

Future Land Use
FOUNDATION DOCUMENT

TABLE OF CONTENTS

<u>SECTION</u>	<u>PAGE</u>
3-1 Introduction	3.1
A. Organization of the Element.....	3.1
B. Relationship to Other Elements of the Comprehensive Plan.....	3.2
3-2 Terms and Concepts	3.3
3-3 Existing Regulatory Framework.....	3.3
A. Federal.....	3.1
B. State.....	3.1
C. Regional	3.5
D. Local	3.5
2-4 Data and Analysis	3.5
A. Existing Land Use	3.5
B. Existing and Projected Population	3.13
C. Economic Conditions.....	3.16
D. Proposed Future Land Use	3.16

List of Tables

3-1 Existing Land Use in Santa Rosa County	3.6
3-2 Existing Land Use in the Garcon Point Protection Area	3.9
3-3 Existing Land Use in the Bagdad Historic District.....	3.10
3-4 Existing Population, Housing Units and Density	3.13
3-5 Population Trends and Projections	3.14
3-6 Seasonal Population Projections, Santa Rosa County	3.15
3-7 Combined Resident and Seasonal Population Projections	3.15
3-8 Summary of Existing Land Use In 1998 Compared to Acres Provided on the 2020 Future Land Use Map by Category.....	3.20
3-9 Proportion of FLUM Categories Used for Residential and Non-Residential Uses	3.21
3-10 Comparison of Residential Land Use Needs to FLUM	3.22

List of Figures

Map 3-1	Existing Land Use - Santa Rosa County.....	Appendix A
Map 3-2	Existing Land Use - Navarre Beach Planning Area.....	Appendix A
Map 3-3	Existing Land Use - South End Planning Area	Appendix A
Map 3-4	Existing Land Use - Garcon Point Planning Area.....	Appendix A
Map 3-5	Existing Land Use - Bagdad Historic District Planning Area	Appendix A

3-1 INTRODUCTION

Santa Rosa County is located in northwest Florida and one of two counties that constitute the Pensacola Metropolitan Statistical Area (MSA). Escambia County comprises the remainder of the MSA. Santa Rosa County shares a common boundary with the State of Alabama to the north, Escambia County to the west, and Okaloosa County to the east. Its southern boundary is the Gulf of Mexico. The City of Milton is the county seat and is situated along the Blackwater River.

The purpose of the Future Land Use Element is to evaluate existing development patterns and potential constraints to development in order to determine and describe what development will occur in Santa Rosa County over the planning time frame of this Comprehensive Plan, where this development will be located, and through what mechanisms this will be accomplished.

A. Organization of the Element

This element is divided into four sections: the Introduction, Terms and Concepts, Existing Regulatory Framework, and Data and Analysis. The Future Land Use Element provides an overview of the County in relationship to its natural and built environment. Terms and Concepts define the terms used throughout most of this document. The Existing Regulatory Framework describes the current federal, state, regional and County regulations. The Data and Analysis describes existing and projected development of Santa Rosa County over the twenty-five year planning time frame (2000-2025). Aside from the location of land uses, the element also, to the extent possible, allocates the amount of land to be utilized for residential and non-residential activities. The Future Land Use Element establishes not only the density and intensity of land uses appropriate for planned development, but it also considers factors such as timing, cost, and recent development trends.

The Existing Land Use Map included in this document is the result of GIS mapping utilizing existing County Property Appraiser data. The benchmark date for existing land use data is September 2002. The Future Land Use Map (Map 3-1 of the Future Land Use Map Series) takes into consideration existing land use and depicts the direction and extent of anticipated land development in the unincorporated area of the County. In developing the Future Land Use Map and Element, existing land uses and existing development trends and patterns were reviewed.

This Future Land Use Element is a required element of the comprehensive planning process; the minimum criteria for its contents are established in Chapter 9J-5, F.A.C. The element was formulated to be consistent with those criteria as well as relevant sections of Chapter 163, Part II, F.S., Chapter 187, F.S., and the *Strategic Regional Policy Plan* developed by the West Florida Regional Planning Council.

B. Relationship to other Elements of the Comprehensive Plan

The *Future Land Use Element* is an overall blueprint for managing growth in the County. It defines the direction and intensity of future growth and development and, therefore, impacts many of the other elements of the Comprehensive Plan.

The *Transportation Element* identifies the major transportation and traffic systems throughout the County, as well as, mass transit opportunities, the existing location of ports and airports and the need for additional ports and aviation. The Future Land Use Element provides the current and projected population growth and designates future growth boundaries. The potential of future growth within these designated growth areas need to be supplied with adequate transportation routes, mass transit routes, when feasible, and other feasible transportation opportunities.

The *Housing Element* provides guidance for the planning of different types of housing to accommodate projected needs and any existing deficits that may exist in the housing market. Various housing types are considered as well as income levels. The Future Land Use Element provides the current and projected population growth and designates future residential growth boundaries.

The *Sanitary Sewer, Solid Waste, Stormwater Management, Potable Water and Natural Groundwater Aquifer Recharge elements* provide for the necessary public facilities and infrastructure to accommodate the existing and future populations. The Future Land Use Element provides the current and projected population growth and designates future growth boundaries, which in turn, provides the areas of need for infrastructure. In addition, the Future Land Use Element may limit the intensity of development and use of land within areas that allow for natural aquifer recharge, directly affecting the *Natural Groundwater Aquifer Recharge Element*.

The *Coastal Management Element* provides for development restrictions along coastal areas where such development may directly damage or destroy the coastal environment. The *Coastal Management Element* further addresses limitations along the coast in order to protect human life and public infrastructure in the event of a natural disaster, such as a hurricane. The *Coastal Management Element* also addresses evacuation routes. The Future Land Use Element may limit the intensity and density of development along the coast providing for less human destruction of the natural coastal environment, less expenditure of public funds in areas that may be destroyed by a natural disaster and more efficient evacuation, when necessary.

The *Conservation Element* promotes the conservation, protection and use of natural resources, such as rivers, bays, wetlands, estuarine marshes, groundwater, air and similar natural resources. The Future Land Use Element may limit the intensity and density of development along and within the natural areas providing for less human destruction of the natural environment.

The *Recreation and Open Space Element* identifies existing parks and open space areas that are available for public recreational activities and identifies the need for additional parks and open space areas as the population increases. The Future Land Use Element provides the current and projected population growth and designates future growth boundaries where recreational activities may be most needed.

The *Intergovernmental Coordination Element* provides opportunities to improve the County's collaboration and coordination with other local, state and federal agencies. These include agencies involved in natural resource conservation.

The *Capital Improvements Element* evaluates the need for public facilities that are identified as needed in other Comprehensive Plan Elements. The Future Land Use Element provides the current and projected

population growth and designates future growth boundaries where these public facilities may be most needed and where the most efficient use of public funds is expended.

The Public School Facilities *element* provide for the necessary public facilities and infrastructure to accommodate the existing and future populations. The Future Land Use Element provides the current and projected population growth and designates future growth boundaries, which in turn, provides the areas of need for public schools. In addition, the Future Land Use element may limit school development in certain areas due to natural resource features or incompatibility with existing development.

3-2 TERMS AND CONCEPTS

Terms included in Appendix B of the Foundation Document are applicable to this element and are identified and described by the Florida Department of Community Affairs, in Rule 9J-5 of the Florida Administrative Code (F.A.C.) and in Section 163.3164, Florida Statutes (F.S.). All other terms and concepts used in this element are consistent with the intent of Rule 9J-5 and Chapter 163, F.S. Terms and concepts used within and which provide intent to the Future Land Use Element follow below. However, in that the Future Land Use Element encompasses the location and placement of land uses throughout the unincorporated area of the County, many of these terms and concepts are used in other elements, as well as emphasized throughout the County's land development regulations.

County: Santa Rosa County, a political subdivision of the State of Florida, and may also mean, as the context provides, to include any of Santa Rosa County's administrative offices, divisions, agencies, authorities, or other entities controlled by Santa Rosa County.

Mixed Use Districts: Those areas, as designated on the Santa Rosa Future Land Use Map, which are located around and adjacent to major County or State arterial roadways, intended to allow high-intensity, mixed use development, supported by facilities and services and infrastructure.

New Town: A new urban activity center and community designated on the future land use map and located within a rural area or at the rural-urban fringe, clearly functionally distinct or geographically separated from existing urban areas and other new towns. A new town shall be of sufficient size, population and land use composition to support a variety of economic and social activities consistent with an urban area designation. New towns shall include basic economic activities; all major land use categories, with the possible exception of agricultural and industrial; and a centrally provided full range of public facilities and services. A new town shall be based on a master development plan, and shall be bordered by land use designations which provide a clear distinction between the new town and surrounding land uses.

Pattern: The form of the physical dispersal of development or land use.

Planned Rural Development (PRD): A development proposed within the Agriculture future land use districts proposed for development under unified control and pursuant to a unified development plan, which is, or will be, zoned and reviewed pursuant to the County's land development and PRD regulations existing at the time of the application for zoning or development approval.

Planned Unit Development (PUD): A development or proposed development reviewed under unified control and pursuant to a unified development plan, which is, or will be, zoned and reviewed pursuant to the County's land development and PUD regulations existing at the time of the application for zoning or development approval.

Preserve or Preservation: Development shall be reviewed and land development regulations shall be adopted and applied in such a manner as to prevent the development's impact on the County's resources. Preservation shall require that the resource remain completely undisturbed. In the event that preservation of a resource is judicially found to result in a taking of private property, the County shall proceed to acquire the resource.

Protect or Protection: Development shall be reviewed and land development regulations shall be adopted and applied in such a manner as to minimize or limit the development's impact on the County's resources. Protection shall not require that the resources be or remain completely undisturbed.

Public Notice: Notice as required by s. 125.66(2) for a county or by s. 166.041(3)(a) for a municipality. The public notice procedures required in this part are established as minimum public notice procedures.

Strip Commercial Development: A development pattern of predominantly commercial uses fronting on one or both sides of an arterial roadway and extending back from the roadway for a limited depth. In suburban areas, or along well-traveled roads, strip commercial development is usually characterized by an assortment of gas stations, drive-in and fast food restaurants, motels, tourist shops, and some automobile sales and service operations.

3-3 EXISTING REGULATORY FRAMEWORK

A. Federal

Growth management planning has traditionally been a State, regional or local process without much national input. However, in 1998, the Federal government began discussing a national livability plan. This proposed federal agenda still leaves the decision making of local development at the local or State level.

B. 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 policies 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.

C. 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.

The North West Florida Water Management District (NFWFMD) is responsible for managing water and land related resources. The NFWFMD provides research and enforces regulation for utilization of these resources. The NFWFMD permits well construction and consumptive use of water, regulates the management and storage of surface waters and stormwater runoff and monitors aquifer recharge. The NFWFMD 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 NFWFMD recently completed the *Regional Water Supply Plan* that is a District wide water supply plan that identifies water supply options to meet the projected demand for the year 2020.

D. Local

Santa Rosa County has adopted a Land Development Code that establishes standards, criteria, and permitting requirements for development of land within the unincorporated area of Santa Rosa County. The Land Development Code applies to all new development within the County and is consistent with the adopted Comprehensive Plan.

3-4 DATA AND ANALYSIS

For planning purposes, unincorporated Santa Rosa County contains four unique planning areas to facilitate the handling of data and for land use planning purposes. These are: Navarre Beach Overlay Zoning District, the South End Special Area, the Garcon Point Protection Area, and the Bagdad Historic District. With the exception of the Bagdad Historic District, these planning districts have no formal or legal status. They are designated by their geographical locations. *Map 3-1* (Appendix A) identifies these planning areas within the context of Santa Rosa County.

A. Existing Land Use

The existing patterns and trends of development in Santa Rosa County have been used as the 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 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.

A.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 3-1 in Appendix A). The existing land use data for unincorporated Santa Rosa County is summarized in *Table 3-1*.

As indicated in Table 3-1, 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 3840% of the land area in the unincorporated portion of the county. The second-largest percentage of land use (1821%) is conservation, recreation and open space land (primarily the Blackwater River State Forest). The next highest percentages of land use are agriculture homestead and is residential (each 7% for a total of 14%), 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 (11%) of the unincorporated county area is owned by the military - Eglin Air Force Base, Whiting Field and its outlying fields (NOLFs). Almost 551,000 acres of land in unincorporated Santa Rosa County are designated vacant (8%).

Table 3-1
Existing Land Use in Unincorporated Santa Rosa County

<i>Land Use Category</i>	<i>Acreage</i>	<i>Percentage</i>
Agriculture	242,96877,872.74	3812 %
Silviculture	1,154180,820.92	<128 %
Agriculture Homestead	46,61714,506.34	72 %
Conservation, Recreation and Open Space	117,090135,771.05	1821 %
Military	71,35672,864.05	11 %
Institutional	2,3563,028.10	<1 %
Publicly-Owned Land	43,31646,768.90	7 %
Vacant	54,59850,625.15	8 %
Residential	43,92944,245.53	7%
Single-Family (Low- to Medium-Density)	43,42243,759.16	
Condominium/Townhouse (Medium- to High-Density)	10259.67	
Multi-Family (Medium- to High-Density)	405426.70	
Mixed Residential/Commercial	119509.92	<1 %
Office	976325.89	<1 %
Commercial	2,6892,543.73	<1 %
Industrial	1,9982,965.30	<1 %
Utilities	424612.66	<1 %
Right-of-Way	13,50114,140.13	2 %
Water	568928.88	<1 %
Miscellaneous (no property appraiser code, wasteland, etc.)	3,237150.09	<1 %
Total	646,896,648,679.16*	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

Vacant Land Analysis

Unincorporated Santa Rosa County contains 54,598,625.15 acres of vacant land, or approximately 8% of its total acreage. This section describes the suitability of this vacant land for development, focusing on natural resource constraints. The purpose of this analysis is to identify natural resource constraints and to determine how much of the vacant land is affected. It should be noted that natural resource information for vacant platted subdivision lots is not currently available for unincorporated Santa Rosa County. Sections A.2 through A.5 describe characteristics of the vacant land in the four planning areas of unincorporated Santa Rosa County.

Soils and Topography

Soils in Santa Rosa County are generally not constrained for development use, with the exception of wetland soils. Any vacant land located in areas of wetland soils cannot be filled in without permits from the Florida Department of Environmental Protection (DEP) or the Army Corps of Engineers. The topography of Santa Rosa County is not constrained for development use because the majority of the county is characterized by gently to moderately steep slopes that are developable without the need to drastically disturb the natural contours of the land. In the riverine and coastal lowland areas of the county, development is constrained somewhat by the need to raise the height of structures above flood levels.

Natural Resources

The majority of the vacant land in unincorporated Santa Rosa County is located outside of areas that are characterized as environmentally sensitive for one reason or another. A few scattered vacant parcels or platted lots are located in floodplain areas and areas that may or may not include habitats of threatened or endangered species. In southern Santa Rosa County, especially in the Holley and Navarre area, there are a number of vacant parcels and platted lots located within hydric soil areas or within the Coastal High Hazard Area. On Santa Rosa Island, development of vacant lots must be consistent with federal, state and county regulations for coastal construction and for preservation of beach and dune systems. Development of vacant parcels or platted lots located in areas that are currently considered wetlands, habitats of threatened or endangered species, or Coastal High Hazard Areas, are required to meet Land Development Code regulations relating to the protection of these natural resources.

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 ~~November 2002~~ January 2009 the FMSF contained 1,513,365 listings of historic resources in Santa Rosa County (municipalities and unincorporated) – 823,669 archaeological sites, 679,685 standing historic structures and 11 historic cemeteries. The County is in the process of mapping these sites on the Community Planning, Zoning and Development Division GIS map, so that their location can be verified during the development review process. This way, property owners can be made aware of the process for notification of the Florida Department of State, Division of Historical Resources when historic and archaeological sites are likely to be found during the construction 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 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 was to be named the Old Spanish Trail.

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.

A.2 Existing Land Use in the Navarre Beach Overlay Zoning District

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 the Navarre Beach Overlay Zoning District (see *Map 3-2* in Appendix A). The Navarre Beach Master Plan 2001 Update, incorporated by reference as support documentation for the Comprehensive Plan was developed to provide the supporting documentation for proposing land uses in the Future Land Use Element. The Plan includes detailed documentation on existing conditions, public expenditures, public access, and land use for this planning area and includes recommendations for the future development of Navarre Beach. Please refer to the Navarre Beach Master Plan 2001 Update for further information on this planning area.

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A.3 Existing Land Use in the South End Special Area

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 the South End Special Area (see *Map 3-3* in Appendix A). Santa Rosa County has undertaken a planning effort for the southern portion of the county to be known as the South End Tomorrow (S.E.T.) plan, with **expected completion in Spring 2003**. This project considers the existing development patterns and the existing development regulations and forecast these trends into the future. A vision of the peninsula will be developed based on these forecasts. This information will be presented to the citizens and businesses in the area and they will be asked to develop their vision for the southern portion of the county. **The study will also incorporate the coordination of three major projects that will affect this region. These projects include the US 98 Corridor Management Study, the Evaluation and Appraisal Report based amendments to the Comprehensive Plan, and the County wide GIS implementation project being conducted by the Santa Rosa County, the US Army Corps of Engineers, and 3001, Inc. Please refer to the South End Tomorrow Plan for further information on this planning area.**

A.4 Existing Land Use in the 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. This area is predominantly undeveloped and is lacking in sewer infrastructure. 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 the Garcon Point Protection Area (see *Map 3-4* in Appendix A). The existing land use data for the Garcon Point Protection Area is summarized in *Table 3-2*. As indicated in *Table 3-2*, the highest percentage of land use in the Garcon Point Protection Area is vacant land (34.533.52%), with publicly-owned land silviculture taking up the second largest percentage (19.520.09%). Agriculture Publicly-owned land use is the third largest percentage land use (18.916.21%), with residential use taking up 10.510.55% primarily in the form of low-density single-family development.

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Vacant Land Analysis

The Garcon Point Protection Area contains 7,866.257,560.60 acres of vacant land, or approximately 35.52% of its total acreage. This section describes the suitability of this vacant land for development by focusing on natural and historical resource constraints. It should be noted that some of the vacant land is located in platted subdivisions and that natural resource information for the vacant lots is not currently available.

**Table 3-2
Existing Land Use in the Garcon Point Protection Area**

<i>Land Use Category</i>	<i>Acreage</i>	<i>Percentage</i>
Agriculture	4,293.65975.6 3	18.864.29 %
Agriculture Homestead	907.54	3.99%
Silviculture	4,568.52	20.09 %
Conservation, Recreation and Open Space	18.65882.85	0.083.88 %
Institutional	301.74220.44	1.330.97 %
Publicly-Owned Land	4,432.983,686. 51	19.4716.21 %
Vacant	7,866.257,620. 60	34.5533.52 %
Residential	2,398.642,398.	10.5310.55 %
<i>Single-Family (Low- to Medium-Density)</i>	72	10.31 %
<i>Condominium/Townhouse (Medium- to High-Density)</i>	2,346.5823	0.110.51 %
<i>Multi-Family (Medium- to High-Density)</i>	90.43	0.220.03 %
	0.246.21	0.01%
	51.792.08	
Mixed Residential/Commercial	6.7736.61	0.030.16 %
Office	1.292.41	0.01 %
Commercial	69.9832.29	0.310.14 %
Commercial Recreation	85.1276.25	0.370.34 %
Industrial	517.81482.91	2.272.12 %
Utilities	15.0016.42	0.07 %
Right-of-Way	1,671.521,670.	7.35 %

	04	
Water	37.9565.69	0.17 0.29%
Miscellaneous (no property appraiser code, wasteland, etc.)	145.4716.05	0.640.07 %
Total	22,770.33 22,735.88	100 %

Source: Santa Rosa County Community Planning, Zoning and Development Division GIS, 2002-2008

Soils and Topography

The Garcon Point Protection Area is characterized by various categories of wetland soils that are generally constrained for high density or intensity land uses. Vacant land located in areas of wetland soils cannot be filled in without permits from the Florida Department of Environmental Protection (DEP) or the Army Corps of Engineers. In the lowland areas, development is constrained somewhat by the need to raise the height of structures above flood levels and by the suitability of the soils for septic tank systems.

Natural Resources

The majority of the vacant land in the Garcon Point Protection Area is located in areas that are characterized as potentially environmentally sensitive for one reason or another. A few scattered vacant parcels or platted lots are located in floodplain areas and areas that may or may not include habitats of threatened or endangered species. Development of vacant parcels or platted lots located in areas that are currently considered wetlands, habitats of threatened or endangered species, or Coastal High Hazard Areas, are required to meet LDC regulations relating to the protection of these natural resources.

Historic Resources

The Florida Master Site File (FMSF) indicates that there are several archaeological and historic sites located within the Garcon Point Protection Area. The County is in the process of developing a map that overlays vacant parcels onto land with existing historic/archaeological resources or land that has the potential for these resources. However, these mapped sites will not be made public since vandalism is a problem, especially with archaeological sites.

A.5 Existing Land Use in the Bagdad Historic District

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 the Bagdad Historic District (see *Map 3-5* in Appendix A). The existing land use data for the Bagdad Historic District is summarized in *Table 3-3*. As indicated in Table 3-3, the predominant land use in the Bagdad Historic District is single-family residential (50.5353.02%).

Table 3-3
Existing Land Use in the Bagdad Historic District

<i>Land Use Category</i>	<i>Acreage</i>	<i>Percentage</i>
Institutional	16.5120.29	10.32 9.84%
Publicly-Owned Land	1.201.29	0.750.63 %
Vacant	24.8234.21	15.5116.60 %
Residential		
Single-Family (Low- to Medium-Density)	80.83109.26	50.5353.02 %
Mixed Residential/Commercial	0.33	0.20 %

Office	0.020.63	0.010.31 %
Commercial	2.260.33	1.410.16 %
Industrial	0.420.88	0.260.43 %
Utilities	1.361.40	0.850.68 %
Right-of-Way	32.2237.70	20.1418.29 %
Recreation and Open Space	0.085009	0.04
Total	180.98206.07	100%

Source: Santa Rosa County Community Planning, Zoning and Development Division GIS, 20022008

Vacant Land Analysis

The Bagdad Historic District contains ~~24.8~~234.21 acres of vacant land, or approximately 16.60% of its total acreage. This section describes the suitability of this vacant land for development by focusing on natural and historical resource constraints.

Soils and Topography

Soils in the Bagdad Historic District are generally not constrained for development use, with the exception of wetland soils. Any vacant land located in areas of wetland soils cannot be filled in without permits from the Florida Department of Environmental Protection (DEP) or the Army Corps of Engineers.

Natural Resources

The majority of the vacant land in the Bagdad Historic District is located outside of areas that are characterized as environmentally sensitive for one reason or another. A few scattered vacant parcels or platted lots may be located in floodplain areas; however, it is unlikely that these areas include habitats of threatened or endangered species since the vacant lands are in the form of platted lots that are scattered throughout the district. Development of vacant parcels or platted lots located in areas that are currently considered wetlands, habitats of threatened or endangered species, or Coastal High Hazard Areas, are required to meet Land Development Code regulations relating to the protection of these natural resources.

Historic Resources

The Bagdad Historic District is characterized by its large number of historic sites and structures. The Bagdad Village Historic District is on the National Register of Historic Places and is protected through land development code provisions that require architectural review and additional site requirements. Development of vacant land must be consistent with these code requirements.

A.6 Adjacent Jurisdiction Land Use

Escambia County and Okaloosa County border Santa Rosa County to the west and east, and the State of Alabama forms the northern border. Santa Rosa County includes three incorporated municipalities: Gulf Breeze, located in the southwest portion of the County, Milton, located near the lower middle section of the County, and Jay, a small rural town located in the northwest portion of the County.

A.7 Availability of Facilities and Services to Serve Existing Land Uses

Comment: 9J-5006(2)(a)

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: transportation disadvantaged services provided by COMSIS Mobility Services, an express bus route from Milton funded by a WAGES/TD grant, through the Pace area to an ECAT mini-transfer point at West Florida Hospital in Escambia County and an express bus route from downtown Pensacola to Pensacola Beach along US98 with several stops in the City of Gulf Breeze. A second express route from the Navarre area to trip attractors in Gulf Breeze and Pensacola has been proposed, but not funded. 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 with the Pensacola Florida-Alabama Urbanized Area Metropolitan Transportation Planning Organization (MTPO). 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 in Maps 4-8, 4-9 and 4-10 in the Future Land Use Map Series, reflect deficiency analysis and projects from the MTPO'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 MTPO'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. The County also maintains a 15-year long term concurrency management system for those transportation facilities that exceed capacity or are projected to exceed capacity within the 5-year time frame. The roadway segments contained in the 15-year long term concurrency management system are: segment #41, CR 184A (Berryhill Road) from CR 197 (Chumuckla Hwy) to SR 89 (Dogwood Dr); segment #45, CR 197 (Chumuckla Hwy) from US90 to CR 184 (Quintette Road); segment #65 West Spencerfield Road from US90 to CR 184A (Berryhill Road); segment #7, US90 from Woodbine Road to East Spencer Field Road; segment #8, US 90 from East Spencer Field Road to Bell Lane; segment #36, SR 281 (Avalon Blvd) from I-10 to Cyanamid Road; segment #47, CR 197A (Woodbine Road) from US90 to Guernsey Road; segment #49, CR 197A (Bell Lane) from CR 191B/CR 281B (Sterling Way) to US90; segment #64, East Spencer Field Road; and segment #43, CR 191B/CR 281B (Sterling Way) from CR 197A (Bell Lane) to SR 281 (Avalon Boulevard).

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Affordable Housing

The County has provided adequate land for provision of affordable housing through a range of Future Land Use Districts that allow for smaller lot sizes, permit mobile home and multi-family housing units and allow for flexibility in the design of developments.

Sanitary Sewer Facilities

The City of Milton, the City of Gulf Breeze, Pace Water System and Holley-Navarre Water System provides 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 Santa Rosa County Utility Board. However the construction and operation of these wastewater systems are regulated through 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, Sanitary Sewer Element.

Solid Waste Facilities

The Central Landfill, which was originally permitted in 1977, is owned and operated by the County under the authority of the Santa Rosa County Public Works Department. The landfill consists of 593 total acres. The active sector of the landfill consists of 57.539.03 acres of Class I and 24.4744.27 acres of Class III and can accommodate in excess of 1,000,000 cubic yards of waste. A more detailed discussion of solid waste facilities and services is contained in Chapter 6, Solid Waste Element.

Stormwater Management Facilities

For the most part, the rural areas of Santa Rosa County are not served by stormwater management facilities but the County has installed limited stormwater facilities including swales and curb and gutter systems on county roads in some rural developed areas and has addressed localized flooding problems. Public stormwater management facilities include storm sewers and retention basins installed by the Florida Department of Transportation (FDOT) along state roadways and the interstate and by the County (or by private developers that were accepted by the County) in subdivisions and in the urbanized portions of the county. As outlined in Santa Rosa County's stormwater management program, it is not possible to provide one hundred percent flood protection. Specifically, construction within the floodplains and in poorly drained areas will always be subject to periodic flooding. The problems can be minimized, but cannot be entirely eliminated. A more detailed discussion of stormwater management facilities and services is contained in Chapter 7, Stormwater Management Element.

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. Santa Rosa County has fifteen Community Water Supply utilities that have a total combined capacity of 54.474.6 mgd. The average day demand projected for the 20205 population needs is approximately 2030.7 mgd. At the level of service standards established in the Potable Water Element, the water supply allowed by the permits is sufficient to serve existing land uses. As Table 9-3 in the Potable Water Element indicates, the Community Water Systems in Santa Rosa County currently have excess capacity and are projected to have excess capacity in 20205. A more detailed discussion of potable water facilities and services is contained in Chapter 9, Potable Water Element.

Natural Groundwater Aquifer Recharge

In Santa Rosa County, the Sand-and-Gravel Aquifer provides about 75 percent of the ground water used with the remaining 25 percent coming from the Floridan Aquifer. In response to existing and anticipated water supply problems, the Northwest Florida Water Management District has designated the coastal area of Santa Rosa, Okaloosa and Walton counties as a Water Resource Caution Area (WRCA). The WRCA designation subjects all non-exempt withdrawals to more rigorous scrutiny to ensure that the proposed withdrawal does not result in unacceptable impacts to the resource. Permittees within a WRCA also have increased water use reporting requirements, must implement water conservation measures, and must improve water use efficiencies. A more detailed discussion of the natural groundwater aquifer recharge is contained in Chapter 9, Natural Groundwater Aquifer Recharge Element.

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 a minimal amount of activity-based recreational areas, and many resource-based recreational areas, which are used for activities such as boating, fishing, and hiking and are dependent upon the presence of natural resources. Based on the level of service standard established in the Recreation and Open Space Element there are no deficiencies expected in regional or resource-based facilities and open space throughout the planning timeframe. A more detailed discussion of recreation and open space facilities and services is contained in Chapter 12, Recreation and Open Space Element.

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B. EXISTING AND PROJECTED POPULATION

Existing population, housing units and density by Census Tract for Santa Rosa County is shown in *Table 3-4. Map 5-1* in Appendix A depicts the 2000 Census Tract boundaries.

Table 3-4
Existing Population, Housing Units and Density
Santa Rosa County, 2000

Census Tract	Population	Housing Units	Area in Square Miles	Density per Square Mile of Land Area	
				Population	Housing Units
101	3,612	1,455	322.27	11.21	4.51
102 *	4,132	1,756	152.95	27.02	11.48
103	6,584	2,429	79.15	83.18	30.69
104	2,254	1,006	81.01	27.82	12.42
105.01 *	8,075	3,281	13.35	604.87	245.77
105.02 *	6,056	2,477	25.77	235.00	96.12
106 *	6,093	2,756	4.05	1504.44	680.49
107.02	4,902	2,197	36.8	133.21	59.70
107.03	8,136	3,062	23.92	340.13	128.01
107.04	3,595	1,495	7.03	511.38	212.66
107.05	3,142	1,399	4.46	704.48	313.68
107.06	6,750	2,613	10.39	649.66	251.49
108.01	10,120	3,662	94.57	107.01	38.72
108.02	3,714	1,476	114.99	32.30	12.84
108.04	8,738	3,655	3.96	2206.57	922.98
108.05	9,740	4,855	16.71	582.88	290.54
108.06	7,532	3,097	9.72	774.90	318.62
108.07	8,903	3,895	11.06	804.97	352.17
109 *	5,665	2,553	4.75	1192.63	537.47

<i>Unincorporated County</i>	<i>104,454</i>	<i>43,136</i>			
<i>Total County</i>	<i>117,743</i>	<i>49,119</i>	<i>1,016.93</i>	<i>115.8</i>	<i>48.3</i>

*These Census Tracts include municipalities, but population figures are not included in the unincorporated figure

Source: Census 2000 Summary File SF-2, Table DP-1

Population trends and projections for Santa Rosa County are presented in **Table 3-5**. As indicated in the table, between 1980 and 2000, unincorporated Santa Rosa County grew at a rate of 53 to 59 percent per decade. Projections for 2000-2020 indicate a trend towards a slightly significantly decreased growth rate. The County has made no population projections for individual census tracts. ~~The South End Special Area Plan, expected to be complete in Spring 2003, will include population projections for that specific geographic area.~~

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	Population Trends			Population Projections			
	1970	1980	1990	2000	2010	2020	2025
Unincorporated Santa Rosa County		42,671	68,196	104,454	139,677 135,218	176,280 164,671	178,340
% Increase per 10 years			59%	53%	3429.45 %	2621.78 %	8.30% ¹
Municipalities		13,317	13,412	13,289	13,195 12,982	12,520 2,829	12,860
% Increase/Decrease per 10 years			0.7%	-0.9%	-0.7 2.31%	0.51.18 %	0.24% ¹
Total Population	37,741	55,988	81,608	117,743	152,872 148,200	188,880 177,500	191,200
% Increase per 10 years		48%	46%	44%	3025.87 %	2419.77 %	7.72% ¹

Source: University of Florida, Bureau of Economic and Business Research, 20027, using "medium" projections
Notes: % Increase/Decrease per 5 years

B.1 Seasonal Population

Chapter 9J-5 of the Florida Administrative Code directs that the "comprehensive plan shall be based on resident and seasonal population estimates and projections." Due to Santa Rosa County's popularity as a tourist destination, seasonal population has an impact on local facilities and services. 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 3-6**.

**Table 3-6
Seasonal Population Projections, Santa Rosa County**

	1995		2000		2010		2020	
	Daily Average	Peak Season	Daily Average	Peak Season	Daily Average	Peak Season	Daily Average	Peak Season
Number of Hotel/Motel Units (1) + Number of Seasonal Dwelling Units (2)	718		845		1,182		1,653	
Total Units	639		972		972		972	
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).

**Table 3-6
Seasonal Population Projections, Santa Rosa County**

	2006		2010		2015		2020		2025	
	Daily Average	Peak Season	Daily Average	Peak Season	Daily Average	Peak Season	Daily Average	Peak Season	Daily Average	Peak Season
Number of Hotel/Motel Units (1)	1,075		1,210		1,386		1,607		1,863	
X Occupancy Rate (2)	61%	74%	61%	74%	61%	74%	61%	74%	61%	74%
Persons Per Party (3)	2.6		2.6		2.6		2.6		2.6	
Seasonal Population	1,705	2,068	1,919	2,328	2,198	2,667	2,549	3,092	2,955	3,584

Sources: (1) Florida/Alabama TPO Traffic Analysis Zone Data (2008); (2) Information based off monthly survey contracted by the Haas Center, UWF; (3) Numbers based off Pensacola Visitors Information Center survey (2001/2002).

B.2 Combined Resident and Seasonal Population

Table 3-7 shows the combined resident and seasonal population projections for Santa Rosa County through the year 2020. The peak season projections are utilized to evaluate the provision of utilities such as potable water and sanitary sewer. Peak season projections have been considered in transportation planning by the MPO.

Since the goal of the Housing Element is to evaluate the provision of residential housing units, only resident population projections are used in that element. The evaluation of the adequacy of recreation facilities is based on resident population projections. Recreational use by seasonal residents is primarily related to the beach, whereas the County provides recreation facilities primarily to serve county residents. The Future

Land Use Element considers both resident and seasonal populations in its evaluation of the amount of land necessary to accommodate the projected population.

**Table 3-7
Combined Resident and Seasonal Population Projections
Santa Rosa County**

	<i>2000</i>	<i>2010</i>	2015	<i>2020</i>	2025
Resident Population	117,743	139,677 114,820	162,850	176,280 177,500	191,200
Peak Seasonal Population	3,496	4,144	2,667	5,054	3,584
Total Population	123,403	143,821 115,052	165,517	181,331 182,552	194,784

Source: Seasonal Population from Table 3-6; Resident Population from Table 3-5

C. Economic Conditions

Chapter 2, Economic Development Element, describes the economic conditions for Santa Rosa County.

D. Proposed Future Land Use

The Goals, Objectives and Policies established in the Comprehensive Plan, in conjunction with revised Land Development Regulations and other implementing mechanisms will alter the distribution of growth so as to ensure that future patterns of land use are tailored to:

- (a) Reduce sprawl, consistent with Rules 9J-5.006(3)(b) and 9J-5.011(2)(b)3, Florida Administrative Code;
- (b) Improve development efficiency by guiding development to existing growth areas where infrastructure systems are in place and where unit costs for public services and facilities are relatively low;
- (c) Protect natural resources by guiding development away from wetlands and other natural resources; and
- (d) enhance community character by reinforcing existing development patterns and addressing compatibility issues.

D.1 Future Land Use Map

The Future Land Use Map, *Map 3-1 of the Future Land Use Map Series*, reflects 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. 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 Residential Category:** Uses within this category include routine agricultural and silvicultural activities, residential uses, institutional uses, public and private utilities (excluding communications towers) 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. This category shall be located predominantly in rural areas of the County or in areas where lower density residential development is desirable due to environmental sensitivity or lack of available infrastructure. The maximum allowable density within the category is one (1) dwelling unit per one (1) acre of land. The average density within the category is 1 dwelling unit per 8.5 acres. 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; however, this density bonus does not apply to the Gracon Point Protection Area, the Military and Public Airport Zones, the Category 3 Storm Surge Boundaries, or the Rural Area.~~

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~~2) **Agriculture Estate Category:** Uses within this category include routine agricultural and silvicultural activities, residential uses, public and private utilities 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. This category shall be located predominantly in rural areas of the County or in areas where low density residential development is desirable due to environmental sensitivity or lack of available infrastructure. The maximum allowable density within the category is one (1) dwelling unit per five (5) acres of land.~~

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~~3) **Agriculture Large Tract Category:** Uses within this category include routine agricultural and silvicultural activities, residential uses, public and private utilities, 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. This category shall be located predominantly in rural areas of the County or in areas where low density residential development is desirable due to environmental sensitivity or lack of available infrastructure. The maximum allowable density within the category is one (1) dwelling unit per fifteen (15) acres of land.~~

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~~4) **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; however, this density bonus does not apply within Military and Public Airport Zones, Category 3 Storm Surge Boundaries, or the Rural Area.~~

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~~5) **Multi-Family 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 ~~eighteen (18)~~ ten (10) dwelling units per acre of land.~~

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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, however, this density bonus does not apply within Military and Public Airport Zones, Category 3 Storm Surge Boundaries, or the Rural Area.

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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 predominately 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.

~~**65) 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.~~

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~~**76) 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 from the Garcon Point Rural Residential Zoning District (GP-RR) and Garcon Point Rural Residential FLUM Category to the Garcon Point Single Family Zoning District (GP-SF) or Garcon Point Mixed Single Family Residential District (GP-MR) and the Garcon Point Single Family Residential FLUM Category for the purposes of installing new subdivisions. The maximum allowable density within the category is four (4) dwelling units per acre of land.~~

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~~**87) 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. The intensity of development of such sites shall be consistent with all setback, parking, landscaping and open space requirements as defined within the LDC. 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.~~

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~~**98) 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 density and intensity of use of lands within the Commercial land use category shall be as regulated and defined by the height, area and bulk restrictions contained within the Land Development Code. Specifically, 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 ration of 1.07.~~

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~~**109) Industrial Category:** Permitted uses within this category include all uses that are industrial in nature and public and private utilities. The density and intensity of use of lands within the Industrial land use category shall be as regulated and defined by the height, area and bulk restrictions contained within the Land Development Code. Specifically, the intensity of use within this category shall be further~~

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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.

~~140 Marina Category:~~ Permitted uses within this category include marina, commercial and residential uses as permitted by the applicable zoning districts. The density and intensity of use of lands within the Marina land use category shall be as regulated and defined by the height, area and bulk restrictions contained within the Land Development Code. Specifically, 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.

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~~121 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. Also, the intensity of non-residential uses within the category shall be as regulated by the height, area and bulk restrictions, and by the impervious surface and floor area ratio limitations described in the adopted Santa Rosa County Land Development Code. 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.

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~~132 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. 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. The density and intensity of use of commercial lands within this land use category shall be as regulated and defined by limiting the height, area and bulk restrictions contained within the Land Development Code. Specifically, the intensity of use within this category shall be further 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.

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~~143 Navarre Beach Low Density Residential Category:~~ Permitted uses within this category include single family homes and accessory structures. This category shall only be located within the on Navarre Beach Zoning Overlay District (NBZOD) 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.

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~~154 Navarre Beach Medium Density Residential Category:~~ Permitted uses within this category include single family and multi family homes (townhomes, duplexes, triplexes, quadraplexes,

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condominiums) and accessory structures. This category shall only be located within the Navarre Beach Zoning Overlay District (NBZOD) 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.

~~165) Navarre Beach Medium-High Density Residential Category:~~ Permitted uses within this category include single family and multi family homes (townhomes, duplexes, triplexes, quadrplexes, condominiums) and accessory structures. This category shall only be located within the Navarre Beach Zoning Overlay District (NBZOD) 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 ~~twelve (12) dwelling units per acre of land~~ four units per original platted lot.

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~~176) Navarre Beach High Density Residential:~~ Permitted uses within this category include single family and multi family residential uses (townhomes, duplexes, triplexes, quadrplexes, condominiums) and accessory structures. This category shall only be located within commercial core area of the Navarre Beach Zoning Overlay District (NBZOD). The maximum allowable density within the category is thirty (30) dwelling units per acre of land.

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~~187) 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 within the Navarre Beach Zoning Overlay District (NBZOD).

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~~198) 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 the Navarre Beach Zoning Overlay District (NBZOD). The maximum allowable density within the category is thirty(30) dwelling units per one (1) acre of land. ~~Also, the intensity of non-residential uses within the category shall be as regulated by the height, area and bulk restrictions, and by the impervious surface and floor area ratio limitations described in the adopted Santa Rosa County Land Development Code.~~

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~~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 predominately 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.

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20) Rosemary Sound Overlay: The intent of this policy is 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 the Overlay boundary, which will allow for the clustering of residential and non-residential use 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 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 developments rights of eighty-two (82) dwelling units (20.58 AC X 4 DU/AC=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.

D.2 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 2025. 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. *Table 3-8* summarizes 2008 existing land use compared to future land use categories provided in the 2025 Future Land Use Map by category.

D.2(a) Residential

Based upon population forecasts to 2025, the total housing demand will be 72,673,686 units for unincorporated Santa Rosa County in 2025. This number reflects current units plus the additional units needed to accommodate population growth. Based on the Shimberg Center Housing Needs Assessment, of the 72,673,686 units 68,764,539 units are needed for single-family and 4,002,147 are needed for multi-family. The distribution between single-family and multi-family is based upon the current distribution.

Table 3-8
Summary Of Existing Land Use In 1998 Compared To
Acres Provided On The 2005 Future Land Use Map By Category
Unincorporated Santa Rosa County

<i>Land Use Category</i>	<i>Existing Land Use in Acres</i>	<i>Total Acres On The Future Land Use Map</i>
Agriculture	242,968,872.44	N/A
Silviculture	1,154,180,820.92	N/A
Agriculture Homestead	46,617,506.34	N/A
Condo's/Townhomes	59.67	
Conservation, Recreation and Open Space	117,090,135,771.05	159,682,160,233.68
Military	71,356,72,864.05	71,356,70,812.97
Institutional	2,356,028.10	N/A
Office	325.89	
Publicly Owned Property	43,316,46,768.90	N/A
Agricultural Residential	N/A	239,488
Agricultural Estates	N/A	137
Agricultural Large Tract	N/A	91,586
Single Family Residential	43,422,43,759.16	44,530,47,999.64
Residential	N/A	2,894.49
Multi-Family Residential <i>(not shown on FLUM legend)</i>	507,426.70	2,876
Medium Density Residential	N/A	162.59
Mixed Residential / Commercial	119,509.92	3,319,3,760.44
Commercial	3,665,543.73	4,029,913.26
Industrial	1,998,965.30	6,231,923.90
Marina	N/A	8477.78
Garcon Point Rural Residential	N/A	8,942,774.77
Garcon Point Single Family Residential	N/A	4,712.24
Bagdad Historic District	N/A	181,157.21
Navarre Beach Low Density Residential	N/A	102,100.61
Navarre Beach Medium Density Residential	N/A	154,151.06
Navarre Beach Medium-High Density Residential	N/A	110.86
Navarre Beach High Density Residential	N/A	4640.75
Navarre Beach Public & Private Utilities and Facilities	N/A	219.96
Navarre Beach Mixed Residential / Commercial	N/A	5248.13
Navarre Beach Commercial	N/A	35.24
Utilities	424,612.66	N/A
Road/Railroad R-O-W	13,501,14,140.13	13,501,1,658.3
Water	568,928.88	568,494.06
Miscellaneous – No Property Appraiser Code	3,237,150.09	N/A
Vacant Land	54,598,50,625.15	N/A

<i>Total Unincorporated</i>	646,896 634,171.7 4	646,896 634,171.7
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Source: Santa Rosa County Community Planning, Zoning and Development Division GIS, 2002 August 2008

The 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. 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 to account for the non-residential development in determining the actual acres available to meet the need forecast for 2020-2025. **Table 3-9** describes the proportion of Future Land Use categories used for residential and non-residential permitted uses.

<i>FLUM Category</i>	<i>Total Acres</i>	<i>Residential Uses</i>		<i>Non-Residential Uses</i>	
		<i>%</i>	<i>Acres</i>	<i>%</i>	<i>Acres</i>
Agricultural Residential	239,4883 20,190	≥ 10	≥ 23,94932,01 9	≤ .05	≤ 1,1981,601
Agricultural Estates	137	≥ 75	≥ 103	≤ .1	≤ 2
Agricultural Large Tract	91,586	≥ 20	≥ 18,318	≤ .05	≤ 458
Single Family Residential	44,53048, 000	≥ 90	≥ 40,07743,20 0	-	-
Multi-Family/Medium Density Residential	2,876163	≥ 95	≥ 2,732155	-	-
Mixed Residential/ Commercial	3,3193,76 0	70	2,3232,632	30	≤ 9961,128
Residential	2,894	≥ 80	2,315	≤ 20	579
Commercial	4,0294,91 3	-	-	100	4,0294,913
Industrial	6,2316,92 4	-	-	100	6,2316,924
Marina	8478	-	-	100	8478
Garcon Point Rural Residential	8,9428,77 5	≥ 50	≥ 4,4714,388	≤ .1	9
Garcon Point Single Family Residential	4,712	≤ 40	≤ 1,885	≥ 60	≥ 2,827
Bagdad Historic District	181157	≥ 85	154133	≤ 15	2724
Navarre Beach Commercial	35	0	0	100	36
Navarre Beach Low Density Residential	102101	100	102101	-	-
NB Medium Density Residential	154151	100	154151	-	-
NB Medium-High Density Residential	11	100	11	-	-
NB High Density Residential	4641	100	4641	-	-
NB Public & Private Utilities/ Facilities	2420	-	-	100	2420
NB Mixed Residential/ Commercial	5248	70	3634	30	1614
<i>Total Acres Needed for Residential/Non-Residential Uses</i>		≥ 92,47697,065		≤ 13,07428,143	

Note: Figures with \leq or \geq symbol are estimated based primarily on percentage of existing land use, but also on a "guesstimation" of trends for the predicted percentage of land used for each purpose. For the agricultural categories, the percentages will not add up to 100%, because the remainder of the land is used for agricultural purposes.

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

Currently multi-family residential units make up approximately 49.3% of all residential units in unincorporated Santa Rosa County. Taking into account that right-of-way, stormwater management, conservation, and open space and recreation facilities consume a certain percentage of all development sites the County is making the assumption that multi-family development will be developed at a minimum 2 units per acre. Using that assumption, the ratio of acres needed for multi-family to single-family is currently 5.53.7% of residential land for multi-family needs and 94.596.3% for single-family needs, or 5,086,591 acres for multi-family residential development and 87,390,93,474 acres for single-family residential development. **Table 3-10**, on the following page, shows that 5,114,192 acres are provided for multi-family residential development, slightly more 91.2% of that than assumed necessary; however, this also assumes that multi-family residential development will take place at the percentages indicated in Table 3.10. Santa Rosa County wishes to promote greater multi-family development, and to promote increased density in established urban areas; therefore, additional multi-family locations are acceptable to support this general goal.

<i>Category</i>	<i>Acres Needed</i>	<i>Acres Provided</i>
Multi-family Residential	8,004,591	5,114,192
Multi-Family Residential	90% of residential units	2,459,140
Mixed Residential/ Commercial	95% of residential units	2,207,500
Garcon Point Rural Residential	5% of residential units	223,219
NB Medium Density Residential	90% of residential units	139,136
NB Medium-High Density Residential	90% of residential units	1970
NB High Density Residential	95% of residential units	4239
NB Mixed Residential/ Commercial	95% of residential units	3432
Residential	5% of residential units	116
Single-family residential	85,952,93,474	87,362,83,852
Agricultural Residential	100% of residential units	23,949,32,019
Agricultural Estates	100% of residential units	103
Agricultural Large Tract	100% of residential units	18,318
Single Family Residential	100% of residential units	40,077,43,200
Multi-Family Medium Density Residential	10% of residential units	27,315
Mixed Residential/ Commercial	5% of residential units	116,132
Bagdad Historic District	100% of residential units	154,133
Garcon Point Rural Residential	95% of residential units	4,248,169
Navarre Beach Low Density Residential	100% of residential units	102,101
NB Medium Density Residential	15% of residential units	1523
NB Medium-High Density Residential	15% of residential units	42
NB High Density Residential	5% of residential units	42
NB Mixed Residential/ Commercial	5% of residential units	22
Residential	95% of residential units	2,199
Garcon Point Single Family	100% of residential units	1,855

Note: The acres of available residential land have been adjusted based on the projected mix of residential uses allowable. See Table 3-9.

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

This table shows that a total of 87,362,852 acres are provided for the single-family categories where the calculated need is 87,399,474 acres. This is consistent with the County goal of increasing densities, while still providing adequate choice of locations. It should also be noted that the acres calculated as available are based on the assumption that the minimum residential development in the category will occur, whereas additional acres are available which could be used for residential and non-residential uses (see Table 3-9).

D.2(b) Commercial

The ratio of existing commercial land to the current population is approximately 36 acres per 1,000 population for unincorporated Santa Rosa County. The forecast need for commercial land assumes that this existing ratio will remain the same, requiring a forecast need of 6,346 acres of commercial land to meet the projected population in 2020. This need is met in two ways. The FLUM shows that 4,029 acres are provided in the commercial land use category, which is for exclusive commercial use. In addition, as shown in the residential land use discussion above, the various mixed-use categories allow a small portion of the land to be devoted to institutional and commercial uses. It is estimated that the additional 2,000+ acres will be provided in the mixed-use categories available on the FLUM.

D.2(c) Industrial

The County has determined that the current ratio of industrial land to population is not sufficient to provide the industrial and employment base necessary for sustainability. Therefore, the County anticipates aggressive business and industrial recruitment, the provision of appropriate industrial park locations on suitable land, and the need to provide adequate sites to support this economic development activity. In order to support the more aggressive recruitment of new business and industry as well as the increased economic development activity of the County, the existing very low ratio of industrial land to population (currently 20 acres per 1,000 population) is increased by a factor of 1.75. The county has a need for a higher industrial ratio because of the demand for technical businesses. This new factor results in a ratio of 35 acres of industrial land per 1,000 population. Therefore, this results in the 6,231 acres shown for industrial development on the FLUM.

D.2(d) Institutional and Public Service

Institutional land uses are allowed in almost all land use categories. As discussed above, the residential land use categories allow a small amount of supporting public service or institutional uses (such as schools, churches, or specified utility services). In addition, the various mixed-use categories also allow institutional uses. Forecasts have not been developed for these uses, which are based upon such unknown factors as funding for capital facilities beyond the five-year capital improvements planning period, the long-range public school needs, and other factors. The County has determined that the disbursement of locations throughout the County, is appropriate to ensure that such facilities and services are located near the population to be served.

D.2(e) Recreation

The County's level of service for recreation results in a need for 81 acres of land for community recreation facilities in 2015, increasing to a need for 137 acres in 2020, where 392 acres are provided. There has also been identified a need for 31 acres of neighborhood recreation facilities by the year 2001. These facilities are allowable in almost all the future land use districts, and there is substantial vacant land available within those districts to meet these needs. The acres designated on the FLUM for conservation, recreation and open space use are currently used for recreation purposes, primarily regional and resource-based. No additional lands are forecast to be needed.

D.2(f) Conservation

The allocation of 117,090 acres represents land devoted to conservation, recreation and open space purposes at the current time. It is not possible to estimate when or how much land will be acquired in the future for conservation purposes. Conservation land use needs are not forecast because the need is not related to growth in population, rather it results from efforts to protect the land through acquisition.

D.2(g) Agricultural

The existing land use analysis identifies 290,739 acres as agricultural, silvicultural and agricultural homesteads. There are 331,392 acres of land currently designated on the FLUM for agricultural residential use – Agricultural Residential, Agricultural Estates and Agricultural Large Tract. Based on assumptions listed in Table 3.9, the County estimates that 287,364 of these acres are likely to continued as agricultural or silvicultural uses. This relatively small change in agricultural land is primarily to accommodate the future needs of growth, but also represents the County's commitment to maintaining viable agricultural lands.

D.3 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.

As defined in Florida's Community Redevelopment Act (Chapter 163, Part III, Florida Statutes) indicators of need for revitalization can include the following general factors:

- a) dilapidated or deteriorated structures;
- b) overcrowded, unsafe conditions;
- c) defective or inadequate street layout, inadequate parking or roadways, or bridges or transportation facilities having inadequate capacities;
- d) faulty lot layouts;
- e) unsanitary or unsafe conditions;
- f) tax delinquencies; and
- g) diversity of ownership or defective title conditions.

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.

D.4 Analysis of Proposed Development of Floodplains

Floodplain areas within Santa Rosa County as defined by the Federal Emergency Management Agency include the 100-year floodplain (Zone AE) and the velocity zone (Zone VE). Flood prone areas of unincorporated Santa Rosa County are depicted in Map 3-5, Future Land Use Map Series. Much of the development within flood prone areas occurred before the adoption of state and local regulations in the early 1980's.

Implementation of the Comprehensive Plan Goals, Objectives and Policies and enforcement of the Land Development Code will direct new growth away from areas particularly susceptible to flooding from severe storms or hurricanes and will ensure that all redevelopment activities will be consistent with regulations that result in their safe construction.