. Also, please see section 2.9.5.1 below regarding the Annual Utilities Operational Status Report which is included herein by reference.

2.8.3 Solid Waste Facilities

A more detailed discussion of solid waste facilities and services is contained in **Chapter 6, Infrastructure Element**.

2.8.4 Stormwater Management Facilities

A more detailed discussion of stormwater management facilities and services is contained in **Chapter 6, Infrastructure Element**.

2.8.5 Potable Water Facilities

The source for potable water in Santa Rosa County is primarily the Sand-and-Gravel Aquifer, with the Floridan Aquifer supplying a small percentage. A more detailed discussion of potable water facilities and services is contained in **Chapter 6, Infrastructure Element**.

2.8.5.1 Annual Utilities Operational Status Report

Each year, with the cooperation of the utilities, the Santa Rosa County Community Planning and Zoning Division completes the Utility Operational Status Report as required by Santa Rosa County Ordinance No. 2001-03. The purpose of this report is to provide the Board of County Commissioners with an opportunity to annually monitor the capacities of the utility systems operating within the County. According to the Ordinance, each utility is to survey present operations and determine its capacity to meet present needs and projected future needs for a period of not less than ten years. The main intent is to determine whether or not the utilities will be able to adequately serve the needs of future growth. It should be noted that capacity is also monitored and permitted by the Florida Department of Environmental Protection and the Northwest Florida Water Management District.

This report contains a current capacity analysis through the year 2025 as well as an analysis of the development potential allocated on the Santa Rosa County Future Land Use Map (unincorporated areas) at full build-out. Utilities partially serving incorporated areas were omitted from that analysis since incorporated areas are not subject to the County's Future Land Use Map. However, percentage connected calculations include incorporated areas. Information is also included regarding percentage of development within each respective service area that is currently being served by a particular utility. In other words, what percentage of service population is the utility currently serving and how much development potential exists in the utilities service area as allowed for on the current Future Land Use Map (unincorporated areas). The data and analysis contained in that report is hereby included by reference each year.

2.8.5.2 Water Supplies Facilities Work Plan

The Northwest Florida Water Management District (NFWFMD) has designated a portion of Santa Rosa County south of the Pensacola and East Bays and the East River as a Water Resource Caution Area (WRCA). In order to aid in the development of alternative water supplies, a Regional Water Supply Plan

(RWSP) that includes Santa Rosa County was developed initially in 2001 and was subsequently updated in 2006 and 2012.

Section 163.3164(c)3, F.S. requires that within 18 months of the approval of an updated RWSP, the County Comprehensive Plan must incorporate the alternative water supply project or projects selected by the local government from those identified within the RWSP. Importantly, the statute calls for the inclusion of alternative water supply projects, conservation and reuse necessary to meet the needs identified within the RWSP. The Comprehensive Plan is to also include a work plan that covers at least 10 years for building public, private, and regional water supply facilities, including the development of alternative water supplies. The Florida Legislature has also established a coordinated planning process between the Regional Water Supply Plan developed by the District pursuant to Chapter 373, Florida Statutes (F.S.), and the Santa Rosa County Comprehensive Plan. Under this process, the County must address in its Comprehensive Plan, the water supply sources necessary to meet and achieve existing and projected water use demand for the established planning period considering the Regional Water Supply Plan (Section 163.3167(9), F.S.). This Work Plan was adopted in 2013 and its related Comprehensive Plan amendments were also adopted during the same year. The data and analysis included within this Plan are hereby included by reference.

2.8.5.3 Well Field Protection

The Santa Rosa Board of County Commissioners has adopted an East Milton Well Field Protection Area zoning overlay district designed to protect groundwater from contamination. The protection area covers almost 51 square miles from Persimmon Hollow Road to the Okaloosa County line. Groundwater, contained in underground aquifers, is the source of drinking water in Santa Rosa County. The aquifer in this area supplies water to the East Milton Water System and the Fairpoint Regional Water System, which makes available water to all of the water systems in the south end of the county. Together these water systems provide water to approximately 50 percent of the county population.

The adopted ordinance allows most uses permitted by the underlying zoning district, subject to specific development standards designed to ensure that contaminants are not introduced into the aquifer. This is particularly important in light of the fact that six percent of the area to be protected is industrially-zoned property. It establishes a short list of prohibited uses including solid waste disposal and management facilities, hazardous waste treatment, storage, disposal, and transfer facilities, underground storage facilities, and resource extraction activities, mines, and mining activities. It also details development standards for non-residential development, such as secondary containment and separation of contaminants from stormwater. Each new non-residential development would be required to conform to those standards or receive approval for general exception or special exception. Finally, the ordinance identifies general exceptions, provides a process for special exception requests, specifies how nonconforming uses will be handled, requires that variance requests be heard by the BOCC, and provides for the protection of trade secrets.

2.8.6 Recreation and Open Space Facilities

Publicly owned conservation and recreation lands in Santa Rosa County include lands owned by the federal government, State of Florida, Santa Rosa County, and the municipalities. Santa Rosa County currently provides both activity-based recreational areas and resource-based recreational areas, which are used for activities such as boating, fishing, and hiking and are dependent upon the presence of natural resources. The County has opted not to establish a level of service standard for parks and recreational

facilities. A more detailed discussion of recreation and open space facilities and services is contained in **Chapter 12, Recreation and Open Space Element.**

2.9 Future Land Use Map

The Future Land Use Map, **Map 1-2 of the policy document and Map 2-4 below**, prescribes the location and densities of development permitted in the county. The patterns of development reflect historic development trends where appropriate, constraints based on provision of central sewer and water services, and natural resource constraints, as well as the future development potential of Santa Rosa County based on population projections. **Table 2-8** provides the acreage within each FLUM category by planning area and for the entire County. Generalized land use categories and densities and intensities of development have been established as follows (detailed descriptions of each category are found in the Comprehensive Plan Goals, Objectives and Policies):

1) **Agriculture –**

Agriculture Rural Residential Category: Uses within this category include detached single family residential structures and mobile homes and accessory structures, facilities, and uses customarily found on farms and used expressly for activities conducted in connection with farming operations, commercial and non-commercial agriculture, poultry and livestock raising. The maximum permitted residential density within this category is one dwelling unit per acre of land. General and neighborhood commercial land uses are also permitted within the Rural Communities Overlay Districts.

Agriculture Category: This category is intended to provide suitable areas for agriculture and silviculture activities. Uses within this category include detached single detached single family residential structures and mobile homes and accessory structures, facilities, and uses customarily found on farms and used expressly for activities conducted in connection with farming operations, commercial and non-commercial agriculture, poultry and livestock raising. The maximum permitted residential density within this category is one dwelling unit per 15 acres of land. General and neighborhood commercial land uses are also permitted within the Rural Communities Overlay Districts.

- 2) **Single Family Residential –** Allowed uses include single family homes, group homes, institutional uses, and public/private utilities. This category shall be predominantly located in areas served by infrastructure or in urbanizing areas. The maximum allowable density within the category is four (4) dwelling units per acre of land.
- 3) **Medium Density Residential Category -** Uses within this category include single-family homes, multi-family residential structures, group homes, institutional uses, and public and private utilities. This category shall be predominantly located in areas served by infrastructure or in urbanizing areas. The maximum allowable density within the category is ten (10) dwelling units per acre of land.
- 4) **Residential Category -** Uses within this category include single-family homes, multi-family residential structures, group homes, institutional uses, and public and private utilities. This category shall be predominantly located in areas served by infrastructure or in urbanizing areas. The maximum allowable density within the category is eighteen (18) dwelling units per acre of land.
- 5) **Garcon Pont Protection Area Future Land Use Map Categories: Garcon Point Rural Residential Category -** Permitted uses within this category include single family homes,

institutional uses and public and private utilities. The maximum allowable density within the category is two (2) dwelling units per acre of land; **Garcon Point Single Family Residential Category** - Permitted uses within this category include single family homes, institutional uses and public and private utilities. The maximum allowable density within the category is four (4) dwelling units per acre of land.

- 6) **Conservation / Recreation Category:** Permitted uses within this category include both active recreation sites and passive conservation areas.
- 7) **Commercial Category** - Permitted uses within this category include all uses that are commercial in nature as well as live/work uses and public and private utilities. The intensity of use within this category shall be further defined by limiting the maximum amount of impervious cover allowed to 85 percent. Also, the intensity of use shall be regulated by a floor area ratio of 1.07.
- 8) **Industrial Category** - Permitted uses within this category include all uses that are industrial in nature and public and private utilities. The intensity of use within this category shall be further defined by limiting the maximum amount of impervious cover allowed to 85 percent. Also, the intensity of use shall be regulated by a floor area ratio of 1.07.
- 9) **Marina Category** - Permitted uses within this category include marina, commercial and residential. The maximum amount of impervious cover allowed is limited to 75 percent and the floor area ratio to 1.07. The maximum allowable residential density shall be four (4) dwelling units per acre.
- 10) **Mixed Residential / Commercial Category** - The intent of this category is to promote innovative arrangements of development types, to promote natural resource enhancement and to promote open spaces around buildings. This category of land use allows an intense mixture of residential and commercial activity. Hotels and motels, medical related facilities, general commercial uses (convenience and consumer retail, professional offices, service facilities, etc.), recreational and parking uses are allowed in this category. Uses within the category shall be approximately 70% residential and 30% commercial (includes tourist-related uses) based upon the buildable areas within the category as a whole, with the exception of the Navarre Town Center Area where this residential/commercial mix ratio may deviate by +/- 10 percent if compatible with the surrounding uses and consistent with the intent of this category. The maximum allowable density within the category is thirty (30) dwelling units per one (1) acre of land, with the exception of the Navarre Town Center Area where the maximum allowable density is ten (10) dwelling units per one (1) acre of land. The maximum allowable density within the category is thirty (30) dwelling units per one (1) acre of land. The intensity of use within this category shall be further defined by limiting the maximum amount of impervious cover allowed to 85 percent and a floor area ratio of 1.07.
- 11) **Bagdad Historic District Category** - The intent of this category is to encourage traditional neighborhood design including a mixture of commercial and residential uses in keeping with the historic character of the Bagdad area and ensuring the area's preservation as a working waterfront as defined by State statute. This category shall only be located within the Bagdad Historic District. Permitted uses within this category include all uses that are neighborhood commercial, institutional, and residential in nature as well as live/work uses. Publicly owned land in Bagdad providing public access to the water will be maintained and/or improved to ensure continued public waterfront access. Small scale commercial uses related to the waterfront access uses are encouraged so long as they are compatible with existing adjacent uses, are compliant with Bagdad Historic District zoning and development design criteria. The intensity of use within this category shall be defined by limiting the maximum amount of impervious cover allowed to 85 percent and the floor area ratio

to 1.07. The maximum allowable residential density within the category is eight (8) dwelling units per one (1) acre of land.

- 12) **Navarre Beach Categories** – 1) **Navarre Beach Low Density Residential Category**: Permitted uses within this category include single family homes and accessory structures. The maximum allowable density within the category is four (4) dwelling units per acre of land; 2) **Navarre Beach Medium Density Residential Category**: Permitted uses within this category include single family and multi-family homes (townhomes, duplexes, triplexes, quadraplexes, condominiums) and accessory structures. The maximum allowable density within the category is ten (10) dwelling units per acre of land; 3) **Navarre Beach Medium-High Density Residential Category**: Permitted uses within this category include single family and multi-family homes (townhomes, duplexes, triplexes, quadraplexes, condominiums) and accessory structures. The maximum allowable density within the category is four units per original platted lot; 4) **Navarre Beach High Density Residential**: Permitted uses within this category include single family and multi-family residential uses (townhomes, duplexes, triplexes, quadraplexes, condominiums) and accessory structures. This category shall only be located within commercial core area of Navarre Beach. The maximum allowable density within the category is thirty (30) dwelling units per acre of land; 5) **Navarre Beach Public & Private Utilities and Facilities Category**: Uses within this category include public and private utilities and facilities. This category shall only be located in Navarre Beach. 6) **Navarre Beach Mixed Residential / Commercial Category**: The intent of this category is to promote innovative arrangements of development types, to promote natural resource enhancement and to promote open spaces around buildings. This category of land use allows an intense mixture of residential and commercial activity. Hotels and motels, general commercial uses (convenience and consumer retail, professional offices, service facilities, etc.), recreational and parking uses are also allowed in this category. Uses within the category shall be approximately 70% residential and 30% commercial (includes tourist-related uses) based upon the buildable areas within the category. This category shall only be located within the commercial core area of Navarre Beach. The maximum allowable density within the category is thirty (30) dwelling units per one (1) acre of land. 7) **Navarre Beach Commercial Category**: The intent of this category is to provide for commercial uses such as hotels and motels, general commercial uses (convenience and consumer retail, professional offices, service facilities, etc.), restaurants, commercial piers and marinas. Uses within the category shall be primarily commercial; however, residential uses within the Navarre Beach Commercial Category will be allowed when part of a predominantly commercial development (a minimum of 50% of land area devoted for commercial activities) or a multi-story structure with residential units above the first floor. The maximum allowable residential density within the commercial core area is thirty (30) dwelling units per one (1) acre of residentially-developed land; the maximum allowable residential density outside of the commercial core area is eighteen (18) dwelling units per one (1) acre of residentially-developed land. Impervious cover is limited to 80 percent. The intensity of use is limited by a maximum height limit within the commercial core of sixteen (16) habitable stories plus one (1) additional story for parking, or four (4) habitable stories with one (1) additional story for parking outside of the commercial core area.

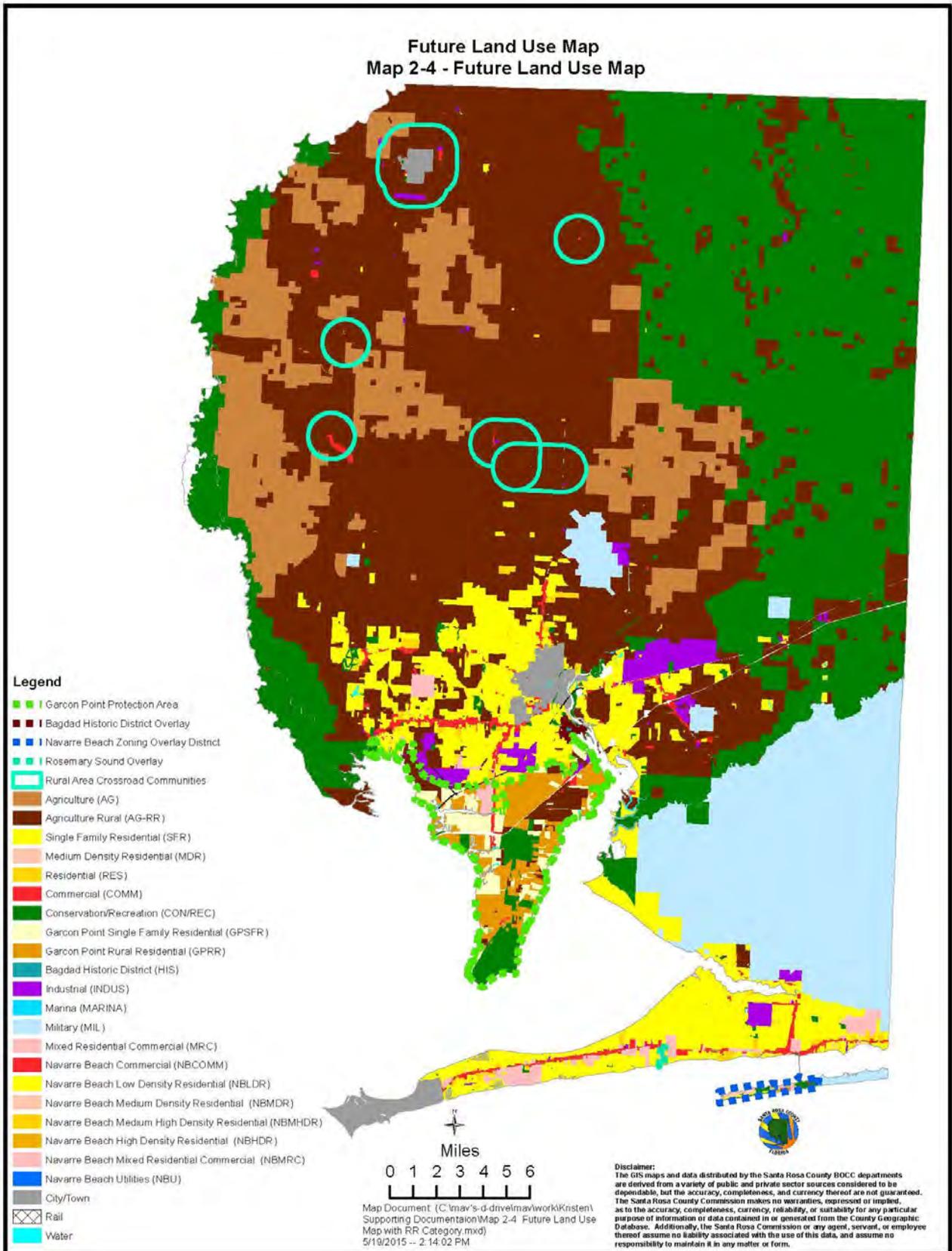


Table 2-8 Future Land Use Map Acreage by Category and Planning Area, Total County

Land Use Category	South End		Garcon Point	Pace Area	Milton Area	East Milton	Rural North	Total County
	Peninsula	Navarre Beach						
								Includes Areas not Located within a Planning Area
Agriculture	336		1,060	30,931	27,598	13,452	228,253	300,668
Single Family Residential	17,423		281	10,948	15,829	1,406	213	48,804
Medium Density Residential	120			44	3			167
Residential	992		349	1,034	797		51	2,875
Commercial	1,641		201	1,659	1,079	155	436	4,976
Conservation/Recreation	263	262	3,860	15,605	3,721	24,114	131,528	177,762
Garcon Point Single Family Residential			3,290	3,942	713			4,682
Garcon Point Rural Residential			6,632	6,630	1,476			8,153
Bagdad Historic					157			157
Industrial	1,011		90	1,851	3,182	1,184	553	7,778
Military	194			208	3,355	1,269	169	71,155
Mixed Residential Commercial	2,684		448	1,185	10			3,881
Marina					41			78
Navarre Beach Commercial		31						32
Navarre Beach Low Density Residential		99						99
Navarre Beach Medium Density Residential		145						150
Navarre Beach Medium High Density Residential		11						11
Navarre Beach High Density Residential		39						40
Navarre Beach Mixed Residential Commercial		47						48
Navarre Beach Utilities		19						19

Source: Santa Rosa County Community Planning, Zoning and Development Division GIS, 2014

2.10 Land Needed to Accommodate the Projected Population

In developing the Future Land Use Map, one key consideration is to ensure that adequate land is available to accommodate the projected growth and development in Santa Rosa County through the year 2040. The following sections describe the amount of land that will be needed to accommodate the projected population for the land use categories shown on the Future Land Use Map. These calculations are based on acreage figures for existing and future land use categories produced from the Santa Rosa County Community Planning, Zoning and Development Division's GIS map.

2.10.1 Residential

The unincorporated areas of the County are expected to grow by 66,817 people (based on 2014 estimate) to a projected 2040 population of 210,934. The average household size according to the 2010 Census is 2.59, indicating that an additional 25,798 residential units will be required to accommodate the unincorporated area projected 2040 population. It is anticipated that this number represents the lower end of what can be expected since the incorporated areas are not included. It is anticipated that little growth will be accommodated in the predominately built out city of Gulf Breeze. Similarly, demand will limit growth accommodation within the City of Jay. Some growth accommodation is anticipated within in the City of Milton, however limited. The total County population is projected to be 227,100 in the year 2040, indicating the need for a total of 87,683 residential units and an additional 25,990 units by 2040, mostly within the unincorporated areas of the County.

Table 2-9 below provides an analysis of the current available residential development potential as allocated on the County's Future Land Use Map. Mixed land use categories, defined in the policies for the Future Land Use Element, establish the approximate portion of each category that will be devoted to residential development (these are allowable at 70% residential development). Even exclusive residential categories allow a small portion of the land in the category to be used for residential support facilities such as churches, schools, and specified public facilities. Each land use category has been adjusted by 25% to account for the non-residential development, infrastructure and environmental constraints in determining the actual acres available to meet the residential unit demand for 2040. Assuming near full build out of the categories allowing residential development on the current map, an additional 90,149 residential units could potentially be built, excluding lands currently designated as Agriculture or Agriculture Rural Residential, which are not expected to accommodate much future growth due to lack of available infrastructure and limited demand. This residential development potential of 90,149 units is significantly higher than the projected 2040 residential unit need of 25,990 units, however suitability analysis of the vacant lands within the County indicate approximately 50% is suitable for development. The following graphic (**Figure 2-4**) indicates that the South End Planning Area (peninsula) contains the most vacant land designated for residential development with the Pace area very close.

Table 2-9

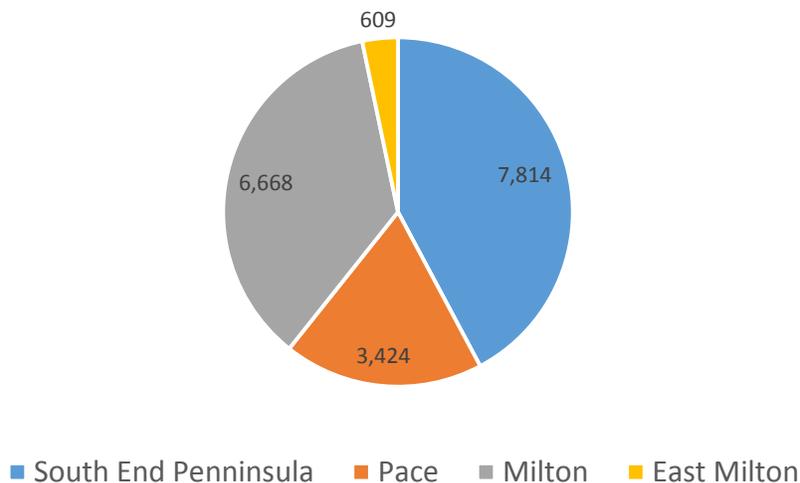
Residential Unit Development Potential on the Current FLUM (2014)

FLUM Category	Acres	Vacant Acres	Allowable Density	Allowable Units	Less 25% or More (Mixed Use)	Allowable Units
Single Family Residential	48,804	15,482	4 du/acre	61,928	15,482	46,446
Medium Density Residential	167	111	10 du/acre	1,110	278	833
Residential	2,875	869	18 du/acre	15,642	3,911	11,732
Garcon Point Single Family Residential	4,682	687	2 du/acre	1,374	344	1,031
Garcon Point Rural Residential	8,153	387	2 du/acre	774	193.5	581
Bagdad Historic	157	31	8 du/acre	248	62	186
Mixed Residential Commercial	3,881	948	30 du/acre	28,445	284	28,160
NB Low Density Residential	99	43	4 du/acre	172	43	129
NB Medium Density Residential	150	49	10 du/acre	490	123	368
NB Medium High Density Residential	11	2	16 du/acre	32	8	24
NB High Density Residential	40	7	30 du/acre	210	52.5	158
NB Mixed Residential Commercial	48	24	30 du/acre	720	216	504
Total:	69,067	18,640				90,149

Source: Santa Rosa County GIS, 2014 and Adopted Santa Rosa County Comprehensive Plan

Figure 2-4

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



2.10.2 Residential Mix

According to 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 to 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 2-5** 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. The following **Table 2-13** shows current Future Land Use Map designations for residential development types, including built units, for the growth areas of the County. **Figure 2-6** shows these allocations by Planning area, with the Milton, Pace and South End areas having very close acreage designations for residential development.

Figure 2-5

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

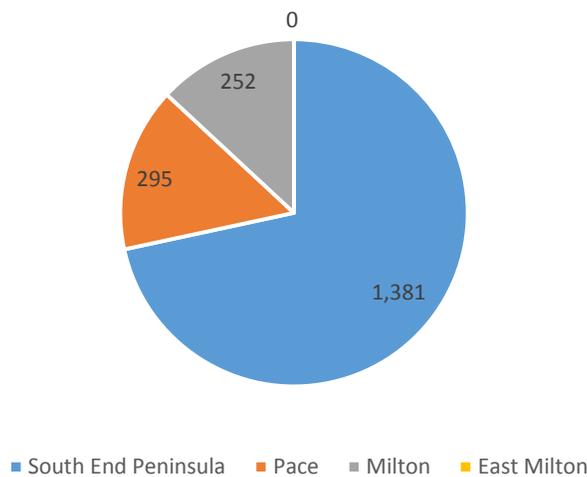


Table 2-10 Future Land Use Category Acreage by Planning Area and Existing Residential Units by Planning Area

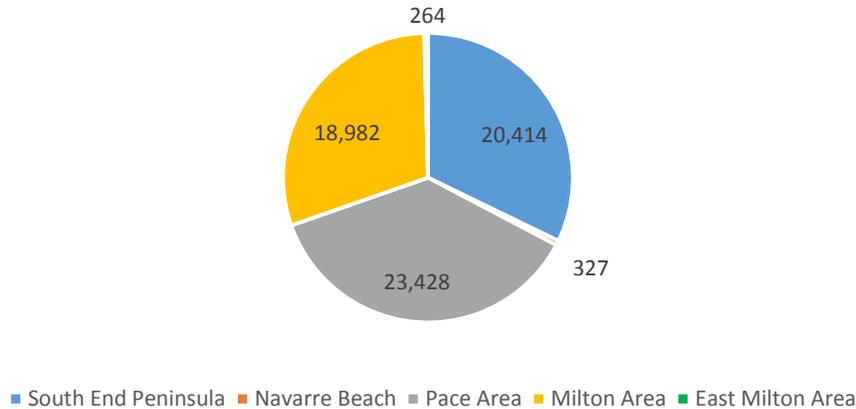
Future Land Use Map Category	South End Acres	South End Units	Navarre Beach Acres	Navarre Beach Units	Garcon Point Acres	Garcon Point Units	Pace Acres	Pace Units	Milton Acres	Milton Units	East Milton Acres	East Milton Units	Total County Acres	Total County Units
Agriculture	336	97			1,060	8	30,931	1,587	27,598	1,519	13,452	1,236	300,668	8,708
Single Family Residential	17,423	17,242			281	1	10,948	10,969	15,829	7,551	1,406	588	48,804	36,441
Medium Density Residential	120	17					44	59	3	11			167	87
Residential	992	2940			349	7	1,034	1,538	797	1644			2,875	6,190
Commercial	1,641	695			201	48	1659	241	1,079	360	155	152	4,976	1,580
Conservation Recreation	263	0	262		3,860		15,605	1	3,721	10	24,114	1	177,762	276
Garcon Point Single Family Residential					3,290	1,100	3,942	285	713	120			4,682	1,505
Garcon Point Rural Residential					6,632	331	6,630	11	1,476	41			8,153	383
Bagdad Historic									157	202			157	202
Industrial	1,011	23			90		1,851	8	3,182	37	1,184	8	7,778	89
Military	194	0					208	0	3,355	16	1,269	0	71,155	16
Mixed Residential Commercial	2,684	3,933			448	124	1,185	1	10	0			3,881	3,934
Marina									41	27		1,236	78	27
Navarre Beach Commercial			31	5									32	5
Navarre Beach Low Density Residential			97	284									99	284
Navarre Beach Medium Density Residential			145	296									150	296
Navarre Beach Medium High Density Residential			11	104									11	104
Navarre Beach High Density Residential			39	688									40	688
Navarre Beach Mixed Residential Commercial			47	447									48	447
Navarre Beach Utilities			19	0									19	0

Source: Santa Rosa County GIS, 2014

Note: Total County includes acreage and units not included within a planning area – specifically the Escribano Point area west of the Eglin Preserve which is mostly government owned.

Figure 2-6

Future Land Use Map Residential Designations by Planning Area



2.10.3 Commercial and Industrial

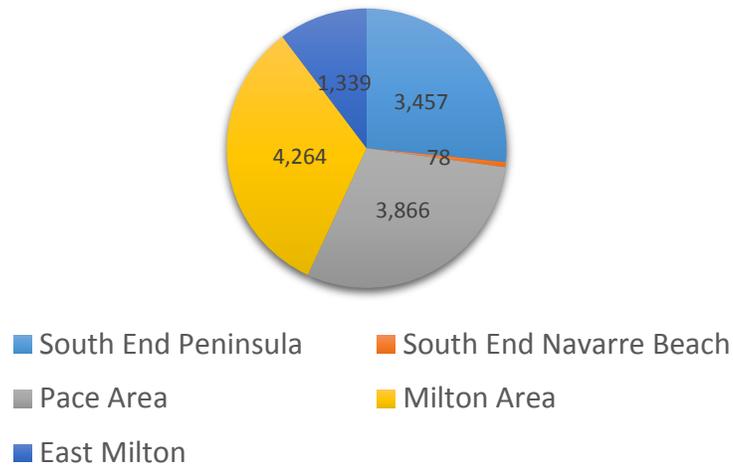
This section is intended to address the need for job creation, capital investment and economic development through analysis of the County’s current Future Land Use Map allocations. In 2008, the ratio of existing commercial land to the current population was approximately 36 acres per 1,000 population for unincorporated Santa Rosa County. This number has increased to 42 acres per 1,000 population in 2014. This indicates that requests to change the Future Land Use Map designation to either Commercial or Mixed Residential Commercial have exceeded the 2008 ratio over the 2008-2014 timeframe.

The County has determined that the current ratio of industrial land to population is currently greater than the ratio of commercial land to population. The Current 2014 ratio of industrially designated lands per 1,000 population is 54 acres per 1,000 population. However, this ratio is expected to decrease by 2040 to 37 acres per 1,000 population indicating the need for additional Industrial allocation just to maintain the current ratio.

In keeping with the planning area concept and the goal of creating complete communities that better take advantage of existing transportation systems and infrastructure, **Figure 2-7** below provides the commercial and industrial lands allocation by planning area. As can be seen, current Future Land Use Map allocations are nearly the same for the Pace and South End Planning areas with the largest allocation being in the Milton planning area.

Figure 2-7

**Future Land Use Map Designated Acres
Commercial, Industrial, and 30% of Mixed
Residential/Commercial Combined**



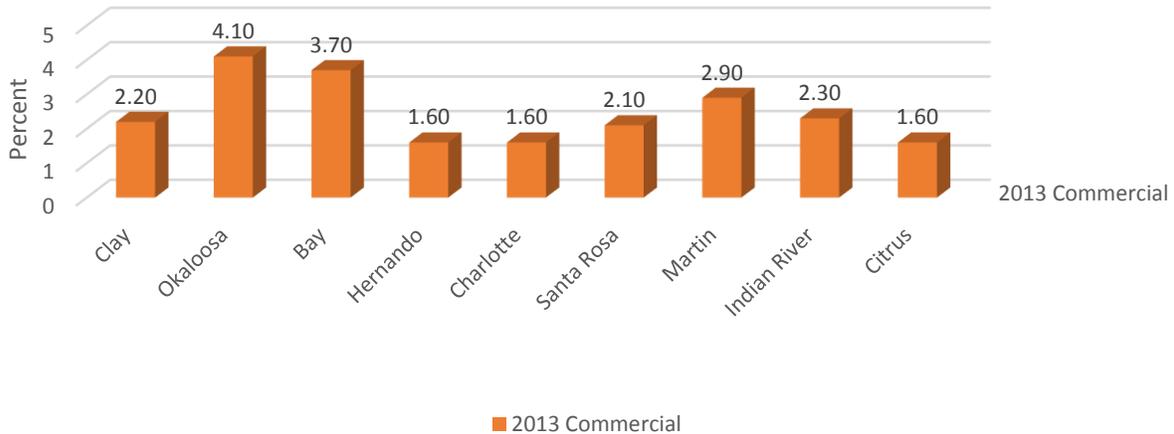
The following figure (**Figure 2-8**) compares the commercially taxed properties in Santa Rosa County to other similarly sized Florida counties. Santa Rosa has a greater amount of commercially taxable property than Hernando, Citrus and Charlotte counties, all three of which have significantly lower median incomes than does Santa Rosa. There are several components to understanding commercial allocation including:

- Infrastructure availability and cost;
- Demographic factors such as median income, population and proximity;
- Clustering or urbanization patterns,
- Traffic patterns; and
- The availability of commercially zoned lands and the adequacy of those lands including parcel size and depth as well as location.

A more detailed study of specific planning areas within the County is possible and could be considered in the future as staffing and funding levels permit. Prioritization could be based on the number of commercial rezoning requests in a given planning area or perceived demand.

Figure 2-8

2014 Percent Commercially Taxed Property



2.10 Need for Redevelopment

Unincorporated Santa Rosa County contains areas with occurrences of obsolete land uses and deteriorating building and infrastructure conditions. Appropriate responses to such conditions include indirect actions such as monitoring and proactive code enforcement, more direct investments in renovation of buildings and public facilities, or proactive community revitalization and redevelopment. Where such deterioration is severe or widespread some communities choose to pursue redevelopment as provided under Florida’s Community Redevelopment Act. Currently, the City of Gulf Breeze and the City of Milton have implemented Community Redevelopment Areas.

Based upon various combinations of these broad indicators, several areas of unincorporated Santa Rosa County could be interpreted to be in need of some level of revitalization or redevelopment. Specific examples include areas of deteriorated residential structures, including mobile homes that are located in unsafe areas; deteriorated commercial and residential areas; and areas potentially constrained by inadequate infrastructure. Also, several areas of Santa Rosa County could be considered to be in need of redevelopment based on the criteria of inadequate affordable housing.

No Community Redevelopment Areas have been established within unincorporated Santa Rosa County in accordance with Florida’s Community Redevelopment Act. Nor has any Finding of Necessity been prepared or adopted by the Santa Rosa County Board of County Commissioners identifying specific locations of slum or blighted conditions. The Future Land Use Map supports and encourages redevelopment by classifying much of the older areas of the county, those most often in need of redevelopment, as either suburban residential or urban mixed use future land use categories. The adopted future land use categories include language that relates to non-conformities in land uses and compatibility issues in mixed land use districts that are intended to support and encourage redevelopment. In addition, even though there is not a targeted redevelopment program, redevelopment needs are addressed in part through housing grants and code enforcement activities.