# TABLE OF CONTENTS

- Introduction to the Comprehensive Plan ................................................................. 1
- 1.0 Future Land Use Element Supporting Documentation ........................................... 13
- 1.0 Future Land Use Element Goals, Objectives, and Policies ..................................... 51
- 2.0 Transportation Element Supporting Documentation ............................................... 69
- 2.0 Transportation Element Goals, Objectives, and Policies ........................................ 103
- 3.0 Housing Element Supporting Documentation ...................................................... 109
- 3.0 Housing Element Goals, Objectives, and Policies .................................................. 133
- 4.0 Infrastructure Element Supporting Documentation ................................................. 137
- 4.0 Infrastructure Element Goals, Objectives, and Policies ......................................... 201
- 5.0 Coastal Management Element Supporting Documentation .................................... 209
- 5.0 Coastal Management Element Goals, Objectives, and Policies .............................. 231
- 6.0 Conservation Element Supporting Documentation .................................................. 237
- 6.0 Conservation Element Goals, Objectives, and Policies .......................................... 273
- 7.0 Recreation and Open Space Element Supporting Documentation ............................. 277
- 7.0 Recreation and Open Space Element Goals, Objectives, and Policies ....................... 293
- 8.0 Capital Improvements Element Supporting Documentation .................................... 295
- 8.0 Capital Improvements Element Goals, Objectives, and Policies .............................. 303
- 9.0 Intergovernmental Coordination Element Supporting Documentation ..................... 311
- 9.0 Intergovernmental Coordination Element Goals, Objectives, and Policies ............... 319
Introduction to the Comprehensive Plan

1.0 About the Plan Document

The Santa Rosa County Comprehensive Plan 2040 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 policy section, 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 at a minimum 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.

1.1 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 provides the breakdown of total County land in detail.
<table>
<thead>
<tr>
<th>Land Use Category</th>
<th>Acreage</th>
<th>Percentage of Total County</th>
</tr>
</thead>
<tbody>
<tr>
<td>Municipalities</td>
<td>6,886.86</td>
<td>1.05%</td>
</tr>
<tr>
<td>Jay</td>
<td>1046.10</td>
<td></td>
</tr>
<tr>
<td>Milton</td>
<td>3,117.20</td>
<td></td>
</tr>
<tr>
<td>Gulf Breeze</td>
<td>2,723.56</td>
<td></td>
</tr>
<tr>
<td>Eglin Air Force Base Military Reservation</td>
<td>66,760.56</td>
<td>10.13%</td>
</tr>
<tr>
<td>Naval Air Station Whiting Field and Naval Outlying Fields (OLFs)</td>
<td>6,264.43</td>
<td>0.95%</td>
</tr>
<tr>
<td>Blackwater River State Forest</td>
<td>147,122.60</td>
<td>22.33%</td>
</tr>
<tr>
<td>Remainder of Unincorporated Santa Rosa County</td>
<td>431,949.31</td>
<td>65.55%</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>658,983.76</strong></td>
<td><strong>100 %</strong></td>
</tr>
</tbody>
</table>

*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 Plan.*

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

1.2 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.

1.3 Planning Time Frame

The Santa Rosa County Comprehensive Plan currently spans a twenty-four-year planning horizon (2016-2040) and a projected population through 2040. The Five Year Schedule of Capital Improvements addresses the five-year period from fiscal year 2015/2016 (beginning October 1, 2015) to fiscal year 2020/2021 (ending September 30, 2021).
1.4 Urban and Rural Planning Concepts

1.4.1 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 30 years 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 where 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;
- 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

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 in 2016 to update the Plan as well as create consistency with significantly revised statutory requirements.

1.4.2 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.

One growth management 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. Land development code provisions such as open space, landscaping, buffering and design related provisions can 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 and the protection of agriculture and natural resources.

1.4.3 Rural Development and Agricultural Preservation

For counties and local governments with a rural contingent like Santa Rosa, preservation of agriculture and rural lifestyle is 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, farmer’s markets and other agribusiness related land uses is also important. Santa Rosa County has prepared the Rural Development Plan which encompasses many of these concepts. This small area Plan’s recommendations have been incorporated into the County’s Comprehensive Plan.

1.4.4 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)

1.5 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.

1.5.1 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.

1.5.2 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.

1.5.3 Regional Agencies or Entities Involved in the Planning Process

The North West Florida Water Management District (NWFWMD) is responsible for managing water and land related resources. The NWFWMD provides research and enforces regulation for utilization of these resources. The NWFWMD permits well construction and consumptive use of water, regulates the management and storage of surface waters and stormwater runoff and monitors aquifer recharge. The NWFWMD 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 NWFWMD 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.

1.5.4 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 relationship to interlocal review of major Comprehensive Plan changes, utility planning and transportation planning.
1.6 Elements and Critical Components of the 2016 Plan

1.6.1 How the Elements Function Together

The various elements of the Comprehensive Plan have been designed to work together and critical relationships exists amongst the elements. The following table (Table 1-2) explains some of these relationships for the most important elements of the Plan.

1.6.2 Santa Rosa County's Planning Area Framework

A critical component of the 2016 Comprehensive Plan is recognizing the diversity of Santa Rosa County and building in some ability to plan for the various areas of the County in different ways. Santa Rosa is many things, it is a home for several military bases, it is agricultural in parts and historic in parts with rich culture, it is an urbanizing beachfront community, and it is a bedroom to the Pensacola urban area. Recognizing this within the Plan is mechanism for the County’s planning efforts to be more tailored and responsive to the needs of the various communities located within Santa Rosa.

Along these lines, the County has been divided into six separate and distinct planning areas (Map 1-2). 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 including any special or small area planning efforts within each larger planning area can be found within the Future Land Use Element’s Supporting Documentation. The main goals of the planning areas are also described in the Support Documentation for the Future Land Use Element.
<table>
<thead>
<tr>
<th>ELEMENT</th>
<th>RELATED ELEMENTS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Future Land Use</td>
<td><strong>Infrastructure</strong> – the availability of infrastructure and the County’s concurrency management system greatly influence the availability of raw land for development at higher densities and intensities in a financially sustainable manner.</td>
</tr>
<tr>
<td></td>
<td><strong>Conservation</strong> – the conservation element establishes areas of the County that are set aside for conservation purposes influencing the availability of lands for development.</td>
</tr>
<tr>
<td></td>
<td><strong>Transportation</strong> – the transportation network enables commerce and citizen mobility which are key development inputs.</td>
</tr>
<tr>
<td>Transportation</td>
<td><strong>Infrastructure</strong> - addresses public water and sewer, stormwater and solid waste, thereby helping to shape development trends within the planning horizon and influencing the analysis of transportation demand and facility need.</td>
</tr>
<tr>
<td></td>
<td><strong>Coastal Management</strong> - management of transportation services for the purposes of hazard mitigation.</td>
</tr>
<tr>
<td></td>
<td><strong>Recreation and Open Space</strong> - determines the location and types of recreational facilities for which access is necessary, as well as addressing conversions of abandoned transportation facilities to active recreational trails, and the establishment of an overall system of bikeways and pedestrian trails.</td>
</tr>
<tr>
<td></td>
<td><strong>Capital Improvements</strong> - transportation capital outlay, which should support the Goals, Objectives, and Policies of the Plan.</td>
</tr>
<tr>
<td>Capital Improvements</td>
<td><strong>Infrastructure</strong> – the LOS standards contained within the Infrastructure Element provide the Planning basis or establish the need for additional capital projects.</td>
</tr>
<tr>
<td></td>
<td><strong>Intergovernmental Coordination</strong> - provides opportunities to improve the County’s collaboration and coordination with other agencies, such as the Florida Department of Transportation, neighboring Counties and jurisdictions, and private utilities who are facility or service providers within the County.</td>
</tr>
<tr>
<td></td>
<td><strong>Recreation and Open Space</strong> - provides guidance on the development of recreational facilities within the County. This includes analysis of current facilities and policies related to needs.</td>
</tr>
<tr>
<td></td>
<td><strong>Future Land Use</strong> – the availability of infrastructure or planned infrastructure influences the ultimate development potential of the Future Land Use Map.</td>
</tr>
</tbody>
</table>
Conservation

**Future Land Use** – land characteristics that are described in the Conservation Element such as soil types or the presence of wetlands influence the development potential of the Future Land Use Map and also have influenced the development of conservations lands within the County.

**Recreation and Open Space** – The conservation lands within the County are an abundant resource for both recreational facilities and open space preservation and enhancement.
1.7 Plan Implementation

The following graphic (Figure 1-1) provides the main mechanisms by which the County’s Comprehensive Plan is implemented on an ongoing basis. In addition, other special planning efforts or projects can be implemented via inclusion into the Comprehensive Plan. For instance, elements or recommendations of the South End Bicycle and Pedestrian Master Plan or the Rural Development Plan are integrated into the Comprehensive Plan.

When amendments for land use changes are processed, these amendments are reviewed for consistency with the various elements of the Plan, particularly the Future Land Use, Infrastructure, and Conservation Elements. In this manner, the Plan provides guidance on future development proposals. The Plan is also implemented in part by the annual update of the Five Year Schedule of Capital Improvements. While public dollars will always be limited, capital projects that facilitate growth and development in accordance with the Plan ultimately implement the Plan. Finally, the County’s Land Development Code is the primary implementation mechanism that is utilized on a day to day basis. The Land Development Code contains regulations that are authorized by the Comprehensive Plan and ensure that the County is achieving the overall development related guidance that is contained within the Plan.

Figure 1-1: Implementation of the Comprehensive Plan
Future Land Use Element Supporting Documentation

1.0 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).

1.1 Santa Rosa County Land Use Planning Framework

Figure 1-2: Land Use Planning Inputs

As shown in Figure 1-2 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.

1.1.1 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.
1.1.2 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.

1.1.3 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.

1.1.4 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.

1.1.5 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.

1.2 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 1-2). 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.

1.2.1 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.

1.2.2 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.

1.2.3 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.

1.2.4 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.
1.2.5 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.

1.2.6 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.

1.2.7 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.
1.3 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.

1.3.1 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 1-3). The existing land use data for unincorporated Santa Rosa County is summarized in Tables 1-3 and 1-4.

As indicated in Table 1-3, 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 1-4 provides existing land use by planning area. Figure 1-3 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 1-3: Existing Residential and Commercial Land Uses for Select Growth Planning Areas (2015)
Table 1-3: Existing Land Use Change 2008-2013 in Unincorporated Santa Rosa County

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

*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 1-4 Existing Land Use Map Acreage by Planning Area

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

*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 1-4* shows the general location of these constraints and the planning area boundaries. *Table 1-5* 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>
<thead>
<tr>
<th>Planning Area</th>
<th>Vacant Acres</th>
<th>Vacant No Constraints</th>
<th>Percent Constrained</th>
</tr>
</thead>
<tbody>
<tr>
<td>East Milton</td>
<td>4,446</td>
<td>2,862</td>
<td>64%</td>
</tr>
<tr>
<td>Garcon Point</td>
<td>5,928</td>
<td>775</td>
<td>13%</td>
</tr>
<tr>
<td>Milton</td>
<td>17,317</td>
<td>10,236</td>
<td>59%</td>
</tr>
<tr>
<td>Navarre Beach</td>
<td>158</td>
<td>2</td>
<td>1%</td>
</tr>
<tr>
<td>North End</td>
<td>4,703</td>
<td>2,459</td>
<td>52%</td>
</tr>
<tr>
<td>Pace</td>
<td>12,474</td>
<td>6,772</td>
<td>54%</td>
</tr>
<tr>
<td>South End</td>
<td>8,702</td>
<td>3,348</td>
<td>38%</td>
</tr>
<tr>
<td>Total:</td>
<td>53,728</td>
<td>10,120</td>
<td>19%</td>
</tr>
</tbody>
</table>

*Source: Santa Rosa County GIS, 2014*
1.4 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.

1.4.1 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 where 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%).

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

1.5.1 Garcon Point Protection Area

The Garcon Point Protection Area was delineated based on wetland data that characterize the area as one of environmentally sensitive lands (reference Maps 6-8 and 6-9 in the Conservation Element support documentation). 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 1-6 below. As indicated in Table 1-6 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 1-7 provides the percentage of acres in each Future Land Use Map category within the Garcon Point Protection Area.
<table>
<thead>
<tr>
<th>Existing Land Use Classification</th>
<th>Acreage</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agriculture</td>
<td>720</td>
<td>3%</td>
</tr>
<tr>
<td>Agriculture Homestead</td>
<td>336</td>
<td>1%</td>
</tr>
<tr>
<td>Silviculture</td>
<td>4,902</td>
<td>20%</td>
</tr>
<tr>
<td>Conservation, Recreation and Open Space</td>
<td>820</td>
<td>3%</td>
</tr>
<tr>
<td>Institutional</td>
<td>56</td>
<td>0%</td>
</tr>
<tr>
<td>Publicly-Owned Land</td>
<td>3,838</td>
<td>15%</td>
</tr>
<tr>
<td>Vacant</td>
<td>7,644</td>
<td>31%</td>
</tr>
<tr>
<td>Residential Total:</td>
<td>2,210</td>
<td>9%</td>
</tr>
<tr>
<td>Single-Family (Low- to Medium-Density)</td>
<td>2,202</td>
<td>9%</td>
</tr>
<tr>
<td>Condominium/Townhouse (Medium- to High-Density)</td>
<td>6</td>
<td>0.02%</td>
</tr>
<tr>
<td>Multi-Family (Medium- to High-Density)</td>
<td>2</td>
<td>0.01%</td>
</tr>
<tr>
<td>Mixed Residential/Commercial</td>
<td>3</td>
<td>0.01%</td>
</tr>
<tr>
<td>Office</td>
<td>1</td>
<td>0.00%</td>
</tr>
<tr>
<td>Commercial</td>
<td>50</td>
<td>0.20%</td>
</tr>
<tr>
<td>Commercial Recreation</td>
<td>78</td>
<td>0.31%</td>
</tr>
<tr>
<td>Industrial</td>
<td>241</td>
<td>1%</td>
</tr>
<tr>
<td>Utilities</td>
<td>35</td>
<td>0%</td>
</tr>
<tr>
<td>Right-of-Way</td>
<td>1,676</td>
<td>7%</td>
</tr>
<tr>
<td>Water</td>
<td>45</td>
<td>0.18%</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>24,865</strong></td>
<td><strong>100%</strong></td>
</tr>
</tbody>
</table>

**Source:** Santa Rosa County Community Planning, Zoning and Development Division GIS, 2014
Table 1-7: Current Future Land Use Categories in the Garcon Point Protection Area

<table>
<thead>
<tr>
<th>Future Land Use Map Category</th>
<th>Acreage</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agriculture</td>
<td>1,060</td>
<td>7%</td>
</tr>
<tr>
<td>Commercial</td>
<td>201</td>
<td>1%</td>
</tr>
<tr>
<td>Conservation/Recreation</td>
<td>3,860</td>
<td>24%</td>
</tr>
<tr>
<td>Garcon Point Rural Residential</td>
<td>6,632</td>
<td>41%</td>
</tr>
<tr>
<td>Garcon Point Single Family Residential</td>
<td>3,290</td>
<td>20%</td>
</tr>
<tr>
<td>Industrial</td>
<td>90</td>
<td>1%</td>
</tr>
<tr>
<td>Mixed Residential Commercial</td>
<td>448</td>
<td>3%</td>
</tr>
<tr>
<td>Residential</td>
<td>349</td>
<td>2%</td>
</tr>
<tr>
<td>Single Family Residential</td>
<td>281</td>
<td>2%</td>
</tr>
<tr>
<td>Total:</td>
<td>16,211</td>
<td>100%</td>
</tr>
</tbody>
</table>

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

1.5.2 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 1-4 provides the existing land uses within the Navarre Beach Master Plan Area which is the same land area as the Navarre Beach Planning Area.

1.5.3 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 re-zonings 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 re-zonings 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.

1.5.4 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 1-4). 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 1-3 – 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.

1.5.5 Military Installation and Airport 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.

1.5.6 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.

1.5.7 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

**1.5.8 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.

1.6 Permanent and Seasonal Population

Population trends and projections for Santa Rosa County are presented in Table 1-8. 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>
<thead>
<tr>
<th></th>
<th>Population Trends</th>
<th>Population Projections</th>
</tr>
</thead>
<tbody>
<tr>
<td>Unincorporated County</td>
<td>42,671</td>
<td>68,196</td>
</tr>
<tr>
<td>% Increase per 10 years</td>
<td>59.00%</td>
<td>53.17%</td>
</tr>
<tr>
<td>Municipalities</td>
<td>13,317</td>
<td>13,412</td>
</tr>
<tr>
<td>% Increase/Decrease</td>
<td>0.70%</td>
<td>-0.92%</td>
</tr>
<tr>
<td>Total Population</td>
<td>55,988</td>
<td>81,608</td>
</tr>
<tr>
<td>% Increase/Decrease</td>
<td>45.80%</td>
<td>44.30%</td>
</tr>
</tbody>
</table>


1.6.1 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 1.7.2). 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 1-9.
### Table 1-9: Seasonal Population Projections, Santa Rosa County

<table>
<thead>
<tr>
<th></th>
<th>1995</th>
<th>2000</th>
<th>2010</th>
<th>2020</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Daily Average</td>
<td>Peak Season</td>
<td>Daily Average</td>
<td>Peak Season</td>
</tr>
<tr>
<td>Number of Hotel/Motel Units (1)</td>
<td>718</td>
<td>845</td>
<td>1,182</td>
<td>1,653</td>
</tr>
<tr>
<td>+ Number of Seasonal Dwelling Units (2)</td>
<td>639</td>
<td>972</td>
<td>972</td>
<td>972</td>
</tr>
<tr>
<td>Total Units</td>
<td>1,357</td>
<td>1,817</td>
<td>2,154</td>
<td>2,625</td>
</tr>
<tr>
<td>X Occupancy Rate (3)</td>
<td>61%</td>
<td>74%</td>
<td>61%</td>
<td>74%</td>
</tr>
<tr>
<td>X Persons Per Party (4)</td>
<td>2.6</td>
<td>2.6</td>
<td>2.6</td>
<td>2.6</td>
</tr>
<tr>
<td>Seasonal Population</td>
<td>2,152</td>
<td>2,611</td>
<td>2,882</td>
<td>3,496</td>
</tr>
</tbody>
</table>

**Sources:** (1) Florida Statistical Abstract (2010 and 2020 numbers calculated using previous year’s 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).

### 1.7 Availability of Facilities and Services to Accommodate Existing and Future Land Uses

#### 1.7.1 Transportation System

The Transportation Element (Chapter 2) 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 2, and illustrated on Map 2-1 of the Transportation Element Goals, Objectives, and Policies 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.
1.7.2 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 4, Infrastructure Element. Also, please see section 2.9.5.1 below regarding the Annual Utilities Operational Status Report which is included herein by reference.

1.7.3 Solid Waste Facilities

A more detailed discussion of solid waste facilities and services is contained in Chapter 4, Infrastructure Element.

1.7.4 Stormwater Management Facilities

A more detailed discussion of stormwater management facilities and services is contained in Chapter 4, Infrastructure Element.

1.7.5 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 4, Infrastructure Element.

1.7.5.1 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.
1.7.5.2 Water Supplies Facilities Work Plan

The Northwest Florida Water Management District (NFWWMD) 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.

1.7.5.3 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.
1.7.6 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 7, Recreation and Open Space Element.

1.8 Future Land Use Map

The Future Land Use Map, Map 1-1 of the policy document and Map 1-5 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 1-10 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 Estate Residential Category: This category is intended to provide suitable areas for agriculture and silviculture activities. 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 5 acres 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 Point 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 commer¬cial 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 1-10 Future Land Use Map Acreage by Category and Planning Area, Total County

<table>
<thead>
<tr>
<th>Land Use Category</th>
<th>South End</th>
<th>Garcon Point</th>
<th>Pace Area</th>
<th>Milton Area</th>
<th>East Milton</th>
<th>Rural North</th>
<th>Total County</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Peninsula</td>
<td>Navarre Beach</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Agriculture</td>
<td>336</td>
<td>1,060</td>
<td>30,931</td>
<td>27,598</td>
<td>13,452</td>
<td>228,253</td>
<td>300,668</td>
</tr>
<tr>
<td>Single Family Residential</td>
<td>17,423</td>
<td>281</td>
<td>10,948</td>
<td>15,829</td>
<td>1,406</td>
<td>213</td>
<td>48,804</td>
</tr>
<tr>
<td>Medium Density Residential</td>
<td>120</td>
<td>44</td>
<td>3</td>
<td></td>
<td></td>
<td></td>
<td>167</td>
</tr>
<tr>
<td>Residential</td>
<td>992</td>
<td>349</td>
<td>1,034</td>
<td>797</td>
<td>51</td>
<td></td>
<td>2,875</td>
</tr>
<tr>
<td>Commercial</td>
<td>1,641</td>
<td>201</td>
<td>1,079</td>
<td>155</td>
<td>436</td>
<td></td>
<td>4,976</td>
</tr>
<tr>
<td>Conservation/Recreation</td>
<td>263</td>
<td>262</td>
<td>3,860</td>
<td>15,605</td>
<td>3,721</td>
<td>24,114</td>
<td>131,528</td>
</tr>
<tr>
<td>Garcon Point Single Family Residential</td>
<td>3,290</td>
<td>3,942</td>
<td>1,476</td>
<td></td>
<td></td>
<td></td>
<td>8,153</td>
</tr>
<tr>
<td>Garcon Point Rural Residential</td>
<td>6,632</td>
<td>6,630</td>
<td>1,476</td>
<td></td>
<td></td>
<td></td>
<td>8,153</td>
</tr>
<tr>
<td>Bagdad Historic</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>157</td>
</tr>
<tr>
<td>Industrial</td>
<td>1,011</td>
<td>90</td>
<td>1,851</td>
<td>3,182</td>
<td>1,184</td>
<td>553</td>
<td>7,778</td>
</tr>
<tr>
<td>Military</td>
<td>194</td>
<td>208</td>
<td>3,355</td>
<td>1,269</td>
<td>169</td>
<td></td>
<td>71,155</td>
</tr>
<tr>
<td>Mixed Residential Commercial</td>
<td>2,684</td>
<td>448</td>
<td>1,185</td>
<td>10</td>
<td></td>
<td></td>
<td>3,881</td>
</tr>
<tr>
<td>Marina</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>78</td>
</tr>
<tr>
<td>Navarre Bch Commercial</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>32</td>
</tr>
<tr>
<td>Navarre Beach Low Density Residential</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>99</td>
</tr>
<tr>
<td>Navarre Beach Medium Density Residential</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>145</td>
</tr>
<tr>
<td>Navarre Beach Medium High Density Residential</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>150</td>
</tr>
<tr>
<td>Navarre Beach High Density Residential</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>11</td>
</tr>
<tr>
<td>Navarre Beach Mixed Residential Commercial</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>40</td>
</tr>
<tr>
<td>Navarre Beach Utilities</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>48</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>19</td>
</tr>
</tbody>
</table>

Source: Santa Rosa County Community Planning, Zoning and Development Division GIS, 2014
1.9 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.

1.9.1 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 1-11 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 1-5) indicates that the South End Planning Area (peninsula) contains the most vacant land designated for residential development with the Pace area very close.
Table 1-11: Residential Unit Development Potential on the Current FLUM (2014)

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

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

Figure 1-5

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

[Pie chart showing distribution of vacant land by area with labels for South End Penninsula, Pace, Milton, East Milton]
1.9.2 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 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 1-6 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 1-12 shows current Future Land Use Map designations for residential development types, including built units, for the growth areas of the County. Figure 1-7 shows these allocations by Planning area, with the Milton, Pace and South End areas having very close acreage designations for residential development.

Figure 1-6

Vacant Land (Acres) Designated for MF Residential Development
Santa Rosa County Comprehensive Plan Future Land Use Map
2014
Table 1-12: Future Land Use Category Acreage by Planning Area and Existing Residential Units by Planning Area

<table>
<thead>
<tr>
<th>Future Land Use Map Category</th>
<th>South End Acres</th>
<th>South End Units</th>
<th>Navarre Beach Acres</th>
<th>Navarre Beach Units</th>
<th>Garcon Point Acres</th>
<th>Garcon Point Units</th>
<th>Pace Acres</th>
<th>Pace Units</th>
<th>Milton Acres</th>
<th>Milton Units</th>
<th>East Milton Acres</th>
<th>East Milton Units</th>
<th>Total County Acres</th>
<th>Total County Units</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agriculture</td>
<td>336</td>
<td>97</td>
<td>1,060</td>
<td>8</td>
<td>30,931</td>
<td>1,587</td>
<td>27,598</td>
<td>1,519</td>
<td>13,452</td>
<td>1,236</td>
<td>300,668</td>
<td>8,708</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Single Family Residential</td>
<td>17,423</td>
<td>17,242</td>
<td>281</td>
<td>1</td>
<td>10,948</td>
<td>10,969</td>
<td>15,829</td>
<td>7,551</td>
<td>1,406</td>
<td>588</td>
<td>48,804</td>
<td>36,441</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Medium Density Residential</td>
<td>120</td>
<td>17</td>
<td>44</td>
<td>9</td>
<td>3</td>
<td>11</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Residential</td>
<td>992</td>
<td>2940</td>
<td>349</td>
<td>7</td>
<td>1,034</td>
<td>1,538</td>
<td>797</td>
<td>1644</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Commercial</td>
<td>1,641</td>
<td>695</td>
<td>201</td>
<td>48</td>
<td>1659</td>
<td>241</td>
<td>1,079</td>
<td>360</td>
<td>155</td>
<td>152</td>
<td>4,976</td>
<td>1,580</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Conservation Recreation</td>
<td>263</td>
<td>0</td>
<td>262</td>
<td>3,860</td>
<td>15,605</td>
<td>1</td>
<td>3,721</td>
<td>10</td>
<td>24,114</td>
<td>1</td>
<td>177,762</td>
<td>276</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Garcon Point Single Family Residential</td>
<td>3,290</td>
<td>1,100</td>
<td>3,942</td>
<td>285</td>
<td>713</td>
<td>120</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>4,682</td>
<td>1,505</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Garcon Point Rural Residential</td>
<td>6,632</td>
<td>331</td>
<td>6,630</td>
<td>11</td>
<td>1,476</td>
<td>41</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>8,153</td>
<td>383</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Bagdad Historic</td>
<td>1,011</td>
<td>23</td>
<td>90</td>
<td>1,851</td>
<td>8</td>
<td>3,182</td>
<td>37</td>
<td>1,184</td>
<td>8</td>
<td>7,778</td>
<td>89</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Industrial</td>
<td>194</td>
<td>0</td>
<td>208</td>
<td>0</td>
<td>3,355</td>
<td>16</td>
<td>1,269</td>
<td>0</td>
<td>71,155</td>
<td>16</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Military</td>
<td>2,684</td>
<td>3,933</td>
<td>448</td>
<td>124</td>
<td>1,185</td>
<td>1</td>
<td>10</td>
<td>0</td>
<td>3,881</td>
<td>3,934</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Marina</td>
<td>41</td>
<td>27</td>
<td>1,236</td>
<td>78</td>
<td>27</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Navarre Beach Commercial</td>
<td>31</td>
<td>5</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>32</td>
<td>5</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Navarre Beach Low Density Residential</td>
<td>97</td>
<td>284</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>99</td>
<td>284</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Navarre Beach Medium Density Residential</td>
<td>145</td>
<td>296</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>150</td>
<td>296</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Navarre Beach Medium High Density Residential</td>
<td>11</td>
<td>104</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>11</td>
<td>104</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Navarre Beach High Density Residential</td>
<td>39</td>
<td>688</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>40</td>
<td>688</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Navarre Beach Mixed Residential Commercial</td>
<td>47</td>
<td>447</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>48</td>
<td>447</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Navarre Beach Utilities</td>
<td>19</td>
<td>0</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>19</td>
<td>0</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

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.
1.19.3 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 1-8 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.
The following figure (Figure 1-9) 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 that 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.
1.10 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.
1.0 Future Land Use Element Goals, Objectives, and Policies

Goal 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, while protecting important natural and economic resources.

Objective 1.1.A: 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 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 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: the suitability of topography and soil types for septic drain field systems, potable water wells, stormwater management facilities and requirements, 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, appropriate engineering manuals and specifications, the adopted Land Development Code, and applicable Building Codes.

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

Policy 1.1.A.4: Reserved

Policy 1.1.A.5: Reserved

Policy 1.1.A.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 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) 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 Estate Residential Category: This category is intended to provide suitable areas for agriculture and silviculture activities. 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 5 acres of land. General and neighborhood commercial land uses are also permitted within the Rural Communities Overlay Districts.

Agriculture Category - 2: This category is intended to provide suitable areas for agriculture and silviculture activities. 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 15 acres of land. General and neighborhood commercial land uses are also permitted within the Rural Communities Overlay Districts.

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.

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.

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, tripplexes, 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, tripplexes, 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, tripplexes, 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.


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.
6) Rural Area Crossroads Communities: The Rural Development Plan has been implemented, in part, through the creation of the Rural Development Crossroads Communities.

Policy 1.1.A.8: Rosemary Sound Overlay: 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 1.1.A. 9: Reserved
Policy 1.1.A.10: Reserved
Policy 1.1.A.11: Water and wastewater treatment facilities shall be allowed in all of the Future Land Use designations provided in Policy 1.1.A. 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 1.1.A.12: Permitted dwelling units for the following parcels are limited to the number of units indicated below:

<table>
<thead>
<tr>
<th>Parcel Numbers</th>
<th>Maximum Allowable Dwelling Units</th>
</tr>
</thead>
<tbody>
<tr>
<td>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)</td>
<td>900</td>
</tr>
<tr>
<td>28-2N-29-0000-00300-0000</td>
<td>60</td>
</tr>
<tr>
<td>Case</td>
<td>Parcel Number(s)</td>
</tr>
<tr>
<td>------------</td>
<td>----------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>07-R-044</td>
<td>APO 26-2N-29-0000-00200-0000</td>
</tr>
<tr>
<td>07-R-045</td>
<td>08-1N-29-0000-01400-0000</td>
</tr>
<tr>
<td>07-R-046</td>
<td>APO 25-2N-29-0000-00100-0000</td>
</tr>
<tr>
<td>07-R-050</td>
<td>13-1N-29-0000-01200-0000</td>
</tr>
<tr>
<td>07-R-054</td>
<td>11-1N-29-3100-01000-0010</td>
</tr>
<tr>
<td>07-R-092</td>
<td>APO 34-2N-29-0000-00101-0000</td>
</tr>
<tr>
<td></td>
<td>34-2N-29-0000-00100-0000</td>
</tr>
<tr>
<td></td>
<td>34-2N-29-0000-00104-0000</td>
</tr>
<tr>
<td>07-R-093</td>
<td>13-1N-29-0000-01005-0000</td>
</tr>
<tr>
<td>07-R-094</td>
<td>APO 34-2N-29-0000-00623-0000</td>
</tr>
<tr>
<td>08-R-039</td>
<td>26-1N-29-0000-00201-0000</td>
</tr>
<tr>
<td></td>
<td>27-1N-29-0000-01002-0000</td>
</tr>
<tr>
<td></td>
<td>28-1N-29-0000-00100-0000</td>
</tr>
<tr>
<td></td>
<td>29-1N-29-0000-00100-0000</td>
</tr>
<tr>
<td></td>
<td>29-1N-29-0000-00101-0000</td>
</tr>
<tr>
<td></td>
<td>29-1N-29-0000-00102-0000</td>
</tr>
<tr>
<td></td>
<td>29-1N-29-0000-00300-0000</td>
</tr>
<tr>
<td></td>
<td>30-1N-29-0000-00200-0000</td>
</tr>
<tr>
<td></td>
<td>31-1N-29-0000-00302-0000</td>
</tr>
<tr>
<td></td>
<td>34-1N-29-0000-00400-0000</td>
</tr>
<tr>
<td></td>
<td>34-1N-29-0000-00500-0000</td>
</tr>
<tr>
<td></td>
<td>35-1N-29-0000-02502-0000</td>
</tr>
<tr>
<td></td>
<td>35-1N-29-0000-02503-0000</td>
</tr>
<tr>
<td></td>
<td>35-1N-29-0000-03002-0000</td>
</tr>
</tbody>
</table>

Policy 1.1.A.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 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.

Objective 1.1.B: 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 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 1.1.B.3: 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 1.1.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.

59
Policy 1.1.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 Policies 4.4.B.2 and 4.4.B.10 of the Infrastructure Element.

**Objective 1.1.C:** The County shall provide for the redevelopment and renewal of blighted or underutilized areas.

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

Policy 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 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.

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

**Objective 1.1.D:** To ensure the protection of natural resources and historical resources.

Policy 1.1.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 1.1.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.

Policy 1.1.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 1.1.D.4: Consistent with Policy 6.1.A.5, 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 1.1.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.

Policy 1.1.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 1.1.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 1.1.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 1.1.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 1.1.E:** To discourage the proliferation of urban sprawl that might create a financial hardship for the County at some point in the future.

Policy 1.1.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 1.1.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. The County may consider the following indicators of Urban Sprawl when considering amendments to this Plan:

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 1.1.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 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;

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; 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.

Policy 1.1.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).

**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 residential, commercial, and industrial development and 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.

Policy 1.2.A.1: The County shall insure the availability of suitable land for infrastructure necessary to support proposed development including residential, commercial, and industrial development.

Policy 1.2.A.2: The County shall include land acquisition within its Capital Improvements Element (reference Chapter 8 of this Plan) and within its Capital Improvements Program when necessary to provide for public lands for county owned utility facilities.

Policy 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 1.2.B:** Enhance community/neighborhood design through the joint use of public educational facilities and the integration of public educational facilities with neighborhoods.

Policy 1.2.B.1: When possible, encourage the location of parks, recreation and community facilities in new and existing communities in conjunction with school sites.

Policy 1.2.B.2: Enhance community/neighborhood design through effective public school facility design and siting standards.

Policy 1.2.B.3: Work with the Santa Rosa County School Board and charter school sponsors to identify new school sites that would serve as community focal points and serve as the cornerstone for innovative community design standards.

Policy 1.2.B.4: Provide school sites and facilities through planned neighborhoods, unless precluded by existing development patterns.
Policy 1.2.B.5: Support and encourage the location of new elementary and middle schools, unless otherwise required, as components of residential neighborhoods.

Policy 1.2.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 1.2.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 1.2.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 1.2.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 1.2.C.3: Coordinate with the School Board to establish procedures and standards for public school siting as part of area wide planning studies.

Policy 1.2.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 1.2.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 1.3:** 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 1.3.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 1.3.A.1: 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...
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 Map 1-2.

Policy 1.3.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 1.3.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 1.3.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 1.3.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 1.3.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 1.3.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 1.3.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 1.3.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 1.3.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 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 1.3.B.6: The County will continue to coordinate with NAS Whiting Field representatives regarding the County’s economic development program.

Policy 1.3.B.7: 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 1.3.B.8: 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 Transportation Element Supporting Documentation

2.1 Introduction

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

2.2. Making the Land Use Connection

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

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

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

2.3 Relationship to Other Elements of the Comprehensive Plan

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

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

The Infrastructure Element addresses public water and sewer, stormwater and solid waste, thereby helping to shape development trends within the planning horizon and influencing the analysis of transportation demand and facility need.
The *Conservation/Coastal Element* identifies all County natural resources in need of management and conservation, due to their function or characteristics. This includes management of transportation services for the purposes of both conservation and hazard mitigation.

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

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

### 2.4 Transportation Planning Concepts

#### 2.4.1 Urban, Transitioning and Rural Areas

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

<table>
<thead>
<tr>
<th>Table 2-1: FHWA Area Definitions</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Population Range</strong></td>
</tr>
<tr>
<td><strong>Urban Area</strong></td>
</tr>
<tr>
<td><strong>Small Urban Area (From Clusters)</strong></td>
</tr>
<tr>
<td><strong>Urbanized Area</strong></td>
</tr>
</tbody>
</table>

*Map 2-1* depicts the functional classifications for Santa Rosa County roadways and the FHWA designated areas used in determining these functional classifications.
2.4.1.1. Urbanized Area

The urbanized area is an important factor in determining the functional classification of a roadway, as well as determining the area within the County to be part of the planning area of the Transportation Planning Organization. The Urbanized Area Boundary is an area that consists of a densely settled core of census tracts and census blocks that meet minimum population density requirements, along with adjacent densely settled surrounding census blocks that together encompass a population of at least 50,000 people. These areas are initially established by the U.S. Bureau of Census with the decennial census and for transportation purposes adjusted slightly by the TPO, in consultation with FDOT and the Federal Highway Administration.

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

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

2.4.1.2 Transitioning Area

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

2.4.1.3 Rural Area

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

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

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

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

**Table 2-2: Functional Classification Hierarchy**

<table>
<thead>
<tr>
<th>Urban</th>
<th>Rural</th>
</tr>
</thead>
<tbody>
<tr>
<td>Principal Arterial</td>
<td>Principal Arterial</td>
</tr>
<tr>
<td>Minor Arterial</td>
<td>Minor Arterial</td>
</tr>
<tr>
<td>Major Collector</td>
<td>Major Collector</td>
</tr>
<tr>
<td>Minor Collector</td>
<td>Minor Collector</td>
</tr>
<tr>
<td>Local</td>
<td>Local</td>
</tr>
</tbody>
</table>
2.5 Level of Service Standards

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

**Level of Service A:**
- Uninterrupted flow
- No restriction on maneuverability
- Little or no delay

**Level of Service B:**
- Stable flow conditions
- Operating speed begins to be restricted

**Level of Service C:**
- Speed and maneuverability restricted by higher traffic volumes
- Satisfactory operating speed for urban conditions
- Delay at signals

**Level of Service D:**
- Low speeds
- Major delays at signals
- Little freedom to maneuver

**Level of Service E:**
- Lower operating speeds
- Volumes at or near capacity
- Major delays and stoppages

**Level of Service F:**
- Low speeds
- Stoppages for long periods because of downstream congestion

2.6 Current Transportation Planning Framework

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

The Florida Department of Transportation (FDOT) is the agency responsible for the planning, design, construction, and maintenance of the state highway system. The state highway system is established by Florida Statutes, and consists of all State and Federally designated roadways. The state has designated selected segments of the state highway system the Strategic Intermodal System (SIS). The SIS is made up of hubs (seaports, airports, bus terminals) and corridors (railways, waterways, and highways). In Santa Rosa County, I-10, SR 87 south of I-10, the CSX Railroad, and the Intracoastal Waterway are on the SIS. The FDOT has adopted The Florida Transportation Plan, which is part of the State Comprehensive Plan and guides major transportation planning for state facilities. Every year, the FDOT develops, with the cooperation of the TPOs, the Five-Year Work Program, which establishes priorities and funding for specific transportation improvement projects. Project priorities are established by the County Commission for improvements within the area outside of the urbanized area, generally north of Whiting Field. The Florida – Alabama Transportation Planning Organization (TPO) establishes priorities for roadway improvements within the urbanized area of the County (generally south of Whiting Field).
The western and eastern portions of south Santa Rosa County lie within two census-defined urbanized areas: the Pensacola and Fort Walton Beach - Navarre – Wright census-defined urbanized areas. For ease of administration, all Santa Rosa County Commissioners are voting members of the Florida – Alabama Transportation Planning Organization (TPO) and the Navarre area is included in the planning area of the Florida – Alabama TPO. One Santa Rosa County Commissioner, representing Holley-Navarre, is a non-voting member of the Okaloosa – Walton TPO. The Northwest Florida Regional TPO was created in 2004 to coordinate plans of the Florida – Alabama and Okaloosa – Walton TPOs. The TPOs serve as the lead agencies for regional transportation planning. Much of the information in the Element was derived from TPO plans.

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

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

2.7 Transportation Planning Demographics

Santa Rosa County encompasses 1,012 square miles or 647,680 acres. In terms of population density, Santa Rosa County's overall density in 2000 was 115 persons per square mile or 0.18 person per acre. In 2010, that number has increased to 158 persons per square mile or 0.25 person per acre. However, these densities are misleading since a large part of the county is within either Eglin Air Force Base or Blackwater River State Forest and, thus, cannot be developed. In addition, these densities do not recognize that the northern section of Santa Rosa County is largely agricultural. Population densities in the more heavily developed central and southern portions of the county are much higher:

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

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

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

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

2.8 Santa Rosa County Transportation System Description

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

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

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

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

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

2.8.1.1 Coastal Evacuation

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

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

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

Two distinct sets of analyses were conducted using the SRESP evacuation transportation model, including one set of analysis for growth management purposes and one set of analysis for emergency management purposes. The two sets of analysis include the following:
Base Scenarios – The base scenarios were developed to estimate a series of worst case scenarios and are identical for all eleven Regional Planning Councils across the State. These scenarios assume 100 percent of the vulnerable population evacuates and includes impacts from counties outside of the RPC area. These scenarios are generally designed for growth management purposes, in order to ensure that all residents that choose to evacuate during an event are able to do so. These times are provided in Tables 2-3 and 2-4 below.

Operational Scenarios – The operational scenarios were developed by the RPCs in coordination with local county emergency managers and are designed to provide important information to emergency management personnel to plan for different storm events. These scenarios are different from region to region and vary for each evacuation level.

Table 2-3: 2010 Clearance Times for Base Scenario

<table>
<thead>
<tr>
<th>Clearance Time to Shelter</th>
<th>Evacuation Level A Base Scenario</th>
<th>Evacuation Level B Base Scenario</th>
<th>Evacuation Level C Base Scenario</th>
<th>Evacuation Level D Base Scenario</th>
<th>Evacuation Level E Base Scenario</th>
</tr>
</thead>
<tbody>
<tr>
<td>Santa Rosa</td>
<td>13.0</td>
<td>12.5</td>
<td>13.0</td>
<td>13.0</td>
<td>13.5</td>
</tr>
<tr>
<td>In County Clearance Times</td>
<td>Santa Rosa</td>
<td>14.5</td>
<td>14.5</td>
<td>14.5</td>
<td>21.5</td>
</tr>
<tr>
<td>Out of County Clearance Times</td>
<td>Santa Rosa</td>
<td>14.5</td>
<td>14.5</td>
<td>14.5</td>
<td>21.5</td>
</tr>
<tr>
<td>Regional Clearance Times</td>
<td>West Florida</td>
<td>15.0</td>
<td>15.0</td>
<td>15.0</td>
<td>23.0</td>
</tr>
</tbody>
</table>

Table 2-4: 2015 Clearance Times for Base Scenario

<table>
<thead>
<tr>
<th>Clearance Time to Shelter</th>
<th>Evacuation Level A Base Scenario</th>
<th>Evacuation Level B Base Scenario</th>
<th>Evacuation Level C Base Scenario</th>
<th>Evacuation Level D Base Scenario</th>
<th>Evacuation Level E Base Scenario</th>
</tr>
</thead>
<tbody>
<tr>
<td>Santa Rosa</td>
<td>12.5</td>
<td>12.5</td>
<td>13.0</td>
<td>13.0</td>
<td>14.5</td>
</tr>
<tr>
<td>In County Clearance Times</td>
<td>Santa Rosa</td>
<td>14.5</td>
<td>14.5</td>
<td>14.5</td>
<td>26.0</td>
</tr>
<tr>
<td>Out of County Clearance Times</td>
<td>Santa Rosa</td>
<td>14.5</td>
<td>14.5</td>
<td>14.5</td>
<td>26.5</td>
</tr>
<tr>
<td>Regional Clearance Times</td>
<td>Santa Rosa</td>
<td>15.0</td>
<td>15.0</td>
<td>15.0</td>
<td>28.0</td>
</tr>
</tbody>
</table>

Source: Statewide Regional Study Program – West Florida Volume 4-1
2.8.2 Mass Transit

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

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

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

2.8.2.1 Transportation Disadvantaged Program Overview

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

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

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

Local Coordinating Board (LCB)

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

The Santa Rosa County Board of County Commissioners
Florida Department of Transportation
Community Action
Florida Department of Children & Family Services
Florida Department of Labor & Employment Security
Florida Department of Elder Affairs
Florida Agency for Health Care Administration
Santa Rosa District Schools
Early Childhood Services
1 Economically disadvantaged member of the community
1 Elderly member of the community
Persons with Disabilities
1 Citizen advocate- system user
1 Citizen advocate- non-user
Private Transportation Industry
Mass Transit Agency
County Veterans Services

Designated Official Planning Agency (DOPA)

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

Transportation Disadvantaged Service Plan (TDSP)

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

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

### 2.8.3 Rail Facilities

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

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

### 2.8.4 Aviation Facilities

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

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

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

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

The County leases 97 hangars at the airport for general aviation use. Fixed base operator (FBO) services are contracted.
Peter Prince Field shares airspace with Naval Air Station Whiting Field (NAS Whiting). The airport is within the Pensacola Approach/Departure Control Zone and NAS Whiting Airport RADAR Service Area (ARSA). Approach/Departure control for the NAS Whiting ARSA and Peter Prince Field is handled by Pensacola Approach control. There is no air traffic control tower at Peter Prince Field. A GCO communications unit to facilitate instrument departures and arrivals, and a Super Unicorn automatically transmitting safety information (including visibility for instrument approaches) are fully operational.

2.8.4.1 Airport Surrounding Land Use Considerations

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

2.8.5 Ports and Freight

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

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

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

2.8.6.1 Sidewalks and Bike Facilities

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

2.8.6.2 Santa Rosa County Trail System

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

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

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

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

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

2.9.2 Constrained, Backlogged and Congested Roadway Segments

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

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

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

Table 2-5: Congested Roads in Santa Rosa County

<table>
<thead>
<tr>
<th>Road</th>
<th>Segment</th>
<th>Designation</th>
</tr>
</thead>
<tbody>
<tr>
<td>SR 30 (US 98)</td>
<td>Pensacola Bay Bridge to CR 399</td>
<td>Very Congested</td>
</tr>
<tr>
<td></td>
<td>(East Bay Blvd)</td>
<td></td>
</tr>
<tr>
<td>SR 30 (US 98)</td>
<td>CR 399 (East Bay Blvd) to SR 87S</td>
<td>Congested</td>
</tr>
<tr>
<td>SR 30 (US 98)</td>
<td>SR 87S to Okaloosa County Line</td>
<td>Very Congested</td>
</tr>
<tr>
<td>SR 10 (US 90)</td>
<td>Escambia Bay Bridge to CR 197</td>
<td>Very Congested</td>
</tr>
<tr>
<td></td>
<td>(Chumuckla Hwy)</td>
<td></td>
</tr>
<tr>
<td>SR 10 (US 90)</td>
<td>CR 197 (Chumuckla Hwy) to SR 281</td>
<td>Congested</td>
</tr>
<tr>
<td></td>
<td>(Avalon Blvd)</td>
<td></td>
</tr>
<tr>
<td>SR 10 (US 90)</td>
<td>SR 281 (Avalon Blvd) to CR 89</td>
<td>Very Congested</td>
</tr>
<tr>
<td></td>
<td>(Ward Basin Rd)</td>
<td></td>
</tr>
<tr>
<td>SR 10 (US 90)</td>
<td>CR 89 (Ward Basin Rd) to SR 87S</td>
<td>Borderline Congested</td>
</tr>
<tr>
<td>CR 197 (Woodbine Rd)</td>
<td>SR10 (US 90) to Cobblestone Drive</td>
<td>Congested</td>
</tr>
<tr>
<td>SR 89N</td>
<td>SR10 (US 90) to Hamilton Bridge Rd</td>
<td>Borderline Congested</td>
</tr>
</tbody>
</table>
2.9.3 Current LOS - Roadways

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

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

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

2.9.4 Analysis of Future Roadway Deficiencies

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

Roadways that are projected to experience operating deficiencies based on historic traffic growth rates are US90, US98 and Woodbine Road. By the end of the planning horizon, 2023, deficiencies can also be expected on SR89N from US90 to Hamilton Bridge Road, Chumuckla Highway, West and East Spencer Field Roads, Glover Lane, the eastern section of Berryhill Road, and the Navarre Beach Bridge. The discussion below describes planned roadway improvements that will mitigate congestion on the deficient segments of roadway.
### TABLE 2-6: AADT MAX VOLUME (TARGET) LOS, 2023 LOS, and 2013 LOS

#### COUNTY ROADS

<table>
<thead>
<tr>
<th>Segment (From / To)</th>
<th>2023 CMPP</th>
<th>AADT LOS</th>
<th>2013 AADT LOS</th>
</tr>
</thead>
<tbody>
<tr>
<td>CR 89 (Ward Basin Rd)</td>
<td>I-10 US 90</td>
<td>D C C</td>
<td></td>
</tr>
<tr>
<td>CR 184 (Hickory Hammock)</td>
<td>CR 89 SR 87</td>
<td>D B B</td>
<td></td>
</tr>
<tr>
<td>CR 184 (Quintette Rd)</td>
<td>Escambia Co Line Myree Lane</td>
<td>C B B</td>
<td></td>
</tr>
<tr>
<td>CR 184 A (Berryhill Rd)</td>
<td>CR 197 SR 89</td>
<td>D D C</td>
<td></td>
</tr>
<tr>
<td>CR 197 (Florida Town Rd)</td>
<td>Diamond Rd US 90</td>
<td>D C C</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Chumuckla Highway US 90</td>
<td>CR 184 (Quintette Rd) D C C</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Quintette Rd Luther Fowler Rd</td>
<td>D C C</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Luther Fowler Rd Ten Mile Rd</td>
<td>C C B</td>
<td></td>
</tr>
<tr>
<td>CR 197 A (Bell Lane)</td>
<td>CR 191 B US 90</td>
<td>D C C</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Woodbine Rd US 90</td>
<td>CR 197 (Chumuckla Hwy) D D C</td>
<td></td>
</tr>
<tr>
<td>CR 399 (Pensacola Bch Blvd)</td>
<td>SR 30 (US 98) Via Deluna</td>
<td>D B B</td>
<td></td>
</tr>
<tr>
<td></td>
<td>East Bay Blvd US 98</td>
<td>SR 87 D C C</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Gulf Boulevard Escambia Co Line</td>
<td>SR 30 (US 98) D C C</td>
<td></td>
</tr>
<tr>
<td>Road Name</td>
<td>Left End</td>
<td>Right End</td>
<td>Classification</td>
</tr>
<tr>
<td>-----------------------------------------------</td>
<td>-------------------------------------------------------------------------</td>
<td>--------------------------------------------------------------------------</td>
<td>----------------</td>
</tr>
<tr>
<td>CR 191 Munson Hwy</td>
<td>SR 87N</td>
<td>SR 4</td>
<td>C C C</td>
</tr>
<tr>
<td>CR 191 Garcon Point Road</td>
<td>SR 281 (Avalon)</td>
<td>Milton City Limits</td>
<td>D B B</td>
</tr>
<tr>
<td>CR 191 Willard Norris Rd</td>
<td>CR 197 (Chumuckla Hwy)</td>
<td>SR 89 N (Dogwood Dr)</td>
<td>D C C</td>
</tr>
<tr>
<td>CR 191B/281B (Sterling Way/Cyanamid Rd)</td>
<td>Entire Road</td>
<td></td>
<td>D C C</td>
</tr>
<tr>
<td>CR 182 (Allentown School Road)</td>
<td>Entire Road</td>
<td></td>
<td>C B B</td>
</tr>
<tr>
<td>East Spencer Field Road</td>
<td>Entire Road</td>
<td></td>
<td>D D D</td>
</tr>
<tr>
<td>CR 197B (West Spencer Field Road)</td>
<td>Entire Road</td>
<td></td>
<td>D</td>
</tr>
<tr>
<td>Pine Blossom Road</td>
<td>Entire Road</td>
<td></td>
<td>D</td>
</tr>
<tr>
<td>Glover Lane</td>
<td>Entire Road</td>
<td></td>
<td>D</td>
</tr>
<tr>
<td>Hamilton Bridge Road</td>
<td>Entire Road</td>
<td></td>
<td>D C C</td>
</tr>
<tr>
<td>Edgewood Drive</td>
<td>Entire Road</td>
<td></td>
<td>D</td>
</tr>
<tr>
<td>STATE ROADS</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>-------------</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>SR 4</strong></td>
<td>Escambia Co Line</td>
<td>CR 399 N (Neal Jones Rd)</td>
<td>C</td>
</tr>
<tr>
<td></td>
<td>CR 399 N (Neal Jones Rd)</td>
<td>Okaloosa Co Line</td>
<td>C</td>
</tr>
<tr>
<td><strong>SR 8 (I-10)</strong></td>
<td>Scenic Hwy</td>
<td>End of 6 Lanes</td>
<td>D</td>
</tr>
<tr>
<td><strong>SIS</strong></td>
<td>End of 6 Lanes</td>
<td>SR 281 (Avalon Blvd)</td>
<td>D</td>
</tr>
<tr>
<td></td>
<td>SR 281 (Avalon Blvd)</td>
<td>SR 87 Urbanized Area Boundary</td>
<td>D</td>
</tr>
<tr>
<td></td>
<td>SR 87 Urbanized Area Boundary</td>
<td>Okaloosa Co Line</td>
<td>C</td>
</tr>
<tr>
<td><strong>SR 10 (US 90)</strong></td>
<td>Escambia Co Line</td>
<td>East Spencer Field Road</td>
<td>D</td>
</tr>
<tr>
<td></td>
<td>East Spencer Field Road</td>
<td>SR 281 (Avalon Blvd)</td>
<td>D</td>
</tr>
<tr>
<td></td>
<td>SR 281 (Avalon Blvd)</td>
<td>SR 87 (Stewart Street)</td>
<td>D</td>
</tr>
<tr>
<td></td>
<td>SR 87 (Stewart Street)</td>
<td>Airport Road</td>
<td>D</td>
</tr>
<tr>
<td></td>
<td>Airport Road</td>
<td>SR 87S (Milton Road)</td>
<td>D</td>
</tr>
<tr>
<td></td>
<td>SR 87S (Milton Road)</td>
<td>Okaloosa Co Line</td>
<td>C</td>
</tr>
<tr>
<td><strong>SR 30 (US 98)</strong></td>
<td>Escambia Co Line</td>
<td>Fairpoint Drive</td>
<td>D</td>
</tr>
<tr>
<td></td>
<td>Fairpoint Drive</td>
<td>SR 399 (Pensacola Bch Blvd)</td>
<td>D</td>
</tr>
<tr>
<td></td>
<td>SR 399 (Pensacola Bch Blvd)</td>
<td>East End of Naval Live Oaks (Gulf Breeze City Limits)</td>
<td>D</td>
</tr>
<tr>
<td></td>
<td>East End of Naval Live Oaks (Gulf Breeze City Limits)</td>
<td>CR 191 B (Soundside Dr)</td>
<td>D</td>
</tr>
<tr>
<td>CR 191B (Soundside Dr)</td>
<td>West of Bergen Road</td>
<td>D</td>
<td>C</td>
</tr>
<tr>
<td>------------------------</td>
<td>---------------------</td>
<td>---</td>
<td>---</td>
</tr>
<tr>
<td>West of Bergen Road</td>
<td>Edgewood Dr</td>
<td>D</td>
<td>C</td>
</tr>
<tr>
<td>Edgewood Drive</td>
<td>Belle Mead Circle</td>
<td>D</td>
<td>F</td>
</tr>
<tr>
<td>Belle Mead Circle</td>
<td>Okaloosa Co Line</td>
<td>D</td>
<td>F</td>
</tr>
<tr>
<td><strong>SR 87 N</strong></td>
<td><strong>Stewart St</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>SR 10 (US 90)</td>
<td>SR 89 S</td>
<td>D</td>
<td>C</td>
</tr>
<tr>
<td>SR 89 S</td>
<td>SR 89 N</td>
<td>D</td>
<td>B</td>
</tr>
<tr>
<td>SR 89 N</td>
<td>Whiting Field (CR 87 A, Langley St)</td>
<td>D</td>
<td>C</td>
</tr>
<tr>
<td>Whiting Field (CR 87 A, Langley St)</td>
<td>North of Whiting Field Circle</td>
<td>D</td>
<td>C</td>
</tr>
<tr>
<td>North of Whiting Field Circle</td>
<td>North of Hopewell Road</td>
<td>C</td>
<td>B</td>
</tr>
<tr>
<td>North of Hopewell Road</td>
<td>Alabama State Line</td>
<td>C</td>
<td>B</td>
</tr>
<tr>
<td><strong>SR 87 S</strong></td>
<td><strong>SIS</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>SR 30 (US 98)</td>
<td>North of Five Forks Rd</td>
<td>D</td>
<td>C</td>
</tr>
<tr>
<td>North of Five Forks Rd</td>
<td>North of Vonnie Tolbert Road</td>
<td>D</td>
<td>C</td>
</tr>
<tr>
<td>North of Vonnie Tolbert Road</td>
<td>Barney Broxon Road</td>
<td>C</td>
<td>C</td>
</tr>
<tr>
<td>Barney Broxon Road</td>
<td>South of Nichols Lake Road</td>
<td>C</td>
<td>B</td>
</tr>
<tr>
<td>South of Nichols Lake Road</td>
<td>I-10 (SR 8)</td>
<td>D</td>
<td>C</td>
</tr>
<tr>
<td>I-10 (SR 8)</td>
<td>US 90 (SR 10)</td>
<td>D</td>
<td>C</td>
</tr>
<tr>
<td><strong>SR 89 N</strong></td>
<td><strong>SR 10 (US 90)</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>SR 10 (US 90)</td>
<td>Berryhill Road (CR 184A)</td>
<td>D</td>
<td>D</td>
</tr>
<tr>
<td>Berryhill Road (CR 184A)</td>
<td>SR 87</td>
<td>D</td>
<td>C</td>
</tr>
<tr>
<td>SR 87</td>
<td>South of Divot Lane</td>
<td>D</td>
<td>B</td>
</tr>
<tr>
<td>South of Divot Lane</td>
<td>South of Pond Creek Road</td>
<td>C</td>
<td>B</td>
</tr>
<tr>
<td>----------------------</td>
<td>---------------------------</td>
<td>---</td>
<td>---</td>
</tr>
<tr>
<td>South of Pond Creek Road</td>
<td>Shell Road (Jay)</td>
<td>C</td>
<td>B</td>
</tr>
<tr>
<td>Shell Road (Jay)</td>
<td>Pollard Road</td>
<td>C</td>
<td>C</td>
</tr>
<tr>
<td>Pollard Road</td>
<td>Alabama State Line</td>
<td>C</td>
<td>B</td>
</tr>
</tbody>
</table>

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

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

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

2.9.5.1 Planned US 98 Projects

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

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

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

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

TDM techniques can be commonly divided into three different categories. The TDM techniques that can be implemented in order to help alleviate capacity problems are:
• promote alternatives to the automobile, encouraging persons to switch voluntarily to other modes
• park-and-ride service
• shuttle systems
• pedestrian systems
• employer transit subsidies
• bicycling
• encourage more efficient use of automobiles and roads through ridesharing and alternative work hours:
• HOV lanes
• ridesharing
• alternative work hours
• truck traffic restrictions
• discourage the use of automobiles by making their use costlier or more difficult:
• parking management
• automobile restrictions
Since TDM measures are designed to reduce vehicle demand on the system by increasing vehicle occupancy, they are viewed as demand-side strategies. However, supply-side strategies such as Traffic Systems Management (TSM) can also be alternative means to achieving LOS standards. TSM strategies include left- and right-turn lanes, intersection widening, and improved signing and pavement markings. Traffic signal improvements are also a relatively low-cost TSM strategy that can improve the capacity of the County’s roadway system. Traffic signal improvement strategies include traffic signal coordination, continuous optimization of timing plans, and implementation of computer-based traffic control systems to incorporate a closed-loop signal system. Operation of the closed-loop system would result in significant benefits in terms of reduced delay and fewer stops at traffic signals. While the cost of TSM measures varies, the benefits generally exceed the costs.

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

2.10 Transit Needs and Trends

2.10.1 Public Transit Services

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

2.10.2 Transportation Disadvantaged Population

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

Table 2-7 shows population estimates for Potential Transportation Disadvantaged individuals and current Transportation Disadvantaged individuals in Santa Rosa County.

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

<table>
<thead>
<tr>
<th>Market Segment</th>
<th>2008</th>
<th>2009</th>
<th>2010</th>
<th>2011</th>
<th>2012</th>
<th>2013</th>
</tr>
</thead>
<tbody>
<tr>
<td>Disabled, Non-Elderly, Low Income</td>
<td>981</td>
<td>995</td>
<td>1,009</td>
<td>1,023</td>
<td>1,037</td>
<td>1,052</td>
</tr>
<tr>
<td>Disabled, Non-Elderly, Non-Low Income</td>
<td>5,880</td>
<td>5,963</td>
<td>6,046</td>
<td>6,131</td>
<td>6,218</td>
<td>6,304</td>
</tr>
<tr>
<td>Disabled, Elderly, Low Income</td>
<td>1,168</td>
<td>1,222</td>
<td>1,278</td>
<td>1,337</td>
<td>1,398</td>
<td>1,462</td>
</tr>
<tr>
<td>Disabled, Elderly, Non-Low Income</td>
<td>7,617</td>
<td>7,966</td>
<td>8,331</td>
<td>8,712</td>
<td>9,112</td>
<td>9,529</td>
</tr>
<tr>
<td>Non-Disabled, Elderly, Low Income</td>
<td>2,042</td>
<td>2,135</td>
<td>2,233</td>
<td>2,335</td>
<td>2,442</td>
<td>2,564</td>
</tr>
<tr>
<td>Non-Disabled, Elderly, Non-Low Income</td>
<td>13,308</td>
<td>13,918</td>
<td>14,556</td>
<td>15,224</td>
<td>15,921</td>
<td>16,651</td>
</tr>
<tr>
<td>Non-Disabled, Non-Elderly, Low Income</td>
<td>13,885</td>
<td>14,060</td>
<td>14,277</td>
<td>14,478</td>
<td>14,681</td>
<td>14,867</td>
</tr>
<tr>
<td>Potential TD Population</td>
<td>44,881</td>
<td>46,279</td>
<td>47,730</td>
<td>49,240</td>
<td>50,809</td>
<td>52,439</td>
</tr>
</tbody>
</table>

Source: CUTR and WFRPC.

The second group, the TD Population, is a subset of the first group and includes those persons who are Transportation Disadvantaged according to the eligibility guidelines in Chapter 427 F.S.
Table 2-8 provides some of the statistics available from annual operating reports and the annual TDSP update submitted to the Commission for the Transportation Disadvantaged.

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

<table>
<thead>
<tr>
<th>Performance Measure</th>
<th>2013</th>
<th>2014</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total Number of Passenger Trips</td>
<td>47,483</td>
<td>39,566</td>
</tr>
<tr>
<td>Total Number of Vehicle Miles</td>
<td>438,178</td>
<td>485,158</td>
</tr>
<tr>
<td>Operating expense per passenger trip</td>
<td>$15.33</td>
<td>$19.24</td>
</tr>
<tr>
<td>Operating expense per vehicle mile</td>
<td>$1.58</td>
<td>$1.53</td>
</tr>
</tbody>
</table>

**Source:** Santa Rosa County TDSP, 2014 Update

2.11 Future Airport Needs

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

Goal 2.1: To provide a safe, cost effective, and functional multi-modal transportation system for all residents of and visitors to Santa Rosa County that appropriately balances access and mobility needs with the growth and development of the County.

Objective 2.1.A: Provide and maintain a safe, convenient, efficient, and cost effective roadway network for present and future residents.

Policy 2.1.A.1: The Land Development Code shall contain regulations that require specified future developments to pay all costs associated with the construction of development necessitated internal roads as well as applicable research based construction standards so that future roads can be accepted by the County into the County system. Nothing in this Policy shall be interpreted to preclude the County from requiring the development to pay all the costs to the County associated with the construction of any external road or roadway improvement made necessary by the development.

Policy 2.1.A.2: All new development projects with internal circulation and or parking needs shall be required to provide safe and convenient on-site traffic flow.

Policy 2.1.A.3: The Land Development Code shall regulate the control of connection points to arterials and major collectors, at a minimum. The regulations established by the Land Development Code are based primarily on the standards in Florida Department of Transportation Rules 14-96 and 14-97 and shall also include requirements for joint, internalized, and cross access, driveway and parking lot design, and other principles and guidelines recommended by the Center for Urban Transportation Research (CUTR) for the specific purposes of preserving the functionality of the roadway and reducing patron’s vehicle miles traveled.

Policy 2.1.A.4: The Land Development Code shall continue to require building setbacks on all collector and arterial roadways for the purpose of preventing building encroachment and thus permitting future safe and efficient traffic circulation at a minimal cost.

Policy 2.1.A.5: Santa Rosa County shall coordinate with the Florida Department of Transportation on access related decisions that impact the State Highway System.

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

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

Objective 2.1.B: Coordinate land use planning with transportation planning, including regional and state transportation planning.

Policy 2.1.B.1: Developments requesting large scale amendments to the Future Land Use Map (greater than 10 acres in size) shall submit a traffic impact analysis including the identification of any necessary mitigation projects and utilizing the most recently adopted Congestion Management Process Plan (CMPP)
and any other necessary information, including the adopted Level of Service Standards for roadways not found within the CMPP and the County’s Large Scale Amendment Traffic Analysis Procedures Manual.

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

Policy 2.1.B.3: Improvements needed to restore the level of service found in Policy 2.1.B.4 below will be shown in the adopted Five Year Schedule of Capital Improvements if programmed within that time frame.

Policy 2.1.B.4: Santa Rosa County utilizes the level of service standards for roadways found in the maximum service volumes and LOS standards found within the Transportation Planning Organization’s Congestion Management Program Plan (CPMM) for the review of amendments to the Future Land Use Map. For County collector and arterial roads, that are not eligible for inclusion into the CMPP but that are included in the LOS Table found within the support documentation for this Element, the County’s review shall utilize the maintenance of LOS D as a basis of review.

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

Policy 2.1.B.6: To ensure continued mobility within the US 90 and 98 corridors, the County will facilitate parallel mobility within the corridors to the maximum extent possible by requiring or providing parallel roads, interconnection of development, sidewalks and bike lands whenever feasible.

Policy 2.1.B.7: Map 2-1 shows the planned future transportation system for Santa Rosa County and is incorporated herein by reference

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

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

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

Policy 2.1.B.11: The County will coordinate with the Florida-Alabama Transportation Planning Organization (TPO) in the development of the Traffic Operations Project Priorities for inclusion in the five-year Transportation Improvement Program and in the development of the Transit Development Plan.

Policy 2.1.B.12: Prior to approving new road construction projects for the purposes of adding capacity the County shall investigate the feasibility of alternative improvements to the existing roadway system such as: intersection improvements; synchronization of traffic signals; traffic calming measures; installation of auxiliary lanes; redesign and realignment of roadways; and multi-modal systems.
Objective 2.1.C: Provide for multi modal transportation facilities that are viable transportation alternatives, promote community health, and are safe non-motorized transportation facilities for mobility and recreation.

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

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

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

Policy 2.1.C.4: It is the policy of the County to reduce hazardous walking conditions within the vicinity of public schools. The County, in coordination with the School Board, shall implement the following strategies:

1. New developments adjacent to school properties shall be required to provide a right-of-way and a direct access path for pedestrian travel to existing and planned school sites, and shall connect to the neighborhood’s existing pedestrian network;

2. New development and redevelopment within 2 miles of an existing or planned school, the County shall promote sidewalks (complete, unobstructed, and continuous with a minimum width of 5 feet) along the corridor that directly serves the school, or qualifies as an acceptably designed walk or bicycle route to the school. This can be accomplished by installation of a route across the project parcel roadway frontage along any corridor that serves the school or payment in lieu of installation;

3. In order to ensure continuous pedestrian access to public schools, priority will be given to cases of hazardous walking conditions pursuant to Section 1006.23, Florida Statutes; and

4. Evaluate school zones to consider safe crossing of children along major roadways, including prioritized areas for sidewalk improvements including; schools with a high number of pedestrian and bicycle injuries or fatalities, schools requiring courtesy busing for hazardous walking conditions, schools with significant walking populations, but poor pedestrian and bicycle access, and needed safety improvements.

Policy 2.1.C.5: The County shall, as necessary, ensure that development includes features that encourage cross access, bicycle use and pedestrian movement to minimize utilization of the major roadway network, particularly in urban or urbanizing areas.
Policy 2.1.C.6: All new development projects with internal circulation and or parking needs shall be required to provide safe and convenient labor intensive transportation facilities such as sidewalks, crosswalks, throughways, and bicycle parking to accommodate the needs of the development project. Nothing in this policy shall be construed to limit further Land Development Code requirements for frontage road sidewalks or bike facilities.

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

Policy 2.1.C.8: New subdivisions shall incorporate sidewalks within the subdivision and leading to schools based on traffic volumes and proximity to schools.

Policy 2.1.C.9: The County will support connections and improvement of Old State Road 1 (Old Brick Road), the Blackwater Heritage Trail, and the Bagdad Heritage Trail as alternate modes of travel between Milton, Bagdad, East Milton, and Naval Air Station Whiting Field.

**Objective 2.1.D: Encourage accessible public transportation for the transportation disadvantaged.**

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

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

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

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

**Objective 2.1.E: Provide measures to relieve financial constraints on improvements to the transportation system.**

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

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

Policy 2.1.E.3: Equitably distribute transportation costs by requiring development projects to construct appropriate transportation improvements on the public transportation system in accordance with the development’s impact. These improvements can include, but are not limited to, ingress/egress lanes, traffic control measures and turn lanes within the development’s area of impact.
Policy 2.1.E.4: The Santa Rosa County Land Development Code will continue to include provisions for entering into development agreements in order for developers to implement infrastructure improvements as a condition of a development order.

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

Policy 2.1.E.6: Based on the traffic impact analysis provided by the applicant, development projects requiring large scale amendments to the Future Land Use Map may be provided the option of entering into a development agreement that specifies one or more of the following: paying a mitigation fee; providing right or way or land in the form of a development exaction; providing for a physical improvement; development phasing; or a reduction in development potential as a means of mitigating any impacts generated by the development.

Objective 2.1.F: To provide safe, coordinated, economical and attractive aviation facilities to meet the private aviation demand requirements of the County.

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

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

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

Policy 2.1.F.4: The County will continue to cooperate with the Florida-Alabama Transportation Planning Organization (TPO) and the Florida Department of Transportation in order to provide access and mobility to Peter Prince Airport.

Policy 2.1.F.5: The County will continue to cooperate with CSX Transportation and the Florida Department of Transportation so that access to Peter Prince Airport by rail is maintained.
3.0 Housing Element Supporting Documentation

3.1 Introduction to Housing Element Data and Analysis

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

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

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

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

3.2 Condition of Housing

A standard housing unit is one that has no apparent structural defects, or may have defects of a minor nature that would require repair during the course of routine maintenance. A standard unit can range from one that is of fair quality, frequently mass produced where low cost production is a primary consideration, to homes that are designed individually and reflect top workmanship with considerable attention to detail, special design, top quality materials, and many luxury items. While some homes may exhibit an overall quality of materials and workmanship that may be below average, the buildings are not substandard and will meet minimum requirements of lending institutions, mortgage insuring agencies and building codes.
Substandard housing units fall into two categories for degree of severity: deteriorated and dilapidated. Substandard deteriorated is one that can be brought up to standard condition with rehabilitation. Such housing has one or more defects of an intermediate nature that can be corrected for the unit to provide safe and adequate shelter. The repairing or restoration of a dwelling unit where the value of such repair or restoration will contribute more value to the dwelling unit than the cost of the repair is a major guideline for determining the severity of the housing condition. These units may show several critical defects such as structural damage, unsafe porches or steps, major roof repair, or missing windows, but overall appears to be economically feasible for rehabilitation efforts. Specifically substandard housing has been described as a housing unit which has one or more of the following characteristics: (1) lacks complete plumbing facilities; or (2) lacks any heating facilities; or (3) has sufficient structural damage that it does not meet minimum housing code requirements.

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

5.3 Characteristics of Housing

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

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

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

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

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

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

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

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

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

### 3.4 Existing Regulatory and Funding Framework

#### 3.4.1 Federal

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

The program, administered and funded by the United States Department of Housing and Urban Development, consists of two components: 1) Entitlement - provides funds directly to urban areas and 2) Small Cities - provides funds to the states for distribution to rural areas. The Department of Economic Opportunity administers Florida's Small Cities Community Development Block Grant Program. This is a competitive grant program that awards funds to rural areas. Each year since 1983, Florida has received between 18 and 35 million dollars. One of the factors in the competitive process is the Community Wide Needs Score. This is a numerical representation of the needs of a community based on the following census data: low and moderate income population; number of persons below the poverty level and; number of housing units with more than one person per room.
The HOME Investment Partnerships Program (HOME) provides formula grants to States and localities that communities use - often in partnership with local nonprofit groups - to fund a wide range of activities including building, buying, and/or rehabilitating affordable housing for rent or homeownership or providing direct rental assistance to low-income people. HOME is the largest Federal block grant to state and local governments designed exclusively to create affordable housing for low-income households. HOME funds are awarded annually as formula grants to participating jurisdictions (PJs). The program’s flexibility allows States and local governments to use HOME funds for grants, direct loans, loan guarantees or other forms of credit enhancements, or rental assistance or security deposits. Santa Rosa County receives HOME funds through a consortium agreement with Escambia County.

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

3.4.2 State of Florida

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

SHIP dollars may be used to fund emergency repairs, new construction, rehabilitation, down payment and closing cost assistance, impact fees, construction and gap financing, mortgage buy-downs, acquisition of
property for affordable housing, matching dollars for federal housing grants and programs, and homeownership counseling. SHIP funds may be used to assist units that meet the standards of Chapter 553, Florida Statutes.

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

3.4.3 Local (SHIP and HOME) Administration

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

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

Eligibility for SHIP and HOME assistance is open to all households whose incomes are certified to be within the very-low, low, and moderate income categories established annually by the U.S. Department of Housing and Urban Development. These are adjusted for household size and published annually for the Pensacola – Ferry Pass- Brent, FL MSA. The income limits for these categories are provided in Table 3-2.
Table 3-1: Allocation of Ship Funding/Numbers of Units Addressed

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

Table 3-2: 2015 Adjusted HUD Income Limits

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

Source: US HUD, 2015

3.5 Data and Analysis

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

According to the 1990 Census there were 32,482 year-round housing units in the County in 1990. The 2000 Census of Population shows that this number increased to 49,119 in 2000 and in 2010 this number rose to 64,707. As illustrated in Table 3-3 the dominant housing type in Santa Rosa County is the single-family residence, followed by single-family attached/multi-family units. Single-family units comprised 53 percent of the total inventory in 1990, 71.3 percent in 2000 and 75% in 2010. Mobile homes and multi-family units accounted for 26.9 percent and 20.1 percent, respectively in 1990 and 17.6 percent and 11.1 percent, respectively in 2000. The most recent data below shows this combined number to be close to 12%.

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

<table>
<thead>
<tr>
<th>Planning Area</th>
<th>Single-Family Detached</th>
<th>Mobile Homes, RVs, Vans, etc.</th>
<th>Single-Family Attached and Multi-Family</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
<td>Percent</td>
<td>Number</td>
<td>Percent</td>
</tr>
<tr>
<td>Rural North County</td>
<td>5,497</td>
<td>11%</td>
<td>1,314</td>
<td>17%</td>
</tr>
<tr>
<td>Milton</td>
<td>9,228</td>
<td>19%</td>
<td>1,739</td>
<td>23%</td>
</tr>
<tr>
<td>Pace</td>
<td>13,852</td>
<td>28%</td>
<td>1,533</td>
<td>20%</td>
</tr>
<tr>
<td>East Milton</td>
<td>884</td>
<td>2%</td>
<td>930</td>
<td>12%</td>
</tr>
<tr>
<td>South End</td>
<td>19,275</td>
<td>40%</td>
<td>2,055</td>
<td>27%</td>
</tr>
<tr>
<td>Total</td>
<td>48,736</td>
<td>100%</td>
<td>7,571</td>
<td>100%</td>
</tr>
</tbody>
</table>

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

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

3.5.2 Housing Occupancy and Tenure

Of the 49,119 year-round housing units identified in the 2000 Census, 43,793 were occupied; this results in an 89.1 percent occupancy rate for the County. Table 3-4 presents the most recent counts of housing units by tenure for the total County for comparison. According to this data the most recent occupancy rate for the County is close to 87.5 %, therefore the average County vacancy rate is around 12.5 %. In 2000, of the 38,512 occupied year round units in the County, 31,546 units or 81.9 percent were owner occupied and 6,864 units or 17.8 percent were renter occupied. According to the most recent data below, of the 56,475 occupied units, 42,458 or 75 % where owner occupied and 8,232 or 25 % where renter occupied. According to this data there has been a slight decrease in homeownership and
increase in renter occupied units, most likely reflective of economic conditions occurring during the last ten years. The South End planning area include Navarre Beach, a seasonal tourist destination, which would account for that area having the largest amount of renter occupied units.

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

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

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

3.5.3 Vacant Unit Data

As can be seen in Table 3-5 below, the South End planning area which includes Navarre Beach has the highest number of vacant units and seasonal units. This area also has the largest number of year round housing units, serving as a major population center for the County.

Table 3-5: Vacant Units by Planning Area

<table>
<thead>
<tr>
<th>Planning Area</th>
<th>Vacant Units for Sale Only</th>
<th>Vacant Units for Rent</th>
<th>Seasonal Units, Etc</th>
<th>Other Vacant Units</th>
<th>Total Vacant Units</th>
<th>Total Year Round Units</th>
<th>Vacancy Rate</th>
</tr>
</thead>
<tbody>
<tr>
<td>Rural North County</td>
<td>101</td>
<td>146</td>
<td>151</td>
<td>393</td>
<td>820</td>
<td>7,458</td>
<td>11.00%</td>
</tr>
<tr>
<td>Milton</td>
<td>203</td>
<td>520</td>
<td>129</td>
<td>427</td>
<td>1,321</td>
<td>12,690</td>
<td>10.40%</td>
</tr>
<tr>
<td>Pace</td>
<td>331</td>
<td>424</td>
<td>109</td>
<td>543</td>
<td>1,457</td>
<td>16,548</td>
<td>8.80%</td>
</tr>
<tr>
<td>East Milton</td>
<td>40</td>
<td>29</td>
<td>42</td>
<td>117</td>
<td>242</td>
<td>1,854</td>
<td>13.05%</td>
</tr>
</tbody>
</table>
3.5.4 Age of Housing

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

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Rural North County</td>
<td>20</td>
<td>1,487</td>
<td>1,591</td>
<td>1,541</td>
<td>1,239</td>
<td>388</td>
<td>586</td>
<td>213</td>
</tr>
<tr>
<td>Milton</td>
<td>0</td>
<td>2,898</td>
<td>2,831</td>
<td>2,302</td>
<td>1,789</td>
<td>1,819</td>
<td>925</td>
<td>297</td>
</tr>
<tr>
<td>Pace</td>
<td>110</td>
<td>4,983</td>
<td>3,713</td>
<td>3,172</td>
<td>2,779</td>
<td>699</td>
<td>703</td>
<td>196</td>
</tr>
<tr>
<td>East Milton</td>
<td>26</td>
<td>605</td>
<td>544</td>
<td>399</td>
<td>180</td>
<td>36</td>
<td>28</td>
<td>10</td>
</tr>
<tr>
<td>South End</td>
<td>42</td>
<td>8,761</td>
<td>7,878</td>
<td>4,616</td>
<td>2,749</td>
<td>1,023</td>
<td>725</td>
<td>114</td>
</tr>
<tr>
<td>Total Santa Rosa County</td>
<td>198</td>
<td>18,734</td>
<td>16,557</td>
<td>12,030</td>
<td>8,736</td>
<td>3,965</td>
<td>2,967</td>
<td>830</td>
</tr>
<tr>
<td>Percent of Total</td>
<td>0%</td>
<td>29%</td>
<td>26%</td>
<td>19%</td>
<td>14%</td>
<td>6%</td>
<td>5%</td>
<td>1%</td>
</tr>
</tbody>
</table>

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

3.5.5 Rental Costs

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

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


3.5.6 Value of Owner-Occupied Housing

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

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

<table>
<thead>
<tr>
<th>Planning Area</th>
<th>Owner-Occupied Units</th>
<th>Average Median Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>Rural North County</td>
<td>5,623</td>
<td>$160,360</td>
</tr>
<tr>
<td>Milton</td>
<td>7,864</td>
<td>$126,140</td>
</tr>
<tr>
<td>Pace</td>
<td>11,884</td>
<td>$159,971</td>
</tr>
<tr>
<td>East Milton</td>
<td>1,200</td>
<td>$111,110</td>
</tr>
<tr>
<td>South End</td>
<td>15,887</td>
<td>$203,750</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>42,458</strong></td>
<td></td>
</tr>
</tbody>
</table>

Source: Santa Rosa County GIS and 2008-2012 American Community Survey, Table DP04 - Selected Housing Characteristics; downloaded Via American Fact Finder, http://factfind2.census.gov
3.5.7 Monthly Cost of Owner-Occupied Units

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

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

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

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

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

Source: Santa Rosa County GIS and 2008-2012 American Community Survey, Table DP04 - Selected Housing Characteristics; downloaded via American Fact Finder, http://factfinder2.census.gov
3.5.8 Rent or Cost to Income Ratio

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

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


3.5.9 Housing Conditions

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

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

According to 2000 Census data, less than 1 percent of all housing in Santa Rosa County lacked these facilities. Using 2010 data this percentage has increased to around 7% lacking complete plumbing facilities and 16% lacking complete kitchen facilities.
Table 3-11: Dwelling Units Lacking Complete Plumbing, Kitchen Facilities by Planning Area

<table>
<thead>
<tr>
<th>Planning Area</th>
<th>Total Number of Occupied Units</th>
<th>Lacking Complete Plumbing Facilities</th>
<th>Lacking Complete Kitchen Facilities</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
<td>Percent</td>
<td>Number</td>
</tr>
<tr>
<td>Rural North County</td>
<td>6,511</td>
<td>31</td>
<td>&gt;1%</td>
</tr>
<tr>
<td>Milton</td>
<td>11,238</td>
<td>35</td>
<td>&gt;1%</td>
</tr>
<tr>
<td>Pace</td>
<td>15,288</td>
<td>0</td>
<td>&gt;1%</td>
</tr>
<tr>
<td>East Milton</td>
<td>1,547</td>
<td>0</td>
<td>&gt;1%</td>
</tr>
<tr>
<td>South End</td>
<td>21,891</td>
<td>114</td>
<td>&gt;1%</td>
</tr>
<tr>
<td>Total County</td>
<td>56,475</td>
<td>180</td>
<td>&gt;1%</td>
</tr>
</tbody>
</table>

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

### 3.5.9.2 Overcrowding in Housing Units

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

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

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

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

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

3.6.1 Projected Population Growth

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

| Table 3-13: Unincorporated vs. Incorporated Growth in Santa Rosa County and Projections |
|---------------------------------------------------------|-----------------|------------------|-----------------|-----------------|-----------------|-----------------|-----------------|
| Unincorporated County | Population Trends | Population Projections |
| Unincorporated County | 42,671 | 68,196 | 104,454 | 136,250 | 162,992 | 190,363 | 210,934 |
| Municipalities | 13,317 | 13,412 | 13,289 | 15,122 | 15,108 | 15,637 | 16,166 |
| Total Population | 55,988 | 81,608 | 117,743 | 151,372 | 178,100 | 206,000 | 227,100 |
| % Increase/Decrease | 59.00% | 53.17% | 30.44% | 19.63% | 16.79% | 10.81% |
| % Increase/Decrease | 0.70% | -0.92% | 13.79% | -0.09% | 3.50% | 3.38% |
| % Increase/Decrease | 45.80% | 44.30% | 28.60% | 28.60% | 28.60% | 28.60% |


3.6.2 Size of Households

In 2010, approximately 67 percent of total county households where one and two person households, while roughly 64 percent of incorporated area households were one and two person households. Table 3-14 presents 2010 Census counts by tract for number of persons in households and Table 3-15 shows projected household sizes through 2035.
<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>101</td>
<td>310</td>
<td>540</td>
<td>251</td>
<td>178</td>
<td>94</td>
<td>33</td>
<td>21</td>
<td>1427</td>
</tr>
<tr>
<td>102*</td>
<td>365</td>
<td>581</td>
<td>298</td>
<td>241</td>
<td>103</td>
<td>36</td>
<td>15</td>
<td>1639</td>
</tr>
<tr>
<td>103</td>
<td>513</td>
<td>1183</td>
<td>678</td>
<td>636</td>
<td>275</td>
<td>86</td>
<td>28</td>
<td>3399</td>
</tr>
<tr>
<td>104</td>
<td>202</td>
<td>395</td>
<td>163</td>
<td>169</td>
<td>50</td>
<td>24</td>
<td>7</td>
<td>1010</td>
</tr>
<tr>
<td>105.02*</td>
<td>654</td>
<td>1106</td>
<td>536</td>
<td>385</td>
<td>145</td>
<td>70</td>
<td>34</td>
<td>2930</td>
</tr>
<tr>
<td>105.03</td>
<td>537</td>
<td>837</td>
<td>382</td>
<td>309</td>
<td>129</td>
<td>44</td>
<td>24</td>
<td>2262</td>
</tr>
<tr>
<td>105.04</td>
<td>353</td>
<td>688</td>
<td>300</td>
<td>240</td>
<td>101</td>
<td>36</td>
<td>18</td>
<td>1736</td>
</tr>
<tr>
<td>106*</td>
<td>736</td>
<td>772</td>
<td>427</td>
<td>295</td>
<td>129</td>
<td>53</td>
<td>35</td>
<td>2447</td>
</tr>
<tr>
<td>107.02</td>
<td>574</td>
<td>1071</td>
<td>443</td>
<td>345</td>
<td>159</td>
<td>64</td>
<td>29</td>
<td>2685</td>
</tr>
<tr>
<td>107.04</td>
<td>384</td>
<td>673</td>
<td>377</td>
<td>326</td>
<td>131</td>
<td>46</td>
<td>35</td>
<td>1972</td>
</tr>
<tr>
<td>107.05</td>
<td>330</td>
<td>426</td>
<td>195</td>
<td>180</td>
<td>79</td>
<td>32</td>
<td>17</td>
<td>1259</td>
</tr>
<tr>
<td>107.06</td>
<td>631</td>
<td>1067</td>
<td>554</td>
<td>448</td>
<td>208</td>
<td>44</td>
<td>25</td>
<td>2977</td>
</tr>
<tr>
<td>107.07</td>
<td>209</td>
<td>641</td>
<td>292</td>
<td>292</td>
<td>99</td>
<td>30</td>
<td>7</td>
<td>1570</td>
</tr>
<tr>
<td>107.08</td>
<td>428</td>
<td>704</td>
<td>372</td>
<td>313</td>
<td>119</td>
<td>45</td>
<td>30</td>
<td>2011</td>
</tr>
<tr>
<td>108.02</td>
<td>290</td>
<td>632</td>
<td>335</td>
<td>251</td>
<td>95</td>
<td>30</td>
<td>17</td>
<td>1650</td>
</tr>
<tr>
<td>108.08</td>
<td>338</td>
<td>584</td>
<td>286</td>
<td>211</td>
<td>112</td>
<td>49</td>
<td>32</td>
<td>1612</td>
</tr>
<tr>
<td>108.09</td>
<td>473</td>
<td>770</td>
<td>325</td>
<td>236</td>
<td>122</td>
<td>44</td>
<td>24</td>
<td>1994</td>
</tr>
<tr>
<td>108.11</td>
<td>870</td>
<td>1712</td>
<td>946</td>
<td>858</td>
<td>365</td>
<td>128</td>
<td>58</td>
<td>4937</td>
</tr>
<tr>
<td>108.12</td>
<td>351</td>
<td>685</td>
<td>320</td>
<td>293</td>
<td>87</td>
<td>37</td>
<td>7</td>
<td>1780</td>
</tr>
<tr>
<td>108.13</td>
<td>464</td>
<td>743</td>
<td>304</td>
<td>265</td>
<td>82</td>
<td>23</td>
<td>9</td>
<td>1890</td>
</tr>
<tr>
<td>108.14</td>
<td>571</td>
<td>901</td>
<td>431</td>
<td>292</td>
<td>125</td>
<td>31</td>
<td>13</td>
<td>2364</td>
</tr>
<tr>
<td>108.15</td>
<td>672</td>
<td>1152</td>
<td>522</td>
<td>396</td>
<td>135</td>
<td>53</td>
<td>26</td>
<td>2956</td>
</tr>
<tr>
<td>108.17</td>
<td>400</td>
<td>650</td>
<td>327</td>
<td>234</td>
<td>86</td>
<td>42</td>
<td>18</td>
<td>1757</td>
</tr>
<tr>
<td>108.19</td>
<td>822</td>
<td>1430</td>
<td>852</td>
<td>686</td>
<td>273</td>
<td>97</td>
<td>40</td>
<td>4200</td>
</tr>
</tbody>
</table>
### Table 3-14: Persons in Households by Census Tract, 2010

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>109*</td>
<td>671</td>
<td>931</td>
<td>363</td>
<td>307</td>
<td>140</td>
<td>26</td>
<td>8</td>
<td>2446</td>
</tr>
<tr>
<td><strong>Total County</strong></td>
<td><strong>12148</strong></td>
<td><strong>20874</strong></td>
<td><strong>10279</strong></td>
<td><strong>8386</strong></td>
<td><strong>3443</strong></td>
<td><strong>1203</strong></td>
<td><strong>577</strong></td>
<td><strong>56910</strong></td>
</tr>
<tr>
<td>Gulf Breeze</td>
<td>671</td>
<td>931</td>
<td>363</td>
<td>307</td>
<td>140</td>
<td>26</td>
<td>8</td>
<td>2446</td>
</tr>
<tr>
<td>Jay</td>
<td>63</td>
<td>73</td>
<td>31</td>
<td>25</td>
<td>17</td>
<td>4</td>
<td>3</td>
<td>216</td>
</tr>
<tr>
<td>Milton</td>
<td>1048</td>
<td>1176</td>
<td>559</td>
<td>418</td>
<td>185</td>
<td>85</td>
<td>45</td>
<td>3516</td>
</tr>
<tr>
<td><strong>Unincorporated</strong></td>
<td><strong>10366</strong></td>
<td><strong>18694</strong></td>
<td><strong>9326</strong></td>
<td><strong>7636</strong></td>
<td><strong>3101</strong></td>
<td><strong>1088</strong></td>
<td><strong>521</strong></td>
<td><strong>50732</strong></td>
</tr>
</tbody>
</table>

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

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

### Table 3-15: Projections of Household Size through Year 2035 - Percentage of Annual Totals

<table>
<thead>
<tr>
<th>Year</th>
<th>1-2 Persons</th>
<th>3-4 Persons</th>
<th>5 or more Persons</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>2000</td>
<td>55.7%</td>
<td>35.0%</td>
<td>9.3%</td>
<td>100.0%</td>
</tr>
<tr>
<td>2010</td>
<td>55.8%</td>
<td>35.0%</td>
<td>9.3%</td>
<td>100.0%</td>
</tr>
<tr>
<td>2015</td>
<td>55.9%</td>
<td>34.9%</td>
<td>9.2%</td>
<td>100.0%</td>
</tr>
<tr>
<td>2020</td>
<td>56.0%</td>
<td>34.7%</td>
<td>9.2%</td>
<td>100.0%</td>
</tr>
<tr>
<td>2025</td>
<td>56.2%</td>
<td>34.6%</td>
<td>9.2%</td>
<td>100.0%</td>
</tr>
<tr>
<td>2030</td>
<td>56.3%</td>
<td>34.5%</td>
<td>9.2%</td>
<td>100.0%</td>
</tr>
<tr>
<td>2035</td>
<td>56.4%</td>
<td>34.4%</td>
<td>9.2%</td>
<td>100.0%</td>
</tr>
</tbody>
</table>

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

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

### Table 3-16 Age of Population (2010)

<table>
<thead>
<tr>
<th>Age Group</th>
<th>Total County</th>
<th>Gulf Breeze</th>
<th>Jay</th>
<th>Milton</th>
<th>Unincorporated</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
<td>Number</td>
<td>Number</td>
<td>Number</td>
<td>Number</td>
</tr>
<tr>
<td>Under 5 Years</td>
<td>9197</td>
<td>187</td>
<td>34</td>
<td>647</td>
<td>8329</td>
</tr>
<tr>
<td>5 to 19 Years</td>
<td>30940</td>
<td>1183</td>
<td>115</td>
<td>1741</td>
<td>27901</td>
</tr>
<tr>
<td>20 to 44 Years</td>
<td>48359</td>
<td>1280</td>
<td>179</td>
<td>3074</td>
<td>43826</td>
</tr>
<tr>
<td>45 to 64 Years</td>
<td>43416</td>
<td>1944</td>
<td>118</td>
<td>2044</td>
<td>39310</td>
</tr>
<tr>
<td>65+ Years</td>
<td>19460</td>
<td>1169</td>
<td>87</td>
<td>1320</td>
<td>16884</td>
</tr>
<tr>
<td>Total Population</td>
<td>151372</td>
<td>5763</td>
<td>533</td>
<td>8826</td>
<td>136250</td>
</tr>
</tbody>
</table>

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

<table>
<thead>
<tr>
<th>Year</th>
<th>Under 5</th>
<th>5 to 17 Years</th>
<th>18 to 34 Years</th>
<th>35 to 64 Years</th>
<th>65+ Years</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
<td>Percent</td>
<td>Number</td>
<td>Percent</td>
<td>Number</td>
</tr>
<tr>
<td>2010</td>
<td>9197</td>
<td>6.08%</td>
<td>27012</td>
<td>17.84%</td>
<td>31394</td>
</tr>
<tr>
<td>2015</td>
<td>9348</td>
<td>5.60%</td>
<td>28136</td>
<td>16.85%</td>
<td>38046</td>
</tr>
<tr>
<td>2020</td>
<td>9892</td>
<td>5.42%</td>
<td>30037</td>
<td>16.44%</td>
<td>40676</td>
</tr>
<tr>
<td>2025</td>
<td>10990</td>
<td>5.56%</td>
<td>29988</td>
<td>15.17%</td>
<td>46020</td>
</tr>
<tr>
<td>2030</td>
<td>11800</td>
<td>5.57%</td>
<td>32522</td>
<td>15.34%</td>
<td>46196</td>
</tr>
<tr>
<td>2035</td>
<td>12713</td>
<td>5.65%</td>
<td>34267</td>
<td>15.23%</td>
<td>48956</td>
</tr>
<tr>
<td>2040</td>
<td>13146</td>
<td>5.54%</td>
<td>37612</td>
<td>15.85%</td>
<td>47942</td>
</tr>
</tbody>
</table>

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

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

Table 3-17: Housing by Income Range

<table>
<thead>
<tr>
<th>Income Range</th>
<th>Unincorporated Area</th>
<th>Total County</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
<td>Percent</td>
</tr>
<tr>
<td>Total Households</td>
<td>57,368</td>
<td>100.0%</td>
</tr>
<tr>
<td>Less than $10,000</td>
<td>2,990</td>
<td>5.2%</td>
</tr>
<tr>
<td>$10,000 - $14,999</td>
<td>2,179</td>
<td>3.8%</td>
</tr>
<tr>
<td>$15,000 - $24,999</td>
<td>5,597</td>
<td>9.8%</td>
</tr>
<tr>
<td>$25,000 - $34,999</td>
<td>5,392</td>
<td>9.4%</td>
</tr>
<tr>
<td>$35,000 - $49,999</td>
<td>8,267</td>
<td>14.4%</td>
</tr>
<tr>
<td>$50,000 - $74,999</td>
<td>12,608</td>
<td>22.0%</td>
</tr>
<tr>
<td>$75,000 - $99,999</td>
<td>8,359</td>
<td>14.6%</td>
</tr>
<tr>
<td>$100,000 - $149,999</td>
<td>7,759</td>
<td>13.5%</td>
</tr>
<tr>
<td>$150,000 - $199,999</td>
<td>2,332</td>
<td>4.1%</td>
</tr>
<tr>
<td>$200,000 or more</td>
<td>1,888</td>
<td>3.3%</td>
</tr>
</tbody>
</table>

Source: U.S. Census Bureau, 2009-2013 American Community Survey, Income and Benefits (in 2013 Inflation-adjusted dollars)
Based on BEBR population projections and the Shimberg Center projections, the projected population in the County will require a total of 76,199 dwelling units to accommodate the housing needs by 2040. Table 3-18 presents housing type ratios and projections of units by type through 2040.

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

<table>
<thead>
<tr>
<th>Year</th>
<th>Single Family</th>
<th></th>
<th>Multi Family</th>
<th></th>
<th>Mobile Homes</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>2000</td>
<td>35006</td>
<td>71.3%</td>
<td>5471</td>
<td>11.1%</td>
<td>8642</td>
<td>17.6%</td>
</tr>
<tr>
<td>2010</td>
<td>42787</td>
<td>76.4%</td>
<td>5194</td>
<td>9.3%</td>
<td>7908</td>
<td>14.1%</td>
</tr>
<tr>
<td>2015</td>
<td>46678</td>
<td>78.7%</td>
<td>5056</td>
<td>8.5%</td>
<td>7541</td>
<td>12.7%</td>
</tr>
<tr>
<td>2020</td>
<td>50568</td>
<td>80.7%</td>
<td>4917</td>
<td>7.8%</td>
<td>7174</td>
<td>11.4%</td>
</tr>
<tr>
<td>2025</td>
<td>54459</td>
<td>82.5%</td>
<td>4779</td>
<td>7.2%</td>
<td>6807</td>
<td>10.3%</td>
</tr>
<tr>
<td>2030</td>
<td>58349</td>
<td>84.0%</td>
<td>4640</td>
<td>6.7%</td>
<td>6440</td>
<td>9.3%</td>
</tr>
<tr>
<td>2035</td>
<td>62240</td>
<td>85.5%</td>
<td>4502</td>
<td>6.2%</td>
<td>6073</td>
<td>8.3%</td>
</tr>
<tr>
<td>2040</td>
<td>66130</td>
<td>86.8%</td>
<td>4363</td>
<td>5.7%</td>
<td>5706</td>
<td>7.5%</td>
</tr>
</tbody>
</table>

Source: Source: 2000 figures from Census; 2010 figures from Shimberg Center, Affordable Housing Needs Assessment based on 2006-2010 American Community Survey; 2005 and 2015-2040 figures projected by Santa Rosa County Community Planning, Zoning and Development Division using straight line projections from the 2000 and 2010 data.
Table 3-19 presents the 2010 base for tenure projections and projections of owners and renters for the County through the year 2040.

Table 5-19: Households by Tenure Unincorporated Santa Rosa County, 2010-2040

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

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

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

3.6.5 Projected Affordable Housing Availability

Using the Shimberg Center’s Affordable Housing Needs Assessment, a calculation can be made for a cumulative surplus/deficit of affordable occupied units in the County. This calculation takes into account the County’s population projections to 2040. Table 3-20 shows the cumulative surplus/deficit of affordable owner-occupied units and Table 3-21 shows cumulative surplus/deficit of affordable renter-occupied units by income category through 2040. A negative number indicates a deficit of affordable units. These tables show a general trend and should not be taken literally.
Table 3-20: Cumulative Surplus/Deficit of Affordable Occupied Units by Income Category, 2000-2040
Owner-Occupied Units, Santa Rosa County

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

Note 1: Units minus households; negative number indicates a deficit of affordable units.
Note 2: Household estimates and projections for "All Households' are estimated separately, therefore owner and renter households do not add up to total households; the difference is due to rounding and are minor.
Note 3: Due to lack of data increases in the number of housing units remained constant at the 2010 level throughout the evaluation.
Source: Shimberg Center, Affordable Housing Needs Assessment, 2010; Updated by Santa Rosa County Community Planning, Zoning and Development Division, 2012.

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

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

Note: Units minus households, negative number indicates a deficit of affordable units.
Source: Shimberg Center, Affordable Housing Needs Assessment, 2010; Updated by Santa Rosa County Community Planning, Zoning and Development Division, 2012.
3.6.5.1 Land Required for the Projected Housing Needs

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

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

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

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

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

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

Objective 3.1.A: Provide a regulatory environment that encourages a competitive housing market between private sector housing providers and encourages the provision of housing for all present and future residents, including workforce, college graduate, and low income households.

Policy 3.1.A.1: In March of each year, a coalition of the Home Builders Association of West Florida, chambers of commerce, and local realtors will present a “State of Housing Report” to the Board of County Commissioners. The report will quantify the number of housing units provided in the previous year by area, type, and price; it will evaluate the supply and demand for housing by standard income ranges; evaluate the availability of affordable housing for special income groups such as college graduates, service industries, and public sector employees; measure the change in homeownership rates; and project housing needs for the next year. The report will also identify factors with the potential impact the housing market such as development regulations, the availability of infrastructure, and market forces and make recommendations as appropriate.

Policy 3.1.A.2: Prior to adopting or implementing new regulations, policies, or procedures that have the potential to impact the cost of housing the county will seek stakeholder input to determine the impact of the proposed action. Stakeholders for changes affecting the cost of housing will include, but not be limited to, the Homebuilders Association of Northwest Florida, chambers of commerce, and local realtors. The county will notify stakeholders of the proposed change and allow 30 days for review and comment. Stakeholder comments will be provided to the Board of County Commissioners at a public meeting prior to enactment of the proposed change.

Policy 3.1.A.3: The County will continue to utilize emerging technology to improve the permitting and inspections process in order to improve processing efficiency. Specifically, the County will continue to utilize its integrated permitting system to reduce application processing times and reduce errors; will develop and implement smart phone apps for use by inspectors and contractors in the field; will explore the use of photographs and smart phone locational apps for some minor inspections; and will develop a system for electronic submission of construction plans.

Policy 3.1.A.4: The Future Land Use Map and Official Zoning Map shall provide for sufficient development or re-development opportunities (areas) within residentially designated areas and mixed use areas that allow for a variety of housing types including apartments, townhomes, and higher density residential structures. The availability of vacant land necessary to support a variety of housing options will be evaluated annually based upon the “State of Housing Report.”

Policy 3.1.A.5: Housing for very low, low and moderate income families may be located in any residential or mixed-use category shown on the FLUM provided such housing complies with the construction and development standards contained within the LDC.

Policy 3.1.A.6: The County shall support economic solutions to affordable housing, such as establishing job training and job creation programs to assist very low, low and moderate income households. The
County shall investigate and support grant funding for the development of such programs if determined to be beneficial.

Policy 3.1.A.7: The County shall support the use of transitional housing for special needs populations, including homeless, temporarily unemployed and recently paroled individuals within the guidelines of the Land Development Code. The County shall support state or federal programs as well as any grant funding for the purposes of addressing this issue if a need is identified.

Policy 3.1.A.8: The County shall support efforts of local non-profit organizations to develop programs which address homelessness within the County. This includes the seeking of federal and state funding sources, such as the Stewart B. McKinney Homeless Assistance Act (1987), to support the development of programs to address homelessness within the County.

Policy 3.1.A.9: The County shall continue to implement the Concurrency Management System as a means to ensure that adequate infrastructure is provided to support a variety of housing options and types.

Policy 3.1.A.10: The County shall assure freedom of choice in housing for its residents by designating a variety of residential densities on the Future Land Use Map and Official Zoning Map.

Policy 3.1.A.11: The County shall continue to enforce its Land Development Code regulations and review Future Land Use Map Amendments, rezonings, conditional use and special exception requests in order to assure compatibility of land uses within established or planned residential areas in order to preserve and protect residential assets.

Policy 3.1.A.12: Through the land development regulations found within the Land Development Code, the County shall encourage innovative land uses, such as clustered development, traditional neighborhood development and other techniques.

Policy 3.1.A.13: The County shall provide for the creation and preservation of affordable housing for all current and anticipated future residents and special housing needs households including rural residents and farm workers by: allowing affordable housing in all residential areas; utilizing CDBG funds for infrastructure improvements and neighborhood revitalization; avoiding a concentration of low income housing units in specific areas; and undertaking other measures to minimize the need for additional local services.

Policy 3.1.A.14: The County shall distribute public assisted housing throughout the County to provide for a wide variety of neighborhood settings for very low, low and moderate income households and to avoid undue concentration in any one neighborhood. Also, the County shall encourage developers of housing for very low, low and moderate income households, such as Habitat for Humanity, to disperse sites of their construction activities countywide.

Policy 3.1.A.15: The County establishes criteria in the LDC guiding the location of community residential homes and foster care facilities licensed or funded by the Florida Department of Children and Family Services and that foster non-discrimination. Such criteria shall allow the development of community residential alternatives to institutionalization and will include requirements for supporting infrastructure and public facilities.

Group homes shall be located consistent with the requirements of Chapter 419, F.S., as follows:
(a) Group homes (community residential facilities) which house six (6) or fewer residents shall be permitted in any residential zoning district or Future Land Use Map category; and

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

**Objective 3.1.B**: The County will continue to reduce the number of substandard housing units and will continue providing for structural and aesthetic improvements to the existing housing stock through conservation, rehabilitation, or demolition efforts.

Policy 3.1.B.1: The County shall use the data generated by the 2010 census, when available, to identify substandard housing within the County.

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

Policy 3.1.B.3: Through the land development regulations found within the Land Development Code, the County shall encourage innovative land uses, such as clustered development, traditional neighborhood development and other techniques.

**Objective 3.1.C**: Encourage energy efficiency and the use of renewable energy resources in the design and construction of new housing.

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

Policy 3.1.C.2: The County will not prohibit the appropriate placement of photovoltaic panels. The County has established within the Land Development Code or utilizes Florida Building Code review criteria and standards for appropriate placement of photovoltaic panels and wind power infrastructure.
4.0 Infrastructure Element Supporting Documentation

The Infrastructure Element consists of policies related to sanitary sewer, solid waste, drainage, potable water, and natural groundwater aquifer recharge. The element addresses coordinating the extension of, or increase in the capacity of, facilities to meet future needs while maximizing the use of existing facilities and discouraging urban sprawl; conserving potable water resources; and protecting the functions of natural groundwater recharge areas and natural drainage features. This section of the Support Documentation contains the data and analyses required - including a description of problems and needs and the general facilities that will be required for solution of the problems and needs.

Planning Area Framework

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 (Reference Map 2-1 of the Future Land Use Element Supporting Documentation). These planning areas have been developed considering the availability of centralized water and sewer services, particularly the franchise areas for the existing water and sewer providers within the County. Along these lines, this planning area framework is depicted on all of the maps included in this section for analysis purposes.

4.1 Wastewater Infrastructure

Wastewater disposal is an important consideration in the planning process. As population increases, the need for additional central sewer capacities increases, particularly in areas not suitable for septic tanks, for non-residential projects or for residential projects desiring greater densities. Wastewater includes water from the kitchen and bathroom sinks, toilets, dishwashers, clothes washers, and bathtubs and showers. Each day, every person within Santa Rosa County produces an average of approximately 90 gallons of wastewater. The final destination may be either an on-site treatment disposal system (usually a septic tank) or a regional treatment plant, which may be located many miles from the structure where wastewater is generated.

4.1.1 Septic Tank Systems

Septic tank or onsite sewage disposal systems are generally small and designed to serve one or a limited number of land uses. Despite expansion of the wastewater collection network, many residents within the unincorporated portion of the County do not have access to wastewater treatment facilities or package treatment plants. For these land uses, wastewater treatment and disposal is provided by individual septic systems. Septic tank systems provide on-site wastewater treatment for both residential and small-scale commercial developments. Residential septic tanks usually range in capacity from 900 to 1,000 gallons. Generally, commercial septic tanks have a larger capacity.

Septic tanks are a potentially important source of fecal coliform pollution in urban watersheds. When properly installed, most of the coliform from septic tanks should be removed within 50 meters of the drainage field (Minnesota Pollution Control Agency 1999). However, the physical properties of an aquifer, such as thickness, sediment type (sand, silt, and clay), and location play a large part in determining whether contaminants from the land surface will reach the ground water (USGS 2010). The risk of contamination is greater for unconfined (water table) aquifers than for confined aquifers because they
usually are nearer to the land surface and lack an overlying confining layer to impede the movement of contaminants (USGS 2010).

Sediment type (sand, silt, and clay) also determines the risk of contamination in a particular watershed. According to the USGS (2010), “Porosity, which is the proportion of a volume of rock or soil that consists of open spaces, tells us how much water rock or soil can retain. Permeability is a measure of how easily water can travel through porous soil or bedrock. Soil and loose sediments, such as sand and gravel, are porous and permeable. They can hold a lot of water, and it flows easily through them. Although clay and shale are porous and can hold a lot of water, the pores in these fine-grained materials are so small that water flows very slowly through them. Clay has a low permeability.”

Also, the risk of contamination is increased for areas with a relatively high ground water table. The drain field can be flooded during the rainy season, resulting in ponding, and coliform bacteria can pollute the surface water through stormwater runoff. Additionally, in these circumstances, a high water table can result in coliform bacteria pollution reaching the receiving waters through baseflow.

Septic tanks may also cause coliform pollution when they are built too close to irrigation wells. Any well that is installed in the surficial aquifer system will cause a drawdown. If the septic tank system is built too close to the well (e.g., less than 75 feet), the septic tank discharge will be within the cone of influence of the well. As a result, septic tank effluent may enter the well, and once the polluted water is used to irrigate lawns, coliform bacteria may reach the land surface and wash into surface waters through stormwater runoff.

The following Map 4-1 indicates areas of the County where soil conditions are present that present potential environmental problems with the use of onsite septic tank systems. This map includes the Planning areas, centralizes sewer is available within the Pace, Milton, East Milton and South End (including Navarre Beach) Planning Areas. Centralized sewer is generally not available within the Rural North Planning Area or most of Garcon Point.

Beginning in 1985, Santa Rosa County’s Health Department began using a computer-aided database to track records for new septic tank systems, as well as repairs on existing systems. This database is used to track information such as permit number, location, soil type and system type (i.e. mound or standard). The number of systems that have been installed annually from 1990-2014 is graphed below (Figure 4-1).

**Figure 4-1: Number of New Septic Tanks Installed within Santa Rosa County by Year 1990-2014**

![Number of Septic Tanks Installed per Year in Santa Rosa County](source: Santa Rosa County Health Department, Division of Environmental Health)
From 2008 until today, the installation of new septic tanks has leveled off around at around 300 new systems being installed in the County annually. In the State of Florida approximately one-third of the population uses on-site systems or septic tanks. In Santa Rosa County approximately 50% of existing single family homes use on-site systems. Permits for septic tank systems and other onsite sewage treatment and disposal systems are issued by the Environmental Health Section of the Florida Department of Health’s County office. Standards for septic tank systems and other onsite sewage treatment and disposal systems are found in 381.0065, Florida Statutes (FS) and Chapter 64E-6, F.A.C.

The County does discourage the use of septic tanks in areas where it is feasible to connect to a central system by requiring new platted residential subdivisions to connect to central sewer when such service is available within ½ mile of the new development. Individual residential homes requiring building permits are also required to connect to a centralized system if such system is available (basically located in front of house).
Map 4-1 Suitability for Septic Tank Absorption Fields Based on Table 10 - Soil Survey of Santa Rosa County
4.1.2 Centralized Wastewater Treatment Facilities

Within Santa Rosa County (including the unincorporated areas and municipalities of the County) there are six public wastewater treatment facilities (WWTFs) serving generalized development. Santa Rosa County owns and operates one public WWTF at Navarre Beach, the City of Milton operates two WWTFs and plans are in the works for a third, the Town of Jay owns one WWTF, Holley Navarre Water System owns one WWTF, Pace Water System Inc., operates one WWTF, and the City of Gulf Breeze owns one WWTF. Completing the list of public facilities, the Department of Defense and the Department of Corrections each own one WWTF respectively. Map 4-2 depicts the sewer service areas for the domestic systems operating within the County.

4.1.2.1 Sanitary Sewer Capacity Analysis (2014)

The annual Utilities Operational Status Report is hereby incorporated by reference and includes an analysis of these centralized facilities. Summary excerpts from this report (2014 data) are included below.

Rule 17-600.405, F.A.C., ensures that wastewater permittees conduct timely planning, design, and construction of wastewater facilities necessary to provide the proper treatment and reuse or disposal of wastewater and residuals. This rule requires the wastewater utilities in Santa Rosa County to routinely compare flows being treated with the permitted capacities. When the three-month average daily flow exceeds 50% of the permitted capacity, the utility must submit an initial capacity analysis report to the DEP District Office. Depending on the results, the utility may be required to submit updated capacity analysis reports or begin planning, design and construction of additional capacity.

Existing residential development within the Santa Rosa County sewer franchise areas is currently utilizing centralized sewer ranging between 36 to 100%, depending on franchise area, and the remaining existing development is utilizing septic tanks or onsite systems (See Table 4-1). In the Pace Water Systems franchise and the Holley Navarre franchise areas only around 36% and 51% of the single family homes are connected respectively. Within Town of Jay franchise area close to 100% of the residential structures are connected. Similarly, there are no on-site septic systems on Navarre Beach with 100% of the residential units connected to the centralized County operated system. There are approximately 40,000 residential onsite systems (septic tanks) in the County, with about 50% of the single family homes in the County utilizing septic tanks.

Table 4-2 indicates that there is no current capacity deficit, either design related or permit related, for the wastewater treatment facilities operating within the County. Connection to centralized sewer is required by the County for platted residential developments if service is available within ⅛ mile or as required by the individual utilities, expansion of the systems is driven by demand for higher density development patterns or may be required by environmental constraints. Metes and bounds subdivisions and individual homes are required to connect if service is directly available (in front of home). Current County policy allows for residential development with septic tanks at 4 units per acre when a centralized water connection is available and at 2 units per acre when utilizing a septic tank and private well for potable water.
Table 4-1: Existing Structure Count by Wastewater Franchise Area and % Connected

<table>
<thead>
<tr>
<th>Wastewater Utility</th>
<th>Commercial</th>
<th>Community Facilities</th>
<th>Multi-Family Residential</th>
<th>Single-Family Residential</th>
<th>Commercial Connections</th>
<th>Residential Connections</th>
<th>% Res Connected</th>
</tr>
</thead>
<tbody>
<tr>
<td>City of Milton</td>
<td>887</td>
<td>199</td>
<td>1,061</td>
<td>5,760</td>
<td>462</td>
<td>3,956</td>
<td>69%</td>
</tr>
<tr>
<td>Gulf Breeze / SSRU</td>
<td>1,172</td>
<td>169</td>
<td>2,009</td>
<td>11,348</td>
<td>513</td>
<td>7,335</td>
<td>65%</td>
</tr>
<tr>
<td>Holley-Navarre</td>
<td>561</td>
<td>114</td>
<td>1,383</td>
<td>14,205</td>
<td>346</td>
<td>7,275</td>
<td>51%</td>
</tr>
<tr>
<td>Navarre Beach</td>
<td>36</td>
<td>23</td>
<td>922</td>
<td>362</td>
<td>10</td>
<td>1,929</td>
<td>100%</td>
</tr>
<tr>
<td>Pace</td>
<td>768</td>
<td>89</td>
<td>1,438</td>
<td>16,271</td>
<td>352</td>
<td>5,825</td>
<td>36%</td>
</tr>
<tr>
<td>Town of Jay</td>
<td>113</td>
<td>41</td>
<td>30</td>
<td>245</td>
<td>62</td>
<td>253</td>
<td>103%</td>
</tr>
</tbody>
</table>
Table 4-2: Wastewater Utility Capacity Analysis and Operational Data

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Pace Water System, Inc.</td>
<td>15,087</td>
<td>352</td>
<td>5,825</td>
<td>5,000,000</td>
<td>1,900,000</td>
<td>1,330,000</td>
<td>27%</td>
<td>70%</td>
<td>1,276,000</td>
<td>448</td>
</tr>
<tr>
<td>Navarre Beach</td>
<td>4,996</td>
<td>10</td>
<td>1,929</td>
<td>900,000</td>
<td>900,000</td>
<td>187,000</td>
<td>21%</td>
<td>21%</td>
<td>NA</td>
<td>NA</td>
</tr>
<tr>
<td>City of Gulf Breeze/SSRU</td>
<td>18,998</td>
<td>513</td>
<td>7,335</td>
<td>2,000,000</td>
<td>1,920,000</td>
<td>1,660,000</td>
<td>83%</td>
<td>86%</td>
<td>1,230,000</td>
<td>863</td>
</tr>
<tr>
<td>City of Milton</td>
<td>10,246</td>
<td>462</td>
<td>3,956</td>
<td>2,500,000</td>
<td>2,500,000</td>
<td>1,657,000</td>
<td>66%</td>
<td>66%</td>
<td>NA</td>
<td>NA</td>
</tr>
<tr>
<td>Holley Navarre Water System, Inc.</td>
<td>18,842</td>
<td>346</td>
<td>7,275</td>
<td>3,240,000</td>
<td>3,240,000</td>
<td>1,820,000</td>
<td>56%</td>
<td>56%</td>
<td>1,566,000</td>
<td>2</td>
</tr>
<tr>
<td>Town of Jay</td>
<td>655</td>
<td>62</td>
<td>253</td>
<td>120,000</td>
<td>120,000</td>
<td>59,000</td>
<td>49%</td>
<td>49%</td>
<td>NA</td>
<td>NA</td>
</tr>
</tbody>
</table>
4.1.2.2 Level of Service Standard and Concurrency for Wastewater in Santa Rosa County

In 1991, Santa Rosa County established the Concurrency Management System through Ordinance 91-24. The Concurrency Management System is based on the adopted Level of Service (LOS) established in the Infrastructure Element and the Capital Improvements Element. The reservation of capacity is based on the capacity being provided at the LOS standard of a minimum of 90 gallons per capita per day (gpcd).

It is important to understand that level of service criteria central sewer really indicate the ability of the treatment facilities to accommodate demand. This demand is primarily population driven. The LOS standard means, for instance, that a wastewater treatment facility such as the Navarre Beach WWTF would need to be able to treat 90 gallons of influent per person served per day. If a new development were to come on line that needed capacity, planning staff would look at the ability of the WWTF to serve existing customers at that LOS plus the new customers added by the new development. Linear infrastructure such as the necessary lines that make up the water and sewer systems transmission infrastructure face additional challenges. This is where coordination of land use and development approvals becomes very important. Two types of development patterns can be problematic to future development desiring sewer infrastructure, retrofit for environmental reasons or fire protection, and extension of services in general. These types of development patterns can make future extension cost prohibitive and can “lock in” future development by making extensions difficult.

1) Leap frog development - development that leaps over large vacant areas; and
2) Barrier development – development that occurs within relatively close proximity

In Santa Rosa County, connection to a public sewer system if available (basically in front of home) is required for all single family residential projects requiring a building permit. The County has additional requirements for developers platting new subdivisions that may require the extension of lines to the new development and within the new development. The following table (Table 4-3) summarizes current Land Development Code and Comprehensive Plan policies for central water and sewer.

Table 4-3: Current Central Sewer Policy for Residential Developments Requiring Extension

<table>
<thead>
<tr>
<th>LOS (Utility) Requirement</th>
<th>Developer Requirement</th>
</tr>
</thead>
<tbody>
<tr>
<td>Central Sewer</td>
<td>90 gallons per capita per day</td>
</tr>
<tr>
<td></td>
<td>For Platted subdivisions only (excluding metes and bounds subdivisions requiring extension) – required to connect if sewer is located within ½ mile of the proposed project. Metes and bounds subdivisions are only required to connect if service is available in front of house. Certain engineering standards also apply and the utility is required to refund the developer one half of the cost to install.</td>
</tr>
</tbody>
</table>
This page is intentionally left blank.
4.2 Solid Waste

The Solid Waste portion of the Infrastructure Element provides an understanding of both solid waste and hazardous wastes in the County. On average, each person within Santa Rosa County produces 8.14 pounds of solid waste per day. Although hazardous waste disposal is not a large component of the total waste generated, several large and small hazardous waste generators are located within the County.

The purpose of this sub-element is to determine the current and projected needs of Santa Rosa County in order to provide adequate solid waste facilities to meet those needs. Analysis and projected levels of service are based on an inventory of existing facilities and capacities.

4.2.1 Existing Conditions

The Central Landfill, which was originally permitted in 1977, is owned and operated by the County under the authority of the Santa Rosa County Environmental Department. The landfill consists of 593 total acres. The most recent permit renewal was in April 5, 2013 for 39.03 acres of Class I and 44.27 acres of Class III over top of the old Class I facility. The Central Landfill received an Air Construction Permit on June 20, 2013 for the installation of a landfill gas (LFG) Collection and Control System (LFGCCS) and blower / flare. Installation of the LFGCCS was completed in early 2014 and the LFG collection system and blower / flare is currently undergoing operational evaluation. Santa Rosa County has submitted and received a draft Title V Air Operations Permit that authorizes unconditional use of the LFG Blower/Flare, Air Curtain Incinerator and Class One Landfill. Since that time the County, has received a final Title V Air Operations Permit.

There have been four (4) other landfills that have closed in the County that included the Class III on Carroll Road that closed in August 2001, the North Landfill (Munson) closed in August 1988, the Holley / Navarre Landfill closed in August 1992 and the Northwest Landfill (Jay) closed in August 1989. The Jay site continues to be used as a transfer station for the northern part of the County. All these landfill closures were in compliance with existing rules and regulations. An illustration of all of the active and abandoned landfills and transfer stations is shown in Map 4-3 below.
4.2.2 Solid Waste Collection

In early 2011 the Santa Rosa County Board of County Commissioners (BOCC) published a Request for Proposals for Solid Waste Services for the south end of Santa Rosa County. The goal of the RFP was to provide an increased level of service to include garbage collection, curb side single stream recycling, yard waste and bulk waste collections at a lower cost to residents. The BCC eventually created two exclusive franchises in the south end and awarded the franchise to Waste Pro and Waste Management. During mid-2014, the BOCC issued a second RFP for Solid Waste Services for the remainder of Santa Rosa County and selected the Emerald Coast Utilities Authority to provide solid waste services for the north end of Santa Rosa County to include garbage, curb side recyclable, yard waste and bulk waste collections and disposal.

4.2.3 Solid Waste Disposal

As previously discussed, the Santa Rosa County Central Landfill is the only Municipal Solid Waste disposal facility within Santa Rosa County. Introduction of county wide curb side single stream recycling, expansion of the Central Landfill Household Waste (HHW) and increased diversion at the Central Landfill’s Residential Drop-off area have diverted significant quantities of materials from the Class I and Class III disposal areas at Central Landfill. Class I landfills receive an average of 20 tons or more of solid waste per day, specifically household waste. Class III receive only yard trash, construction and demolition debris, waste tires, asbestos, carpet, cardboard, paper, glass, plastic, furniture other than appliances, or other materials approved by the Department which are not expected to produce leachate which poses a threat to public health or the environment. Class III landfills do not accept putrescible household waste. The total per capita breakdown of the waste stream within Santa Rosa County (2012) is as follows:

- Total Solid Waste - 8.14 pounds per capita per day (ppcd)
- Landfilled Materials - 175,344 tons
- Recycled Materials - 55,359 tons
- Total - 230,703 tons

As illustrated, the removal of recoverable / recyclable materials tonnages from the waste stream entering the Central Landfill can substantially increase its life span.

4.2.4 Hazardous Waste

Within Santa Rosa County, hazardous waste has not been a major problem because of the small number of large quantity generators (LQGs). However, in the future the County may be affected because of the increasing number of small quantity generators (SQGs). FDEP regulations, along with those developed by the EPA, require all counties to identify all small and large quantity generators in an attempt to monitor the growth and production of hazardous wastes.

A study was performed for Santa Rosa County by the West Florida Regional Planning Council (WFRPC) and was completed in 2008. The total waste produced by conditionally exempt and small quantity generators in Santa Rosa County was approximately 130.177 tons from 2002 through 2007. Used oil and filters generated the largest quantity of waste. Service stations and repair shops produced approximately 82 tons of these materials and lead acid storage batteries were the second most frequently generated
waste. Battery shops, service stations and repair shops generated about 23 tons of lead acid batteries. The third largest type of waste produced was Non-halogenated solvents, which amounted to approximately 13.4 tons.

The County’s Household Hazardous Waste (HHW) Facility accepts household hazardous waste (i.e., paint, pesticides, fertilizers, gas, florescent bulbs and batteries) at the Central Landfill. Collected materials are bulked and disposes it to outside contract sources or selected for reuse in the landfill Swap Shop, a facility at the Central Landfill were residents can pick up paints and household cleans at no charge. The County accepts other Household Hazardous Waste one time per year on amnesty day and that waste is collected at remote sites from the landfill. This waste is also disposed of through outside contract sources. This is administered through a cooperative grant program with Okaloosa County. As a result, commercial entities must contract with hazardous waste carriers for the disposal of their wastes. To deal with these SQGs, the State of Florida requires all counties, through the Small Quantity Generator (SQG) Program, to randomly inspect and ensure that commercial generators of hazardous wastes are complying with state requirements.

Residents can dispose of their household hazardous waste for free at the county’s Household Hazardous Waste Center, open Monday through Saturday from 7 a.m. to 5 p.m. Hazardous household waste includes household cleaners, motor oils, gasoline, car batteries, inks and toners, propane tanks, pool chemicals, and pesticides.

4.2.5 Solid Waste Needs and Assessments

The Existing Conditions section identified the current demand, as well as available capacity, for solid waste disposal within Santa Rosa County. This section closely examines facility capacity analysis based on recent population projections, level of service standards, funding alternatives, and the problems and opportunities that have faced the County since the last planning timeframe. At the current time, the County expects the landfill to reach maximum capacity in 2065.

4.2.5.1 Level of Service

A level of service standard (LOS) was established in order to estimate solid waste generation and to determine landfill life expectancy and projecting capacity of the landfill. The LOS was calculated by multiplying the amount of solid waste generated daily in the County by the population and projected population. This rate is currently 8.18 pounds per person per day.

As part of the Concurrency Management System, the County uses LOS standards to determine whether the capacity of solid waste facilities is adequate to support the impacts of each proposed residential development. If the projected solid waste generation by the development will result in the standard being exceeded, provisions for solid waste facilities and services necessary to maintain the standard must be provided as required by the Concurrency Management regulations.

4.2.5.2 Ensuring Adequate Landfill Capacity

The total capacity of the Central Landfill solid waste facility is allocated to serve the entire County. The Central Landfill facility has been sized and permitted to accept municipal waste based on county-wide (including municipalities) population estimates. The Central Landfill has sufficient capacity to meet demand
through the Year 2065 under the current and projected operating conditions. The current active section consists of 39.03 acres of Class I and 44.27 acres of Class III.

In addressing adequate landfill capacity, Santa Rosa County has focused on both increasing the supply of, and decreasing the demand for, landfill space in the County. To decrease demand for landfill space, Santa Rosa County has taken several steps, the most significant of which is the development of a county-wide recycling program. The County traditional recycling rate in 2012 was 24%. One of the challenges facing the County in the future will be increasing that percentage. The County intends to use two measures to increase the percentage of waste recycled, the initiation of additional recycling efforts at the landfill and the enhancement of commercial and governmental recycling initiatives.

Another recycling issue facing Santa Rosa County (and all public or private organizations that collect recyclable materials) is finding additional markets for recyclable materials collected. As recycling technology increases, so do products made from recycled materials. Counteracting that trend, however, is the increasing supply of recyclable materials. The increase in the quantities of recyclable material is largely due to more and better recycling efforts by communities throughout the nation.

An additional step that has helped Santa Rosa County decrease demand for landfill space is the addition of the air curtain incinerator at the Class III section of the landfill. This facility, along with the recycling program, will greatly increase the life span of the landfill.

Other methods of solid waste disposal include various methods of resource recovery. These methods do not eliminate the need for landfills, but they decrease the amount of waste entering into the landfill, thereby increasing the life span of the landfill.

4.2.5.3 Flow Control

In 2007, the Santa Rosa County Board of County Commissioners enacted Ordinance 2007-16 that established Flow Control in Santa Rosa County. To the extent allowed by federal law, all solid waste generated in Santa Rosa County except for hazardous waste, construction and demolition debris, land clearing debris, or bio-hazardous waste shall be disposed in a Santa Rosa County managed disposal facility. Upon the request of Santa Rosa County, all collectors of solid waste, including commercial solid waste collectors, shall provide Santa Rosa County information regarding the quantity of solid waste collected in Santa Rosa County.

In the exclusive franchise areas within Santa Rosa County, franchisees are required, by contract, to delivery all solid waste, curb side recyclables, yard waste and bulky waste to the Santa Rosa County Central Landfill.
This page is intentionally left blank.
4.3 Stormwater

The purpose of this section is to describe the existing stormwater systems and drainage problems and to set forth the basic policies to ensure that the County will be able to meet the existing and anticipated stormwater management needs. The analysis of the existing conditions and future needs serves as a basis for formulating suitable recommendations concerning the Stormwater Management needs in addition to formulating the Goals, Objectives, and Policies (GOP’s).

4.3.1 Existing Systems and Watersheds

4.3.1.1. The Pensacola Bay System

The Pensacola Bay system (also, PBS or “system”) includes five interconnected estuarine embayments, including Escambia Bay, Pensacola Bay, Blackwater Bay, East Bay, and Santa Rosa Sound, and three major river systems: the Escambia, Blackwater, and Yellow rivers. The system also includes smaller tributaries of these embayments and rivers, as well as its entire watershed. The watershed covers nearly 7,000 square miles, about one-third of which is in Florida. This includes the majority of Escambia, Santa Rosa and Okaloosa counties, the northwest quadrant of Walton County, and a substantial portion of southern Alabama. The entire system discharges into the Gulf of Mexico, primarily through a narrow pass at the mouth of Pensacola Bay.

4.3.1.2. The Blackwater River Watershed

The Blackwater River watershed is one of the last remaining shifting white sand bottom river systems in its natural state in the world. With sections of the river designated as an Outstanding Florida Water (O.F.W.) and as a Florida Canoe Trail, the Blackwater River watershed provides an opportunity to protect a valuable natural resource for the benefit of society and ecology alike. The Blackwater River watershed is located in the southeastern United States, with its geographic boundaries crossing two states and four counties. The watershed encompasses parts of Alabama’s south central region and Florida’s northwestern panhandle and is encompassed by the larger Pensacola Bay watershed. The headwaters of the watershed are located in Alabama’s Escambia and Covington counties, however the majority of it’s approximate 719 square mile area occupies Florida’s Santa Rosa and Okaloosa counties (F.G.D.L. 2009).

4.3.2 Stormwater Management in General

Climate, soils, geology, topography, vegetative cover and land use all have an effect on stormwater runoff and drainage. Land use impacts the natural hydrology in four interrelated, but separable ways as stated further below:

1. changes in peak flow,
2. changes in total runoff,
3. changes in water quality, and
4. changes in hydrologic amenities or the appearance of a river, stream or bay.
Land use urbanization has the most significant impact affecting the hydrology of an area. The majority of pollution problems arise from the associated land uses such as residential, commercial, industrial and agricultural.

In undeveloped areas, stormwater runoff is managed by nature through the hydrologic cycle. As rainfall accommodates on the ground or in standing water bodies, the water either returns to the atmosphere through evaporation or it can percolate into the ground to be assimilated by trees and vegetation, eventually to be returned to the atmosphere by transpiration. Percolation water that is not used by vegetation is percolated deep into soils increasing groundwater supply. In the presence of saturated ground conditions the remainder of rainfall collects into rivulets, increasing the speed and quantity as it flows to the receiving body of water. Then the cycle begins again through evaporation.

Nature's inability to accommodate severe rainfalls without damage is apparent even in undeveloped areas. Nature’s stormwater management designs are constantly changing. Streams change course and meander, banks erode, and lakes lose volume as they are filled with sediment.

Historically, urbanization has resulted in new or highly modified drainage systems which dealt with only the quantitative effects of runoff. Today, stormwater management is more comprehensive. An effective program involves the development of methods to control water while providing surface drainage, flood control, a reduction in erosion and sedimentation and a reduction in pollutants. Stormwater management applies to both rural and urban areas.

To accomplish an effective stormwater management system, it is necessary to ensure that volume, rate, timing and pollutant load runoff is similar to what occurred before development. The approach used in this comprehensive plan is to minimize the adverse impacts through a coordinated system of source controls. Source controls emphasize the prevention and reduction of non-point source pollution and excess stormwater flow before it reaches a collection system or receiving water.

### 4.3.3 Stormwater Management Problems in Santa Rosa County

Stormwater management practices within Santa Rosa County must deal with two problems. The first problem is drainage and flooding. The second problem is the water quality of the stormwater runoff. Recent studies conducted nationwide have indicated that environmental impacts are caused by pollutants carried in stormwater. These pollutants include bacteria, fertilizers, heavy metals, and pesticides as indicated in previous sections of this sub-element. Stormwater management must provide provisions to settle or filter out these pollutants in order to preserve the quality of the groundwater and surface water into which the stormwater is to be discharged. Chapter 62-25, F.A.C., provides the guidelines that are relevant to stormwater management facilities and the practices that are to be employed to help ensure adequate treatment and protection to protect the citizens within the County.

#### 4.3.3.1 Flooding Problems

The major sources of flooding within Santa Rosa County are storm surge generated by a tropical storm or hurricane and riverine flooding. Storm surge can be expected along the Gulf of Mexico, Santa Rosa Sound, Escambia Bay, East Bay and Blackwater Bay. The wave action associated with the storm surge can be more damaging than the actual high water. The second major source of flooding is riverine flooding where heavy rainfall occurs on many water courses including the Escambia River, Blackwater River, Yellow
River, East River, Pond Creek, Big Juniper Creek, Sweetwater Creek, Big Coldwater Creek and East Fork. Not all storms passing close to the County produce high storm surge or flooding conditions. Similarly, storms that produce flooding in one area of the County may not necessarily flood another part of the County. Presently, the County’s drainage problems fall into six categories:

1. Traffic hazards from standing water,
2. Damaging sheet flow on and off of rural roads,
3. Potential flooding associated with hurricanes and other above average storms damaging structures,
4. Long term water quality problems due to runoff;
5. Failure of on-site sewage disposal systems and damage to other infrastructure caused by flooding.

The current Santa Rosa County Land Development Code contains provisions related to currently identified Stormwater Problem Areas (Map 4-4). These areas include the Special Flood Hazard Areas of the County as well as additional areas that have been identified by the County as areas experiencing frequent flooding. Special considerations are required when developing within one of these designated areas. In addition, the County has developed a Local Mitigation Strategy (LMS) that is incorporated herein by reference. Additional information on this document is found within the Coastal Management Element Supporting Documentation.
Map 4-4 Stormwater Problem Areas of Santa Rosa County

Legend
- Planning Areas
- Stormwater Problem Area

North Planning Area
Pace Planning Area
Milton Planning Area
East Milton Planning Area
Gorcon Point Planning Area
South End Planning Area
Navarre Beach Planning Area

Community Planning, Zoning and Development Division
May 22, 2019

Map Document (17/28): 4-4 Stormwater Problem Areas
5/22/2015 4:59 PM
4.3.3.2 Water Quality

Different types of land use affect the water quality in an area. For example, in an undeveloped area, many biological, physical and chemical processes interact to recycle most of the materials that are found in stormwater runoff. As land use in these areas intensifies, this process is disrupted. Increased activities add materials to the land surface such as fertilizers, pesticides, oils, grease, heavy metals and animal wastes, which are then washed off by the rainfall and runoff. In turn, this runoff then increases the pollutant loading which is carried to a nearby surface water body.

Water Body Classifications and Water Quality Monitoring

Surface water bodies are classified by the Florida Department of Environmental Protection (DEP) based upon the intended uses of these bodies. All waters of the state fall into one of five surface water classifications (62-302.400 F.A.C.) with specific criteria applicable to each class of water. In addition to its surface water classification, a water may be designated as an Outstanding Florida Water, (62-302.700 F.A.C.). An Outstanding Florida Water, (OFW), is a water designated worthy of special protection because of its natural attributes. This special designation is applied to certain waters, and is intended to protect existing good water quality. Most OFWs are areas managed by the state or federal government as parks, including wildlife refuges, preserves, marine sanctuaries, estuarine research reserves, certain waters within state or national forests, scenic and wild rivers, or aquatic preserves. Generally, the waters within these managed areas are OFWs because the managing agency has requested this special protection. In Santa Rosa County portions of the Blackwater River are designated as an OWF.

The DEP undertakes water quality assessments of water bodies in response to Section 305 (b) of the Federal Clean Water Act. There are nine DEP water quality monitoring sites within Santa Rosa County monitored on a weekly basis along with some nearby Santa Rosa Island water quality stations monitored by the Escambia County Health Department under the auspices of the Florida Healthy Beaches Program that was established in August 2000.

Total Maximum Daily Loads (TMDLs) in Santa Rosa County

The Pensacola Bay Watershed and the Blackwater Watershed have both been designated as Priority Watersheds by the U.S. Environmental Protection Agency (EPA). Priority watersheds are those where the US EPA Region 4 and State of Florida agency partners have agreed to focus mutual resources to protect and restore waters.

A TMDL is a scientific determination of the maximum amount of a given pollutant that a surface water can absorb and still meet the water quality standards that protect human health and aquatic life. Water bodies that do not meet water quality standards are identified as "impaired" for the particular pollutants of concern--nutrients, bacteria, mercury, etc.--and TMDLs must be developed, adopted and implemented for those pollutants to reduce pollutants and clean up the water body. The threshold limits on pollutants in surface waters--Florida's surface water quality standards on which TMDLs are based--are set forth primarily in rule 62-302, Florida Administrative Code, and the associated table of water quality criteria.
What are the basic steps in the TMDL program are as follows:

1. Assess the quality of surface waters--are they meeting water quality standards? (Surface Water Quality Standards - Chapter 62-302, F.A.C.)
2. Determine which waters are impaired--that is, which ones are not meeting water quality standards for a particular pollutant or pollutants. (Impaired Waters Rule (IWR) - Chapter 62-303, F.A.C.)
3. Establish and adopt, by rule, a TMDL for each impaired water for the pollutants of concern--the ones causing the water quality problems. (TMDLs - Chapter 62-304, F.A.C.)
4. Develop, with extensive local stakeholder input, Basin Management Action Plans (BMAPs) that....
5. Implement the strategies and actions in the BMAP.
6. Measure the effectiveness of the BMAP, both continuously at the local level and through a formal re-evaluation every five years.
7. Adapt--change the plan and change the actions if things aren't working.
8. Reassess the quality of surface waters continuously.

The following describes the status of the TMDL process in Santa Rosa County. To date, four final TMDLs have been adopted that affect the County: Blackwater River, East Bay River, Pace Mill Creek and Escambia River. These final TMDL documents are incorporated herein by reference. In addition, TMDLs are pending for all of the verified impaired water bodies shown on the following map (Map 4-5). No Basin Management Action Plans have currently been completed for Santa Rosa County.

Blackwater River (FDEP Final TMDL)

A Total Maximum Daily Load (TMDL) for fecal coliform bacteria for the Blackwater River (tidal) has been established. This waterbody was verified as impaired for fecal coliform, and therefore was included on the Verified List of impaired waters for the Pensacola Bay Basin that was adopted by FDEP Secretarial Order in November 2010. The TMDL establishes the allowable fecal coliform loading to the Blackwater River (tidal) that would restore the waterbody so that it meets its applicable water quality criterion for fecal coliform. The Blackwater River (tidal) is a Class III waterbody, with a designated use of recreation, propagation, and maintenance of a healthy, well-balanced population of fish and wildlife. The criterion applicable to this TMDL is the Class III criterion for fecal coliform. Potential sources listed in the Final TMDL report include agricultural land use run-off, septic tanks, and stormwater run-off from urban land uses.

East Bay River (FDEP Final TMDL)

A Total Maximum Daily Load (TMDL) for fecal coliform bacteria for the East Bay River (marine portion) has been established (2012). This waterbody was verified as impaired for fecal coliform, and therefore was included on the Verified List of impaired waters for the Pensacola Bay Basin that was adopted by FDEP Secretarial Order in November 2010. The TMDL establishes the allowable fecal coliform loading to the East Bay River (marine portion) that would restore the waterbody so that it meets its applicable water quality criterion for fecal coliform. The East Bay River (marine portion) is a Class II waterbody, with a designated use of shellfish propagation or harvesting; this designation includes all Class III uses of recreation, propagation, and the maintenance of a healthy, well-balanced population of fish and wildlife. The criterion applicable to this TMDL is the Class II criterion for fecal coliform. Potential sources listed in the Final TMDL report include septic tanks, pet feces, and sanitary sewer leakage in descending order of contributory magnitude.
Escambia River (FDEP Final TMDL)

Total Maximum Daily Loads (TMDLs) for fecal coliform bacteria for the Escambia River, Texar Bayou, and Carpenter Creek have been developed. These waterbodies were verified as impaired for fecal coliform, and therefore were included on the Verified List of impaired waters for the Pensacola Bay Basin that was adopted by FDEP Secretarial Order in May 2006. The TMDLs establish the allowable fecal coliform loading to these water segments that would restore the waterbodies so that they meet their applicable water quality criterion for fecal coliform.

Pace Mill Creek (Finalized by EPA)

Pace Mill Creek is located east of the Escambia River, in the Pace area. Pace Mill Creek discharges to Escambia Bay through Bass Hole Cove, and eventually drains into Pensacola Bay. The drainage area for the creek is approximately 6.2 square miles (FEMA 2006). The Escambia River is less than three miles to the west. Wetlands are confined mainly to the riparian corridor and at the mouth of the creek, with limited agriculture. There has been rapid urbanization of the region in the past several decades. TMDLs for total nitrogen, total phosphorus, and biochemical oxygen demand have been established.
4.3.4 Stormwater Funding Sources

County-wide stormwater management, although imperative, is quite costly. Capital improvements, operating and maintenance, renewal and replacement of existing structures, water quality monitoring and administrative services are only a few examples of the many stormwater management issues that face Santa Rosa County every year.

In this section the funding sources that are available to financially support these activities will be discussed. Available funding sources include federal grants, state grants, state and local tax assessments, as well as additional federal bond and grant programs, that can be used as stand-alone monetary sources or can be used together to help provide the monetary support needed for some of the larger projects. Several of these options are presented below. Currently stormwater infrastructure in Santa Rosa County is funded primarily by developers with maintenance paid for using general funds. Some maintenance is funded by individual homeowner’s associations in the County as well.

4.3.4.1 General Funds

Stormwater management funds in Santa Rosa County have traditionally provided from the General Fund. This source can best be considered as a bank retaining revenues which will fund county stormwater programs in the future. The source of funds for this alternative includes ad-valorem income, as well as other taxes. Other income which can be placed into the General Fund includes revenue sharing income and county-wide ad-valorem taxes (for activities completed for the citizens of the county). This revenue source can provide funding for administration, renewal/replacement, construction, maintenance, and water quality monitoring.

The principal advantage associated with utilizing the General Fund is that the accounting process is understood. The major disadvantage with using the General Fund is that many governmental services, except the utilities, are funded by the general fund. For this reason, competition for the funds is intense and historically, stormwater management programs have had a low priority. From a point of equitability, ad-valorem taxes are based on property values which are not always related to the property’s impact on stormwater. For these reasons, many governmental entities are looking for another source of funding for stormwater.

4.3.4.2 Gas Taxes

These funds may be implemented for capital projects related to roads and can be used to fund road repair or construction. Santa Rosa County is responsible for a number of county-maintained roadways. As some stormwater management improvements can be integrated into road improvements or maintenance projects, the stormwater facilities can be indirectly funded or subsidized by the expenditure of gas tax funds. These funds, however, are generally intended to be limited to the capital improvement appropriations, project administration, design and construction. These funds should not be used to fund annual operation and maintenance activities (i.e. water quality monitoring programs).
4.3.4.3. MSBUs for Stormwater Maintenance

Individual Municipal Service Benefit Units (MSBUs) can be created for the purpose of providing maintenance of stormwater management facilities owned or operated by the County. This can be established for subdivisions or for areas contributing to regionalized facilities (Santa Rosa County currently does not have any regionalized facilities). In the case of regionalized facilities, the individual boundaries for each of the MSBUs are based upon the integrated drainage facility and may not always coincide with subdivision lines. Those properties served by the integrated stormwater management facility are considered part of the MSBU. Residential parcels within each MSBU are assessed the same rate for the services provided by the County. In MSBUs that contain non-residential parcels, an equivalent assessment is calculated based on the median size of the residential parcels within the same MSBU. The non-residential parcels are measured individually and then divided by the residential equivalent unit to determine the number of billing units for each non-residential parcel.

The Maintenance Assessment standardizes the services provided, the level of service received and the collection method for all stormwater facilities. Services covered under this type of assessment could include:

- mowing (26 or 52 times per year)
- aquatic weed control (12 times per year)
- minor maintenance (as needed)
- structure inspections
- contract management and routine inspections

In some Counties, the MSBU implementing ordinance allows for a separate assessment for capital facility repairs on an as-needed basis by establishing a provision to borrow funds from the County’s General Fund. When a capital facility repair is identified, the General Fund will initially fund the repair and the individual MSBU will repay the General Fund for the cost of the repair with interest over an established period of time.

4.3.4.4. Stormwater Utility – Special Assessment

Utilizing revenues from a user charge system to fund stormwater management programs has been successful in Florida. The concept was developed in the western U.S. and has been used for a number of years. The first city in Florida to implement such a program was Tallahassee in October, 1986. Since this time, a number of other cities and counties have adopted ordinances to implement a stormwater utility.

A stormwater utility includes a fee structure whereby the customer pays a fee consistent with the contribution to the need for the stormwater service. The utility could be established County wide or for a sub area of the County. Currently the City of Milton has a stormwater utility. Most stormwater utilities in Florida use impervious area to measure each customers contribution: the greater the impervious area, the greater the fee. The merits of the stormwater utility are that there is a direct connection between the fee and the need for service, and the fee provides a long-term, dedicated funding source.

The stormwater utility can be used to fund administration, operation and maintenance, renewal/replacement, capital improvements, and water quality monitoring. The income can also be used to
pay the debt service for a stormwater capital improvement program, thereby leveraging the utility’s annual revenue into a major program. Advantages of the program include:

: A stable funding source for all stormwater activities.

: Dedicated funding for the County’s stormwater management program, (i.e., operation/maintenance, planning/design);

: The potential to associate the stormwater utility fee with the other utilities administered by the county; and

: A fee schedule based on contribution rather than property valuation (i.e., user fee);

After reviewing the benefits and deficiencies associated with each financial alternative, General Fund and a Stormwater Utility are the only two funding sources capable of addressing a comprehensive stormwater management program on a county-wide basis. The major distinction between the two alternatives is the method of allocating the costs for stormwater management. The General Fund is made up of revenues generated from ad-valorem taxes – income based on property value which does not correlate with the runoff contribution of the property nor to the benefits received from the stormwater management system. Competition for General Fund revenues from other governmental programs often results in less than adequate funding for the stormwater management program. Funds generated through the implementation of a stormwater utility are dedicated entirely to the stormwater management program similar to other enterprise funds. The costs are allocated to customers of the utility based on the quantity and quality of the stormwater, which is likely to be generated by each property using the correlation between the amount of impervious area and the stormwater runoff quality/quantity. Considering the high level of competition for limited General Fund revenues, and the ability to dedication revenues from a stormwater utility, the County should consider the implementation of a stormwater utility as a dedicated source of revenues to fund the stormwater management program and capital improvements.
This page intentionally left blank.
4.4 Potable Water

4.4.1 Introduction to Potable Water in General

Potable water is the term applied to water that is considered fit for human consumption. This resource is not only used as drinking water, but for cooking, washing clothes and dishes, bathing, and other various commercial and industrial purposes. Within Santa Rosa County, the average daily usage of potable water is approximately 100 gallons per person per day (gpcd).

With the rapid growth rate of Santa Rosa County, an important part of the planning process is the evaluation of the potable water resources available. The availability of potable water has major implications regarding the type and density of development an area can accommodate. The availability of potable water is dependent on the type and capacity of facilities, the existing regulations, and the nature of the intended use. Generally, potable water is made available through a system consisting of three principal components: a water source, treatment facilities, and a storage and distribution system.

The purpose of the Santa Rosa County Potable Water Element is to identify existing and future sources of potable water supply, potable water needs; determine the adequacy of existing facilities to meet those needs and to define operational responsibilities, geographic service areas, and the level of service provided to the customer. The analysis of the existing conditions and future needs then serves as a basis for formulating suitable recommendations concerning the management of the potable water system, in addition to formulating the Goals, Objectives and Policies for effective management of the potable water resource in the future.

4.4.2 Potable Water Supply in Santa Rosa County – Community Systems and Individual On-Site Wells

In general, potable water is either produced from surface water (lakes, rivers, man-made surface impoundments, etc.) or groundwater. Surface water, groundwater, or a combination of the two constitutes a supply source for potable water systems. In Santa Rosa County, as is the case for most of Florida, groundwater is the sole source of potable water.

The water withdrawn from the source is commonly referred to as raw water. This raw water typically requires treatment before being used for public consumption. Treatment removes impurities from the raw water in order to improve its quality for either public health or aesthetic reasons, or both. The treatment process adds to the cost of supplying water, but it also expands the range of raw water sources that can be used. In Santa Rosa County, water drawn from wells using the Sand and Gravel Aquifer as a source requires minimal treatment at present time.

After treatment, the water is supplied to individual users via a system of pipes and storage reservoirs. In the smallest systems, for individual households or businesses, the entire potable water system is normally contained on the development site (individual wells). In larger community systems the withdrawal and treatment may take place some distance away from the final users, and an extensive distribution network may be required. Large transmission lines, called distribution mains, carry water to major demand areas and interconnect with a network of smaller lines which eventually supply individual establishments. Both the distribution mains and distribution networks should be interconnected to allow water to circulate within the system to areas of highest momentary demand.
Water is delivered under pressure within the distribution system in order to ensure adequate flow to meet demands. Demand fluctuates during each day, usually exhibiting peaks during the morning and evening hours corresponding to periods of highest residential use. Localized demand peaks also occur when the system is designed and used for firefighting purposes. In order to provide adequate quantities and pressure to meet peak use and fire flow demands, storage tanks are linked with the distribution system at strategic locations. During low demand periods, these tanks are filled as water is pumped into the system. During the peak demand periods, water flows into the distribution system to augment flows and maintain pressure. Ground level and elevated storage tanks are both commonly used. Elevated storage tanks (water towers) are usually the most economical. Many systems also include auxiliary pumps, which operate during peak demand periods.

4.4.3 Existing Conditions – Potable Water Provision in Santa Rosa County

In Santa Rosa County, the source of groundwater is either the shallower surficial aquifer, known as the Sand-and-Gravel Aquifer, or the deeper Floridan Aquifer. According to the Northwest Florida Water Management District, the Sand-and-Gravel Aquifer is the principal source for potable water in Santa Rosa and Escambia Counties.

4.4.3.1 Hydrogeology

The hydrology of the West Florida Region consists of four major aquifers: the Surficial Aquifer System, which includes the Sand-and-Gravel Aquifer, the Floridan Aquifer, Sub-Floridan System, and the Intermediate System. The composition of the Floridan System and Surficial Aquifer System allows for the storing and transmitting of ground water to, from, and throughout the respective aquifer. Each of these Systems is different, however, in that each has different water yielding properties due to variations in composition and thickness.

The thickness of the Surficial Aquifer System is variable. Its thickness ranges from a few feet to as much as 300 feet in the western part of the Region. In most of Santa Rosa County and in all of Escambia County, the Surficial Aquifer System is the primary source of potable water and is commonly called the Sand-and-Gravel Aquifer. The primary components of this aquifer are sand, clays, and gravel, with sands being the primary component. East of the Choctawhatchee River the aquifer is thin and is a minor water-bearing layer.

4.4.3.2 Environmental Constraints

Water quality within source water aquifers is of concern in Santa Rosa County for two reasons: (1) susceptibility of saline-water intrusion from the Gulf of Mexico and Santa Rosa Sound and upconing from the Floridan Aquifer along the coast and (2) susceptibility of the surficial aquifer to contamination from human activities. Such activities include the dredging of canals, which may create an avenue for saltwater to enter the surficial aquifer system, the spilling or leaking of chemicals into the ground and septic tanks percolating to the water table.

Saline water intrusion impacts the water supply in three ways: (1) in areas where water in the Floridan Aquifer is potable, upconing of saline water can raise the chloride concentration above drinking water standards; (2) in areas of heavy irrigation, a higher salinity of Floridan water percolates into the surficial aquifer therefore raising the chloride and sulfate concentration in the surficial aquifer. As the salinity of the irrigation water increases, the rate of contamination of the surficial aquifer due to percolation increases; and (3) in severe cases, upconing of poorer quality water may cause the water to become too saline for irrigation. Lowering of the potentiometric surface and increased contamination of the surficial aquifer is
also contributed to by free-flowing or leaky wells. While the greatest need for potable water is along the coast where the population is more concentrated, excessive pumping of the Floridan Aquifer along the coast increases the possibility of more widespread saltwater intrusion. The development of well fields farther inland, specifically those associated with the Fairpoint Regional Utility System, has worked to alleviate this problem. Further analysis of this is provided below.

4.4.3.3 Existing Community Water Systems

Within Santa Rosa County, water supply systems large enough to require consumptive use permits from the Department of Environmental Protection (DEP) fall into one of three categories: Community Water Systems, Non-Transient Non-Community Water Systems, and Non-Community Water Systems. These systems may be either public systems or privately owned. In Santa Rosa County, there are thirteen (13) Community Water Systems, four (4) Non-Transient, Non-Community Water Systems, and eight (8) Non-Community Water Systems permitted by DEP.

Of the thirteen community water systems in Santa Rosa County, one is County operated, there are three municipal systems and ten privately owned systems under franchise agreements with the County. Each of these systems are operated independently and are responsible for such items as financial stability, meeting state level requirements, and ensuring the availability of water to meet future demands.

In general, more than 70% of existing residential development in the County located within a water franchise area is served by a potable water utility, with higher connection percentages seen in urbanized areas of the County (See Table 4-7). For instance, the Town of Jay, Navarre Beach and the southern end of the County are nearly 100% connected to a centralized potable water provider. The remaining development in the County has a private well source for potable water. Map 4-6 depicts the franchised Potable Water Service Areas in Santa Rosa County. Table 4-4 provides basic information on the 13 community water systems operating within the County including number of wells, well source and amount of water pumped or purchased. One of the critical elements provided by these community water systems is fire protection.
Fire Protection

The responsibility for evaluating and classifying the adequacy of fire protection in an area lies within the Insurance Service Office (ISO). The ISO has established a classification scheme to evaluate areas within defined fire department service areas with ratings of one to ten, with one representing the highest level of fire protection and ten representing the lowest level of fire protection or no protection at all. The classification scheme is based upon the evaluation of many different aspects of an area, including the water supply system, the serving fire department, and the alarm notification system. The evaluation of the water supply system represents 40 percent of the total evaluation and covers the system storage capacity, pump capacity, emergency supply sources (defined as systems and facilities not ordinarily in use), supplemental suction supply sources for use by the fire department including surface water sources, wells, cisterns, water supply carried by the fire department in tanker trucks, transmission and distribution network capacity to deliver fire flow and the distribution, type frequency of inspection and the condition of the available fire hydrants. The fire protection within a department service area is used by insurance companies in setting homeowner’s insurance rates.

Santa Rosa County currently has seventeen (17) defined fire department districts. These districts serve all portions of the County. The majority of the subdivisions within the County have been equipped with the necessary fire fighting equipment (i.e. fire hydrants, etc.). However, in a few isolated incidents, the fire department continues to use tanker trucks where this equipment is not present. These facilities have been given split classification under the ISO classification system. The primary rating, or the first number in the representative rating, indicates the rating for facilities that are located within five miles of an existing fire station and are within 1,000 feet of a fire hydrant. On the other hand, the second classification number is for facilities that are within 5 miles of an existing fire station, but are not within 1,000 feet of a fire hydrant. In this latter case, the highest obtainable rating is 9 (on the one through ten scale). The 11 districts with split ISO ratings have at least a 9 secondary rating. The 17 districts in Santa Rosa County have primary ratings in the range of 4 to 8.

Map 4-7 depicts the County’s individual fire districts as well as the location of existing fire hydrants within the County. As can be seen, the location of fire hydrants follows the location of centralized water.
<table>
<thead>
<tr>
<th>Water Utility Operational Data</th>
<th>2014 Total Water Pumped Mg/Yr</th>
<th>2014 Total Water Sold Mg/Yr</th>
<th>2014 Water Purchased from FRUS Mg/Yr</th>
<th>2014 Water Loss %</th>
<th>Well Source and Number Floridan/Sand – and-Gravel</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bagdad-Garcon Point Water System</td>
<td>215.0</td>
<td>139.2</td>
<td>0.0</td>
<td>9.5</td>
<td>(0/3)</td>
</tr>
<tr>
<td>Berrydale Water System</td>
<td>108.4</td>
<td>51.2</td>
<td>0.0</td>
<td>10.4</td>
<td>(0/3)</td>
</tr>
<tr>
<td>Chumuckla Water System</td>
<td>108.9</td>
<td>88.2</td>
<td>0.0</td>
<td>5.1</td>
<td>(0/3)</td>
</tr>
<tr>
<td>East Milton Water System</td>
<td>537.7</td>
<td>479.1</td>
<td>0.0</td>
<td>5.9</td>
<td>(1/5)</td>
</tr>
<tr>
<td>Fairpoint Regional Utility System</td>
<td>754.1</td>
<td>639.6</td>
<td>0.0</td>
<td>8.0</td>
<td>(0/6)</td>
</tr>
<tr>
<td>Gulf Breeze Utility Department</td>
<td>0.0</td>
<td>239.3</td>
<td>272.3</td>
<td>12.1</td>
<td>(0/0)</td>
</tr>
<tr>
<td>South Santa Rosa Utilities</td>
<td>0.0</td>
<td>286.4</td>
<td>164.5</td>
<td>13.0</td>
<td>(0/0)</td>
</tr>
<tr>
<td>Holley-Navarre Water System</td>
<td>601.6</td>
<td>853.1</td>
<td>182.5</td>
<td>9.0</td>
<td>(4/1)</td>
</tr>
<tr>
<td>Jay Utility Department</td>
<td>61.8</td>
<td>43.1</td>
<td>0.0</td>
<td>11.0</td>
<td>(0/2)</td>
</tr>
<tr>
<td>Midway Water System</td>
<td>325.1</td>
<td>350.3</td>
<td>37.4</td>
<td>2.5</td>
<td>(2/2)</td>
</tr>
<tr>
<td>Milton Utility Department</td>
<td>612.8</td>
<td>559.2</td>
<td>0.0</td>
<td>7.5</td>
<td>(0/6)</td>
</tr>
<tr>
<td>Moore Creek / Mount Carmel Water System</td>
<td>84.6</td>
<td>65.8</td>
<td>0.1</td>
<td>12.3</td>
<td>(1/2)</td>
</tr>
<tr>
<td>Navarre Beach Water and Sewer Department</td>
<td>113.2</td>
<td>88.5</td>
<td>0.0</td>
<td>25.0</td>
<td>(2/2)</td>
</tr>
<tr>
<td>Pace Water System</td>
<td>1349.0</td>
<td>1030.8</td>
<td>0.0</td>
<td>10.2</td>
<td>(0/11)</td>
</tr>
<tr>
<td>Point Baker Water System</td>
<td>283.6</td>
<td>223.3</td>
<td>0.0</td>
<td>7.4</td>
<td>(0/5)</td>
</tr>
</tbody>
</table>

Source: 2014 Santa Rosa County Utility Operational Status Report
4.4.3.4 Level of Service Standard

The level of service (LOS) standard for potable water facilities providing service in Santa Rosa County is 100 gallons per capita per day (average demand).

Potable Water Demand

The demand for potable water, and consequently the capacity of potable water systems, is described in terms of gallons per day (gpd). The basic unit normally used in estimating demand is based on consumption per capita (per person), expressed in gallons per capita per day (gpcd). It is an accepted practice to convert per capita demand to equivalent residential unit (ERU) demand based on the average household size within an area. Demand for non-residential uses, such as commercial or industrial users, are also frequently converted to ERU figures based on statistical records of average daily demand for the various non-residential users.

This means of measuring demand, either in gallons per capita per day (gpcd) or ERU, provides the means for establishing the level of service standard for a facility. For example, if average daily water use is 100 gallons per person per day, the level of service (LOS) standard would be expressed as:

\[
\text{LOS} = 100 \text{ gpcd, average daily demand}
\]

If the average household size within the area is 2.63 persons per household, an equivalent way of expressing the LOS standard is:

\[
\text{LOS} = 263 \text{ gpd per ERU, average daily demand}
\]

Similarly, if a commercial business uses 1,000 gallons per day per 1,000 square feet of floor area, the demand created by an establishment of 1,000 square feet would equate to 3.8 ERU on an average daily basis. By this method, future demand can be estimated by projecting the total population or dwelling units, plus the total ERU of non-residential users to be served by a facility. The needed capacity for a facility can therefore be projected.

Connection Requirements

It is important to understand that level of service criteria centralized water really indicates the ability of the treatment facilities and production sources to accommodate demand. This demand is primarily population driven. The LOS standard means, for instance, that a potable water treatment facility such as the Navarre Beach WTF would need to be able to supply and treat 100 gallons of water per person served per day. If a new development were to come on line that needed capacity, we would look at the ability of the WTF to serve existing customers at that LOS plus the new customers added by the new development. Linear infrastructure such as the necessary lines that make up water systems transmission infrastructure face additional challenges. This is where coordination of land use and development approvals becomes very important. Two types of development patterns can be problematic to future development desiring water infrastructure, retrofit for environmental reasons or fire protection, and extension of services in general. These types of development patterns can make future extension cost prohibitive and can “lock in” future development by making extensions difficult.
1) Leap frog development - development that leaps over large vacant areas; and
2) Barrier development – development that occurs within relatively close proximity to existing linear infrastructure and does not connect to those systems.

Connection to a public water and/or sewer system if available (basically in front of home) is required for all single family residential projects requiring a building permit. The County has additional requirements for developers platting new subdivisions that may require the extension of lines to the new development and within the new development. The following table (Table 4-5) summarizes current Land Development Code and Comprehensive Plan connection policies for central water.

Table 4-5: Current Water Connection Policy for Residential Developments Requiring Extension

<table>
<thead>
<tr>
<th></th>
<th>LOS (Utility) Requirement</th>
<th>Developer Requirement</th>
</tr>
</thead>
<tbody>
<tr>
<td>Central Water</td>
<td>100 gallons per capita per day</td>
<td>No linear extension requirement is in place but if central water is immediately available, platted subdivisions (excludes metes and bounds subdivisions requiring extension) are required to connect and install according to engineering specifications. Single family homes in metes and bound subdivisions are only required to connect if service is directly available (in front of home).</td>
</tr>
</tbody>
</table>

4.4.3.5 Community Water System Analysis

Projected Demand Analysis for Santa Rosa County Community Water Systems

The 2014 Santa Rosa County Utility Operational Status Report is hereby incorporated by reference. The following sections represent critical sections of this document.

When looking at water facilities in terms of capacity, there are three basic capacity parameters. The first is well capacity or the capacity to produce water without the need to develop additional wells. The second is treatment plant capacity, which is sometimes referred to as design capacity. This represents the ability of the plant to treat water flowing through from the well or wholesaler (water system that sells water to anther water system) to the end user. In this area, this is mainly chlorination as a means of disinfection and other additives for pH correction or transmission system protection. Since higher level treatment, for the most part, is not necessary due to high water quality and treatment is dose based according to flow, capacity is really related to well capacity.

Most utilities in the County report well capacity as design capacity for this reason. The potential for additional future treatment demands have been lessened with the utilization of Sand-and-Gravel Aquifer wells rather than Floridan Aquifer wells for the urbanizing areas in the southern portion of the County as well as the middle County areas, and by the recent adoption of the County’s well field protection ordinance. The third and final parameter is storage capacity which is basically the amount of water that can be stored in tanks for use at a later time. If 25% of the water systems maximum daily flow is greater than the combined storage capacity then, by rule, it will trigger a study by the Florida Department of Environmental Protection.

For purposes of this report, water facility design capacity and/or well capacity - or the maximum allowed average daily well flow from the Northwest Florida Water Management District
Consumptive Use Permit (CUP) - were compared to an average of monthly flows figure. It should be noted that this average of monthly flows figure most likely overestimates current system demand by 10-15%. However, the results of this comparison provided a relatively good look at available capacities for the water systems in the County and is presented in Figure 4-2 below. Table 4-6 below, provides the demand projections estimated by the Northwest Water Management District through 2025 (2013) and then compares these projections to design and well consumptive use permit capacities/allowances. The 2025 CUP deficits for Holley Navarre, Navarre Beach, and Midway are expected since these systems are purchasing water from FRUS. As can be seen in this table, there is sufficient water facility design capacity surplus to accommodate projected demand through 2025.
Figure 4-2: Current Capacity Analysis Summary Chart

2014 Water Utility Capacity Analysis

Notes: The City of Gulf Breeze and South Santa Rosa Utilities do not have a Consumptive Use Permit since all water is purchased from FRUS.
<table>
<thead>
<tr>
<th>Water Utility</th>
<th>Average Daily Consumptive Use Permit Allowance Mg/d</th>
<th>Design Capacity Mg/d</th>
<th>Storage Capacity Mg</th>
<th>2015 Demand Projection Mg/d</th>
<th>2020 Demand Projection Mg/d</th>
<th>2025 Demand Projection Mg/d</th>
<th>2030 Demand Projection Mg/d</th>
<th>% Design Capacity 2025</th>
<th>% Daily Consumptive Use Permit Allowance 2025</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bagdad-Garcon Point Water System</td>
<td>0.680</td>
<td>3.096</td>
<td>0.750</td>
<td>0.533</td>
<td>0.585</td>
<td>0.635</td>
<td>0.678</td>
<td>20%</td>
<td>93%</td>
</tr>
<tr>
<td>Berrydale Water System</td>
<td>0.336</td>
<td>1.224</td>
<td>0.375</td>
<td>0.234</td>
<td>0.246</td>
<td>0.255</td>
<td>0.260</td>
<td>21%</td>
<td>76%</td>
</tr>
<tr>
<td>Chumuckla Water System</td>
<td>0.439</td>
<td>2.250</td>
<td>0.390</td>
<td>0.375</td>
<td>0.413</td>
<td>0.447</td>
<td>0.478</td>
<td>20%</td>
<td>102%</td>
</tr>
<tr>
<td>East Milton Water System</td>
<td>2.420</td>
<td>6.264</td>
<td>2.150</td>
<td>1.384</td>
<td>1.521</td>
<td>1.649</td>
<td>1.762</td>
<td>26%</td>
<td>68%</td>
</tr>
<tr>
<td>Fairpoint Regional Utility System</td>
<td>6.080</td>
<td>7.632</td>
<td>0.300</td>
<td>4.314</td>
<td>4.687</td>
<td>5.034</td>
<td>5.331</td>
<td>66%</td>
<td>83%</td>
</tr>
<tr>
<td>Gulf Breeze Utility Department</td>
<td>NA</td>
<td>1.656</td>
<td>1.100</td>
<td>0.962</td>
<td>0.962</td>
<td>0.962</td>
<td>0.962</td>
<td>58%</td>
<td>NA</td>
</tr>
<tr>
<td>South Santa Rosa Utilities</td>
<td>NA</td>
<td>6.480</td>
<td>1.650</td>
<td>0.848</td>
<td>0.893</td>
<td>0.925</td>
<td>0.942</td>
<td>14%</td>
<td>NA</td>
</tr>
<tr>
<td>Holley-Navarre Water</td>
<td>1.300</td>
<td>4.572</td>
<td>1.150</td>
<td>2.915</td>
<td>3.264</td>
<td>3.604</td>
<td>3.918</td>
<td>79%</td>
<td>277%</td>
</tr>
<tr>
<td>Jay Utility Department</td>
<td>0.290</td>
<td>0.936</td>
<td>0.175</td>
<td>0.189</td>
<td>0.189</td>
<td>0.189</td>
<td>0.189</td>
<td>20%</td>
<td>65%</td>
</tr>
<tr>
<td>Midway Water System</td>
<td>1.000</td>
<td>2.401</td>
<td>1.800</td>
<td>1.300</td>
<td>1.428</td>
<td>1.549</td>
<td>1.655</td>
<td>65%</td>
<td>155%</td>
</tr>
<tr>
<td>Milton Utility Department</td>
<td>2.530</td>
<td>8.064</td>
<td>1.600</td>
<td>1.949</td>
<td>2.142</td>
<td>2.323</td>
<td>2.482</td>
<td>29%</td>
<td>92%</td>
</tr>
<tr>
<td>Moore Creek / Mount Carmel Water Sys</td>
<td>0.375</td>
<td>0.446</td>
<td>0.500</td>
<td>0.284</td>
<td>0.299</td>
<td>0.310</td>
<td>0.316</td>
<td>69%</td>
<td>83%</td>
</tr>
<tr>
<td>Navarre Beach Water and Sewer Dept</td>
<td>0.400</td>
<td>2.500</td>
<td>0.550</td>
<td>0.280</td>
<td>0.295</td>
<td>0.306</td>
<td>0.312</td>
<td>12%</td>
<td>765%</td>
</tr>
<tr>
<td>Water Utility</td>
<td>Populati on Served</td>
<td>Commercial</td>
<td>High Water Usage Community Facilities</td>
<td>Low Water Usage Community Facilities</td>
<td>Multi-Family Residential Units</td>
<td>Single Family Residential Units</td>
<td>Commercial Connections</td>
<td>Residential Connections</td>
<td>% Connected Commercial</td>
</tr>
<tr>
<td>------------------------------------</td>
<td>--------------------</td>
<td>------------</td>
<td>---------------------------------------</td>
<td>--------------------------------------</td>
<td>-------------------------------</td>
<td>-------------------------------</td>
<td>------------------------</td>
<td>------------------------</td>
<td>------------------------</td>
</tr>
<tr>
<td>Bagdad-Garcon Point Water System</td>
<td>5,672</td>
<td>34</td>
<td>11</td>
<td>23</td>
<td>43</td>
<td>2,356</td>
<td>79</td>
<td>2190</td>
<td>116%</td>
</tr>
<tr>
<td>Berrydale Water System</td>
<td>2,194</td>
<td>48</td>
<td>18</td>
<td>38</td>
<td>7</td>
<td>1,207</td>
<td>15</td>
<td>847</td>
<td>14%</td>
</tr>
<tr>
<td>Chumuckla Water System</td>
<td>3,779</td>
<td>47</td>
<td>14</td>
<td>29</td>
<td>7</td>
<td>2,024</td>
<td>25</td>
<td>1,459</td>
<td>28%</td>
</tr>
<tr>
<td>East Milton Water System</td>
<td>9,596</td>
<td>273</td>
<td>24</td>
<td>88</td>
<td>18</td>
<td>4,483</td>
<td>141</td>
<td>3,705</td>
<td>37%</td>
</tr>
<tr>
<td>Fairpoint Regional Utility System</td>
<td>NA</td>
<td>NA</td>
<td>NA</td>
<td>NA</td>
<td>NA</td>
<td>NA</td>
<td>NA</td>
<td>NA</td>
<td>NA</td>
</tr>
<tr>
<td>Gulf Breeze Utility Department</td>
<td>6,457</td>
<td>406</td>
<td>48</td>
<td>35</td>
<td>568</td>
<td>2,050</td>
<td>272</td>
<td>2,493</td>
<td>56%</td>
</tr>
<tr>
<td>South Santa Rosa Utilities</td>
<td>10,715</td>
<td>155</td>
<td>6</td>
<td>6</td>
<td>478</td>
<td>3,326</td>
<td>133</td>
<td>4,137</td>
<td>80%</td>
</tr>
<tr>
<td>Holley-Navarre Water System</td>
<td>36,760</td>
<td>568</td>
<td>45</td>
<td>74</td>
<td>1388</td>
<td>13,563</td>
<td>444</td>
<td>14,193</td>
<td>65%</td>
</tr>
<tr>
<td>Jay Utility Department</td>
<td>1,119</td>
<td>121</td>
<td>25</td>
<td>16</td>
<td>29</td>
<td>419</td>
<td>91</td>
<td>432</td>
<td>56%</td>
</tr>
<tr>
<td>Midway Water System</td>
<td>14,149</td>
<td>613</td>
<td>14</td>
<td>62</td>
<td>989</td>
<td>6,624</td>
<td>266</td>
<td>5,463</td>
<td>39%</td>
</tr>
<tr>
<td>System</td>
<td>Revenue</td>
<td>Cost 1</td>
<td>Cost 2</td>
<td>Cost 3</td>
<td>Revenue 1</td>
<td>Cost 2</td>
<td>Cost 3</td>
<td>Revenue 2</td>
<td>Cost 2</td>
</tr>
<tr>
<td>---------------------------------------------</td>
<td>---------</td>
<td>--------</td>
<td>--------</td>
<td>--------</td>
<td>-----------</td>
<td>--------</td>
<td>--------</td>
<td>-----------</td>
<td>--------</td>
</tr>
<tr>
<td>Milton Utility Department</td>
<td>18,832</td>
<td>983</td>
<td>97</td>
<td>111</td>
<td>1165</td>
<td>6,775</td>
<td>636</td>
<td>7,271</td>
<td>53%</td>
</tr>
<tr>
<td>Moore Creek / Mount Carmel Water System</td>
<td>2,940</td>
<td>36</td>
<td>13</td>
<td>18</td>
<td>7</td>
<td>1,372</td>
<td>19</td>
<td>1,135</td>
<td>28%</td>
</tr>
<tr>
<td>Navarre Beach Water and Sewer Dept.</td>
<td>5,030</td>
<td>38</td>
<td>7</td>
<td>16</td>
<td>1,575</td>
<td>367</td>
<td>10</td>
<td>1,942</td>
<td>16%</td>
</tr>
<tr>
<td>Pace Water System</td>
<td>34,235</td>
<td>905</td>
<td>88</td>
<td>97</td>
<td>739</td>
<td>14,279</td>
<td>599</td>
<td>13,218</td>
<td>55%</td>
</tr>
<tr>
<td>Point Baker Water System</td>
<td>8,770</td>
<td>76</td>
<td>29</td>
<td>24</td>
<td>225</td>
<td>3,925</td>
<td>29</td>
<td>3,386</td>
<td>22%</td>
</tr>
</tbody>
</table>
The following analysis (Table 4-8) provides information related to the amount of development potential within each utility franchise area on vacant lands as allocated on the current Santa Rosa County Future Land Use Map. This analysis provides information on the County’s long range planning program and how potable water facilities and services may or may not be in place to serve development potential at full build-out. This information may be used by the water utilities for master planning or for the programming of future capital projects. This analysis also points out that many franchise areas have limited potential for growth, for instance the Berrydale, Jay, Moore Creek and Navarre Beach franchise areas are at near build-out with a relatively small amount of remaining development potential. It should also be noted that the utilities purchasing water from FRUS are expected to have a CUP Permitted capacity deficit. These systems include Navarre Beach, Holley Navarre and Midway. Additional capacity required in million gallons per day is calculated as residential units allocated on vacant land \( \times 2.64 \times 100 / 1,000,000 \). Where 2.64 is the average household size (2013) and 100 gpd/capita is the adopted level of service standard, 2012 data was utilized for allowable residential units since 2012 Future Land Use Map amendments where not significant.

<table>
<thead>
<tr>
<th>Water Utility</th>
<th>Total Residential Units Allowable In Franchise Area</th>
<th>Additional Capacity Required at Adopted LOS mgd</th>
<th>Plus Projected 2015 Demand mgd</th>
<th>CUP Combined Annual Withdrawal Permitted Capacity mgd</th>
<th>Existing Design Capacity mgd</th>
<th>Permitted Surplus/ (Deficit) mgd</th>
<th>Design Surplus / (Deficit) mgd</th>
</tr>
</thead>
<tbody>
<tr>
<td>Berrydale</td>
<td>236</td>
<td>0.06</td>
<td>0.23</td>
<td>0.34</td>
<td>1.22</td>
<td>0.04</td>
<td>0.93</td>
</tr>
<tr>
<td>Chumuckla</td>
<td>1,470</td>
<td>0.38</td>
<td>0.38</td>
<td>0.44</td>
<td>2.25</td>
<td>-0.32</td>
<td>1.49</td>
</tr>
<tr>
<td>East Milton</td>
<td>11,194</td>
<td>2.90</td>
<td>1.38</td>
<td>2.42</td>
<td>6.26</td>
<td>-1.92</td>
<td>1.92</td>
</tr>
<tr>
<td>Holley-Navarre</td>
<td>38,844</td>
<td>10.06</td>
<td>1.36</td>
<td>1.30</td>
<td>4.57</td>
<td>-11.87</td>
<td>-8.60</td>
</tr>
<tr>
<td>Midway</td>
<td>21,840</td>
<td>5.66</td>
<td>0.60</td>
<td>1.00</td>
<td>2.40</td>
<td>-6.07</td>
<td>-4.66</td>
</tr>
<tr>
<td>Moore Creek/Mt Carmel</td>
<td>208</td>
<td>0.05</td>
<td>0.28</td>
<td>0.38</td>
<td>3.75</td>
<td>0.04</td>
<td>3.41</td>
</tr>
<tr>
<td>Pace</td>
<td>34,665</td>
<td>8.98</td>
<td>4.07</td>
<td>6.10</td>
<td>17.48</td>
<td>-7.12</td>
<td>4.26</td>
</tr>
<tr>
<td>Point Baker</td>
<td>9,384</td>
<td>2.43</td>
<td>0.85</td>
<td>1.12</td>
<td>1.12</td>
<td>-2.21</td>
<td>-2.21</td>
</tr>
<tr>
<td>Bagdad-Garcon Point</td>
<td>13,400</td>
<td>3.46</td>
<td>0.53</td>
<td>0.68</td>
<td>3.10</td>
<td>-3.39</td>
<td>-0.97</td>
</tr>
<tr>
<td>Navarre Beach</td>
<td>858</td>
<td>0.22</td>
<td>0.04</td>
<td>0.04</td>
<td>2.50</td>
<td>-0.47</td>
<td>1.99</td>
</tr>
</tbody>
</table>
Note: City of Gulf Breeze and South Santa Rosa Utilities purchase 100% of water from FRUS. Navarre Beach, Holley Navarre and Midway also purchase from FRUS, predicting inflation of deficiencies. This table only includes utilities operating completely outside of any incorporated city or town.

4.4.4 Protection of Potable Water Quality and Quantity

4.4.4.1 Well Field Areas of Influence and Well Head Protection in Santa Rosa County

Land use activities can reduce the quality and quantity of water infiltrating into the aquifer, which can directly affect the County’s potable water supplies. In the case of the well field areas of influence, rain which infiltrates into the soil within the area of influence may be drawn down into the well field cone of depression and thus into the County’s wells. Any activity on the land surface that reduces the quantity of water infiltrating into the aquifer can directly affect the water supply. For this reason, the area of influence is the most important of the areas having significant water resource potential. Activities within the area of influence which can directly influence the water supply are listed below:

- Paving or covering soils of excellent to good recharge potential;
- Overdrainage of water table by use of deep ditches;
- Over pumping of private wells for irrigation of lawns;
- Excavation and recontouring of soils of excellent to good recharge potential;
- Development of wetlands;
- Seepage of contaminants such as hazardous or toxic substances into the soil.

The majority of water that infiltrates into the local aquifer comes through soils having excellent to good recharge potential. These soils are essential to the continuous recharge of the County’s water supply. Development in areas where such soils are located can result in paving and covering of these soils so that less recharge reaches the local aquifer. Limiting impervious cover of these soils and making provision for no reduction of recharge are ways to mitigate the effects of development in highly pervious soils.

Ditches that are excavated below the water table have the potential to lower the historic water table in the vicinity of the ditch. Ditches that are below the water table and which are perpendicular to the flow of groundwater have very high potential for lowering the water table. The lowering of the water table has a two-fold effect: a lower water table reduces the volume of water available for public supply and increases the potential for saltwater intrusion. Designing ditches or swales which are higher than the water table, diversion of discharge to retention facilities for subsequent percolation into the groundwater system, minimizing ditches which are perpendicular to groundwater flow and piping of surface runoff will help reduce the adverse impacts of drainage facilities on the water table. Lakes, retention ponds and detention ponds have the same effect as ditches if they are excavated below the water table. Where possible, such drainage facilities should be designed as dry facilities except during operation.

When owners of private wells in the vicinity of the well fields pump water from the local aquifer, they reduce the volume of water available for public supply as well as lower the water table. Over pumpage during droughts can lead to further reduction of water levels and increase the potential for saltwater intrusion. Except during emergency conditions, such as droughts, the County has little control of pumpage from private wells. However, the County may take steps to reduce outside irrigation by encouraging the use of drought resistant grasses and better irrigation practices. Education of the public on irrigation and fertilization practices could help homeowners develop lawns with deeper root systems and thus more capable of going several days between waterings.
Development of wetlands has significant impact within the area of influence of well fields. Because of the very nature of wetlands, to develop such areas requires drainage facilities. The high water table in the wetland can create problems during construction and during periods of high rainfall. Ditching and drainage facilities are designed to lower the water table of the wetland. The wetland area can serve as a means of maintaining the water table in the area around the wetland. Usually, the wetland area is at lower elevations than the surrounding land. Groundwater flow is often toward the wetland and the rate at which water is discharged to the wetland is balanced by the evapo-transpiration losses of the wetland. Draining the wetland and lowering the water table will also lower the water table of the surrounding land, thus reducing water storage in the aquifer and the volume of water available for public supply. During periods of drought, the wetland may serve as a source of recharge for the aquifer and thus reduce the adverse impact of the drought. If development is allowed, it should be a type that requires no drainage construction or impact to the water table.

The vulnerability of the groundwater system to hazardous and toxic substances has recently become an important issue to purveyors of public supplies. Such contaminants include heavy metals and a wide variety of inorganic and organic compounds such as solvents, pesticides, fertilizers, herbicides, radionuclides and petroleum products. In addition to these compounds, other pollutants include viruses and microorganisms found in sewage and waste products from industrial processes. Potential sources of these contaminants are listed below:

- Landfills and dumps
- Underground storage tanks and pipelines
- Septic tanks
- Direct industrial and/or municipal discharges
- Leaks from sewer lines
- Stormwater runoff
- Land application of fertilizers, pesticides and chemicals
- Accidental, indiscriminate spills or-dumping

The Santa Rosa Board of County Commissioners recently adopted an East Milton Wellfield Protection Area zoning overlay district designed to protect groundwater from contamination (see Map 4-8). The Comprehensive Plan also contains well head protection policies. 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 new regulations will ensure that as the county continues to grow, and as commercial and industrial development expand in that area, the groundwater aquifer will remain a viable source of drinking water for county residents. This is accomplished through use limitations as well as applicable design standards.
Map 4-8 Wellhead Protection Zones (500’) and East Milton Wellfield Protection Area - Santa Rosa County
4.4.4.2 Areas of Groundwater Recharge and Aquifer Vulnerability

**Aquifer Recharge**

The NFWFMD publication “Hydrogeology of the Northwest Florida Water Management District” (1996) states the following regarding recharge in the western panhandle region: “Due to highly-permeable soils and the lack of effective confinement, the entire occurrence area for the aquifer is a recharge area.”

The Water Resources Atlas of Florida (Fernald & Purdum, 1998) also states on page 176 that “Groundwater in Northwest Florida is replenished by local recharge with minimal out-of-state contributions. Most of the area overlying the sand and gravel aquifer is a recharge area, and discharge areas are almost always near areas being recharged….High recharge areas generally produce abundant water, but the water is also more easily contaminated.”

In Santa Rosa County These areas are important to fresh water resources because they directly affect the volume of recharge entering the local aquifer. Activities that can reduce the beneficial use of these areas include:

- Paving or covering soils of excellent to good recharge potential.
- Over drainage of water table by use of deep ditches.

Both of the above activities were discussed above. The areas of groundwater recharge outside well field areas of influence are important to the County’s overall water resources. Though water recharging the aquifer in these areas does not enter the public supply, it is available to homeowners through private wells. Water pumped for irrigation by individuals reduces demand on the public supply and thus enables the recharge within the area of influence to be used to supply more customers. Also, should the water table level drop in these areas, the potential for saltwater intrusion will increase with subsequent possible impact on the well fields. Thus, a reduction in recharge potential can have serious consequences throughout the County.

**Aquifer Vulnerability**

*Map 4-9* depicts the The Florida Aquifer Vulnerability Assessment project, or FAVA, for Santa Rosa County. This assessment provides maps that identify areas more vulnerable to contamination, which may require specialized levels of planning. They are developed using a defensible, scientific approach and rely on the combination of data about the natural aquifer system and water quality. Vulnerability maps developed for the FAVA project involved regional models for each major aquifer system: the Floridan, the intermediate and the surficial. Model extents are based on where the aquifers are major sources of fresh water. Some factors affecting aquifer vulnerability and which form FAVA model input include soil properties (permeability or drainage), how deeply buried aquifers are beneath land surface, the distribution of sinkholes or collapse features, and aquifer water levels. FAVA model output consists of vulnerability maps across the given study area exhibiting the probability that an aquifer could become contaminated resulting from activities at land surface.
4.4.4.3 Wetlands, Lakes and Floodplains

Wetlands help maintain groundwater levels and remove some pollutants present in stormwater runoff. Wetlands also serve as storage areas for stormwater. Development is one activity which threatens the beneficial use of wetlands. Development invariably leads either to drainage of the wetland, filling or in some cases, both. As used in this sub-element, a wetland refers to areas which are naturally wet during much of the year or have a water table within 6 inches of the surface for at least 3 months of the year. A wetland area includes swamps, marshes and lakes. Frequently, wetlands can be determined by the types of natural vegetation or soils. The 100-year floodplain is the area that has probability of flooding in any one year out of a hundred. The 100-year floodplain frequently encompasses an area larger than the adjacent wetlands.

The filling of the 100-year floodplain may not reduce the water table, but it does have the adverse impact of reduction of storage volume within the 100-year floodplain. When the floodplain is filled, the storage-volume is displaced by an amount equal to the volume of fill. When floods occur, the water elevation will rise to higher levels because of the reduction of storage. The higher flood levels could affect residences or businesses to the extent that they are flooded (whereas before the floodplain was filled, these establishments did not flood). To prohibit the loss of floodplain, the County should limit development in the floodplain by requiring compensating storage whenever the 100-year floodplain is filled.

4.4.4.4 Water Conservation Programs

Another key element to potable water supply planning involves protection of the water resources available through conservation. In order to offset the growing demands placed on the Floridan and Surficial Aquifer, conservation practices could be implemented include supply management and demand reduction.

Supply management practices include accurate metering, leak detection and pressure reduction. Meters are currently used to monitor water supply flow within the County. Conservation through reduction involves three primary components. These practices include conservation rate structures, reuse of wastewater effluent (which is discussed in more detail in the Wastewater Section), local water conservation ordinances, and consumer education. The characteristics of each utility and their respective customers determine the effectiveness of these practices.

Reuse in Santa Rosa County

Currently, in Santa Rosa County, the City of Gulf Breeze/South Santa Rosa Utilities and the Pace Water System, Inc. offer reclaimed water to residential lots for irrigation use. The use of reclaimed water for irrigation represents an alternative to either using potable Sand-and-Gravel water or individual surficial aquifer wells for lawn irrigation. Pace Water System, Inc. currently disposes of all effluent either to residential lots, commercial and golf course customers or to a wetland treatment system. Pace reported a total of 386 reuse customers with total flow of 0.363 Mg/d which represents about 31% of total system effluent. The City of Gulf Breeze operates an existing 3.0 Mg/d permitted capacity reuse system and has major customers include several spray irrigation areas exceeding 531 acres, including the Tiger Point Golf Course and the Gulf Breeze Zoo area. The Navarre Beach WWTP currently discharges into Santa Rosa Sound. However, plans are underway to discharge reclaimed water from the Navarre Beach facility into a regional reclaimed water system with reserve capacity designed to meet the future needs of south Santa Rosa County. Currently the Navarre Beach Water System is using 32,000 gallons per day of reclaimed water for irrigation at the Navarre Beach Sewage Treatment Plant. This is currently the only reuse application related to the Navarre Beach WWTP. Individual homeowners and multi-family uses on Navarre Beach either utilize potable water or individual surficial aquifer wells for irrigation. There have been
relatively few irrigation wells permitted on Navarre Beach since 2000. This is most likely due to a combination of homeowners using potable water for irrigation and a general lack of landscaping requiring water on the beach due to the sandy nature of most beach yards.

In general, most residential development within the County utilizes either a shallow private well for irrigation or potable water for irrigation. There have been numerous irrigation wells permitted in the Pace area and in the southern portions of the County since 2000. These wells represent a better alternative to the utilization of high quality drinking water for irrigation and represent a significant barrier to the retrofit installation of reuse.

**Water Resources Caution Area (WRCA)**

In response to existing and anticipated water supply problems, the WMD has designated the coastal area of Santa Rosa, Okaloosa and Walton counties as a Water Resource Caution Area (WRCA). Refer to *Map 4-10* below.

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. They are also required to perform an evaluation of the technical, environmental, and economic feasibility of providing reclaimed water for reuse. In Santa Rosa, Okaloosa, and Walton counties, the WCRA designation prohibits any new or expanded use of the Floridan Aquifer for nonpotable purposes.

**Map 4-10: Water Resource Caution Area**

![Map of Water Resource Caution Area](image)

**Regional Water Supply Plan**

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. The RWSP was initially developed by the water management district to provide a strategy to meet
the needs of the region and to protect the region’s water resources and related natural systems. This plan included a strategy for water resource conservation and water supply development. The update to the RWSP centered on 1) completing the 2000 Report tasks and ongoing work; 2) increasing the amount of reclaimed water use (reuse water); and 3) identifying and initiating work on long range (2025 and beyond) solutions. The most recent update to the RWSP (2012) provides updated water usage forecast and includes the same basic strategies as previous versions.

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 is intended to accomplish coordinated water supply planning and to satisfy these statutory requirements. The most recent Water Supply Facilities Work Plan is incorporated herein by reference and the Comprehensive Plan was amended in 2013 to meet these requirements. Figure 4-3, found on the following page, describes the relationship between the Regional Water Supply Plan, this Water Supply Facilities Work Plan and the County Comprehensive Plan including County water policy development.

**Figure 4-3**: Relationship of Water Supply Facilities Work Plan to the County Comprehensive Plan

**Fairpoint Regional Utility**

The Fairpoint Regional Utility System was established in response to the Floridan Aquifer Resource Recovery Plan, and was designed to provide potable water to the portion of Santa Rosa County located within the Water Resource Caution Area utilizing the Sand-and Gravel Aquifer as an alternate water source. Production wells have been developed along with a pipeline in order to develop water production from the inland Sand and Gravel Aquifer for use in the coastal portions of the County. This development
alleviates pumping pressures in the WRCA or from the coastal Floridan Aquifer. The Fairpoint Regional Utility System sells water to the City of Gulf Breeze as a sole source, to the Holley Navarre Water System, the Midway Water System, and the Navarre Beach Water System as mentioned previously. All potable water supplied by the FRUS is harvested through six production wells.
Infrastructure Appendix

Existing Regulatory Framework for Wastewater

Federal

The Clean Water Act (CWA) establishes the basic structure for regulating discharges of pollutants into the waters of the United States and regulating quality standards for surface waters. The basis of the CWA was enacted in 1948 and was called the Federal Water Pollution Control Act, but the Act was significantly reorganized and expanded in 1972. "Clean Water Act" became the Act's common name with amendments in 1972. The Florida Department of Environmental Protection (FDEP) is responsible for carrying out the Clean Water Act at the State level.

State

The centralized wastewater treatment facilities in the County are surface water dischargers or discharge into groundwater. Systems that discharge into surface waters such as the Navarre Beach WTF are subject to the National Pollutant Discharge Elimination System (NPDES) requirements. Other facilities in the County are authorized as groundwater dischargers through land-application or beneficial reuse of reclaimed water. The FDEP is responsible for the overall policy, including permitting, compliance and enforcement, on the Department's wastewater programs, both domestic and industrial wastewater, and coordination of the federally authorized NPDES program.

The Florida Department of Health or Santa Rosa County Health Department regulates septic tank and drain field installation in the State. Within each County, the DOH has an office to regulate septic systems. These regulations have been adopted by rule in Chapter 64E-6. While 64E-6 does not set the criteria for septic tank effluent quality, it does require that septic tanks are installed in such a manner that, with reasonable maintenance, they will not create a health hazard or endanger the safety of any domestic water supply (groundwater or surface water). In addition, 64E-6 also establishes criteria for mandatory connections to wastewater and potable water systems.

The Florida Public Service Commission has the responsibility for regulating the rates and service of privately-owned water and sewer utilities in counties where the Board of County Commissioners has officially transferred jurisdiction to the commission. This authority was set out by Chapter 367, F.S., in the “Water and Wastewater System Regulatory Law.” The commission establishes service standards which regulated utilities must meet. Section 367.171 provides for the adoption of a resolution where counties may transfer authority to regulate services to the Public Service Commission. Santa Rosa County has not transferred jurisdiction to the Florida Public Service Commission and the wastewater utilities within the County are overseen by County ordinance (Chapter 22 of the County’s Code of Ordinances).

Regional

The West Florida Regional Planning Council adopted the Strategic Regional Policy Plan (SRPP) in 1996. This document provides a long-range guide for the economic, physical, and social development of West Florida. The SRPP contains broad based goals related to sewer infrastructure. In addition, the Walton/Okaloosa/Santa Rosa Regional Utility Authority (RUA), which is staffed by the West Florida Regional Planning Council, was created in 1999 as a means to address water supply needs and protection...
of water resources on a regional level. The RUA is comprised of the counties of Walton, Okaloosa and Santa Rosa and the municipalities of Destin, Fort Walton Beach, Gulf Breeze, Mary Esther and Niceville.

Local

Chapter 22 of the County's Code of Ordinances serves to regulate public utilities including wastewater and potable water facilities within the County. These regulations include the issuance and modification of franchise certificates, franchise operation, utility rate increase requests, operational procedures, abandonment of facilities, and reports.

Article 5 of the County's Land Development Code addresses Concurrency Management. In relation to sanitary sewer facilities, these regulations provide the County with guidelines for determining the availability of adequate facility capacity in the evaluation of development orders, provides criteria for concurrency review of these development orders, and provides level of service standards for these facilities.

The Santa Rosa Environmental Health Department is responsible for permitting, installation and operation of septic tanks and drain fields within the County. The Health Department follows guidelines established by DOH and DEP. The Health Department also oversees monitoring of septic tanks once in operation if there is any evidence of contamination to ground or surface water supply. This monitoring process is done in accordance with DEP and DOH standards.

Package treatment plants are also under the jurisdiction of the County Health Department in accordance with county and state regulations. Before any building permit is issued, septic tank sites and package treatment plant sites have to be inspected. Septic tanks and package treatment plants have to be operating properly before the permit is issued.

Existing Regulatory Framework for Solid Waste

The potential environmental impacts of solid waste facilities have led to the development of an extensive network of permitting requirements at the federal, state, regional and local level. An overall discussion of the regulatory framework that has been developed will help put in perspective the issues that must be addressed in waste management, and to describe what agencies are mandated to help manage waste.

Federal

The U.S. Environmental Protection Agency (EPA) and the Florida Department of Environmental Protection (DEP) review facilities with impacts on air and water quality. In contrast, in areas where dredging and filling may occur, the U.S. Army Corps of Engineers (USACE) must also review the facilities.

In relation to hazardous waste regulation on the federal level, the United States established the “Resource and Recovery Act” (RCRA)(US Public Law 94-580) in 1976. The Act established a means of monitoring hazardous waste by directing the EPA to develop a national program to regulate and manage the production and disposal of hazardous waste and provide incentives for states to adopt consistent programs. The RCRA further required the EPA to establish standards necessary to protect the human health and the environment from hazardous and toxic waste. The RCRA gives States with approved programs primary responsibility for hazardous waste management. Under this Act, the EPA is responsible for developing regulations in four major areas, which include:
1) the establishment of a manifest system to track the movement of hazardous waste from “cradle to grave;”

2) development of criteria to identify what constitutes a hazardous waste, and a listing of hazardous wastes;

3) promulgation of standards for generators, transporters, owners and operators of treatment, storage and disposal facilities for hazardous waste with permit requirements for all such facilities; and

4) the establishment of state-based waste management programs.

In addition, the RCRA sets guidelines for the development of solid waste management plans, prohibits open dumping (while requiring the closure or upgrading of existing dumps), and regulates underground storage tanks. The Act also encourages public participation in the regulatory process. Regulations are enforced through civil penalties, civil actions for injunctive relief and judicial penalties. RCRA specifies that generator standards include specific requirements for the record keeping, reporting, use of appropriate containers, container labeling, providing information on the chemical composition of the waste and compliance with the manifest system. Similarly, transporter standards also include record keeping requirements, labeling requirements, and requirements for compliance with the manifest system. These standards also restrict the transportation of hazardous waste to permitted facilities only. The Hazardous and Solid Waste Amendments of 1984 serve to expand and strengthen these provisions and broaden those subject to federal hazardous waste regulations to include small quantity generators (SQGs).

In 1998, the U.S. EPA established the National Comprehensive Emergency Response and Compensation Liability Act (CERCLA), also known as the EPA “Superfund Program.” This act gave the EPA the authority to respond to incidents requiring hazardous waste site clean-up and emergency mitigation and provided funding for site clean-up. The Act also defined the liability of a business engaged in hazardous waste generation, transport and disposal, provided for enforcement measures, and establishes priority of the sites and selects sites for clean-up and mitigation when needed.

State

To parallel the legislative efforts of the EPA, Florida has taken sound steps in managing solid and hazardous waste generation and disposal within the state boundaries. Chapter 403.700, F.S., has delegated regulatory responsibility on the state level to the Department of Environmental Protection (FDEP). The applicable FDEP regulations governing solid and hazardous waste facilities are contained in Chapter 62-4, and 62-701 through 62-788, F.A.C. In addition, surface water facilities require permit review by the regional water management district (Northwest Florida), which are also responsible for state level review for water quality and quantity impacts.

In 1980, the Florida Legislature passed the Florida Resource Recovery and Management Act (FRRMA). This act adopted the federal guidelines and directed the Florida Department of Environmental Protection (FDEP) to develop and implement a hazardous waste management program. Amendments to the FRRMA in 1983 provided directions and funds to establish a cooperative hazardous waste management program between local, regional and state levels of government. Regulation of hazardous wastes by the Department of Environmental Protection is performed under Chapter 62-730, F.A.C. This section contains requirements for Treatment, Storage and Disposal (TSD) Facilities, Large Quantity Generator (LQG)
facilities, Small Quantity Generator (SQG) facilities, and Conditionally-Exempt Small Quantity Generator (CESQG) facilities.

In 1988, the legislature passed the Solid Waste Management Act titled “An Act Relating to Waste Management” (Chapter 88-130, F.S.) pertaining to a wide variety of solid waste issues. The Act was designed to reduce the amount of waste being generated by the public and encouraged recycling, composting and other methods of solid waste management and resource recovery. The basic goal was to reduce the amount of solid waste by 30% before it is incinerated or landfilled. It provided for grants to assist local governments in achieving this goal and stipulated that governments that fail to implement recycling programs will be ineligible for such grants.

In addition, impacts on air and water quality are reviewed by FDEP, along with the U.S. EPA. Similarly, actual construction and operation of solid waste facilities require further permits and review by the State Department of Environmental Protection (FDEP).

Regional

The Northwest Florida Water Management District (NWFWMD) implements regional regulations relevant to the Solid Waste Sub-Element. These regulations include the issuance of consumptive use permits (CUPs) and state level review for water quality and quantity impacts, as discussed in the previous section (State level regulations).

Local

Solid waste planning, regulation, and management on the local level occurs through the Santa Rosa County Environmental Department, which operates under state regulations. The Environmental Department is responsible for processing permit applications for new facilities and ensuring existing facilities are operating properly.

Chapter 18 of the County’s Code of Ordinances regulates the accumulation, collection, transportation and disposal of solid waste in the County. Chapter 10 of the Code of Ordinances regulates the accumulation, collection, transportation and disposal of hazardous waste in the County.

Existing Regulatory Framework for Stormwater

Federal

The three primary agencies responsible for regulation of stormwater management in the United States are the U.S. Environmental Protection Agency (EPA), the Federal Emergency Management Agency (FEMA) and the U.S. Army Corps of Engineers (USACE). EPA regulatory framework includes the implementation of the Clean Water Act of 1987 and Section 208 of the Federal Water Pollution Control Act.

EPA controls storm water and sewer overflow discharges through the National Pollutant Discharge Elimination System (NPDES). NPDES provides guidance to municipalities and state and federal permitting authorities on how to meet stormwater pollution control goals as flexibly and cost-effectively as possible.

The U.S. Environmental Protection Agency (EPA) developed the federal National Pollutant Discharge Elimination System (NPDES) stormwater permitting program in two phases. Phase I, promulgated in 1990, addresses the following sources:
• "Large" and "medium" municipal separate storm sewer systems (MS4s) located in incorporated places and counties with populations of 100,000 or more, and
• Eleven categories of industrial activity, one of which is large construction activity that disturbs 5 or more acres of land.

Phase II, promulgated in 1999, addresses additional sources, including MS4s not regulated under Phase I, and small construction activity disturbing between 1 and 5 acres. A municipal separate storm sewer system (MS4) is a publicly-owned conveyance or system of conveyances (i.e., ditches, curbs, catch basins, underground pipes, etc.) that is designed or used for collecting or conveying stormwater and that discharges to surface waters of the State. An MS4 can be operated by municipalities, counties, drainage districts, colleges, military bases, or prisons, to name a few examples.

EPA is authorized under the CWA to directly implement the NPDES Program. EPA, however, may authorize States, Territories, or Tribes to implement all or parts of the national program. In October 2000, EPA authorized the Florida Department of Environmental Protection (FDEP) to implement the NPDES stormwater permitting program in the State of Florida (in all areas except Indian Country lands). FDEP’s authority to administer the NPDES program is set forth in Section 403.0885, Florida Statutes (F.S.). The NPDES stormwater program regulates point source discharges of stormwater into surface waters of the State of Florida from certain municipal, industrial and construction activities. As the NPDES stormwater permitting authority, FDEP is responsible for promulgating rules and issuing permits, managing and reviewing permit applications, and performing compliance and enforcement activities.

Important note: The NPDES stormwater permitting program is separate from the State’s stormwater/environmental resource permitting programs authorized by Part IV, Chapter 373, F.S. (593 KB) and implemented by DEP and the water management districts using these rules, and from local stormwater/water quality programs, which have their own regulations and permitting requirements.

The sources of stormwater discharges regulated under the NPDES program fall into three categories: 1) Construction Activity (CGP); 2) Industrial Activity (MSGP and NEX); and 3) Municipal Separate Storm Sewer Systems (MS4)

The Federal Emergency Management Agency (FEMA) is indirectly responsible for the regulation of stormwater management and flood protection in Santa Rosa County. These practices are carried out through the Agency’s establishment of regulations for the National Flood Insurance Program (NFIP). As a result, flood insurance premium rates are discounted to reflect the reduced flood risk resulting from the community actions meeting the three goals of the CRS: 1) reduce flood damage to insurable property; 2) strengthen and support the insurance aspects of the NFIP, and 3) encourage a comprehensive approach to floodplain management.

FEMA completed the Flood Insurance Study (FIS) for the unincorporated areas of Santa Rosa County (Community Number 120274), on October 14, 1977 with an entire revision of the maps and study on November 1, 1985. Since that time, the FEMA maps for the southern portion of the County were revised several times 1992, 1998 and in January 2000 to take into account changes caused by Hurricanes Erin and Opal in 1995. The FEMA maps and the flood insurance study for the entire County were digitized in 2006 with revisions to the Pace Mill Creek and Pond Creek areas of the County. The study includes peak discharges, floodway, and base flood elevations for the applicable floodplain areas within the County. The
study also includes elevations for the 10 year, 100 year, and 500 year return frequency floods. These elevations are used to carry out the floodplain management objectives of the NFIP that will be used to determine the appropriate flood insurance premium rates for buildings and their contents. New preliminary revisions to the Maps and Study for the entire County are expected late 2015 or early 2016 with maps and study becoming effective sometime in 2016. FEMA also administers the National Flood Insurance Program’s (NFIP) Community Rating System (CRS) which Santa Rosa County participates in. This program is a voluntary incentive program that recognizes and encourages community floodplain management activities that exceed the minimum NFIP requirements.

The primary responsibilities of the Corps of Engineers is to regulate the wetlands and regulate major dredge and fill activities within the United States. Under Section 9 of the Rivers and Harbors Act and Section 404 of the Clean Water Act, the USACE works in cooperation with the EPA in the regulation of activities within jurisdictional wetlands. Also, as previously discussed the Corps works in cooperation with the Environmental Protection Agency in the issuance of dredge and fill permits within Santa Rosa County.

State

At the state level, there are two primary agencies responsible for Stormwater Management within Santa Rosa County. These agencies include the Florida Department of Environmental Protection (DEP) and the Florida Department of Transportation (FDOT).

The Florida Department of Environmental Protection (FDEP) administers the Stormwater Rule, as authorized in Chapter 403, F.S., was established as a technology-based program that relies on the implementation of BMPs that are designed to achieve a specific level of treatment (i.e., performance standards) as set forth in Rule 62-40, F.A.C. In 1994, the Department’s stormwater treatment requirements were integrated with the stormwater flood control requirements of the water management districts, along with wetland protection requirements, into the Environmental Resource Permit (ERP) regulations.

Rule 62-40, F.A.C., also requires the state’s water management districts to establish stormwater pollutant load reduction goals (PLRGs) and adopt them as part of a Surface Water Improvement and Management (SWIM) plan, other watershed plan, or rule. Stormwater PLRGs are a major component of the load allocation part of a TMDL. To date, they have been established for Tampa Bay, Lake Thonotosassa, the Winter Haven Chain of Lakes, the Everglades, Lake Okeechobee, and Lake Apopka.

In 1987, the U.S. Congress established Section 402(p) as part of the federal Clean Water Act Reauthorization. This section of the law amended the scope of the federal NPDES permitting program to designate certain stormwater discharges as “point sources” of pollution. The EPA promulgated regulations and began implementing the Phase I NPDES Stormwater Program in 1990. These stormwater discharges include certain discharges that are associated with industrial activities designated by specific standard industrial classification (SIC) codes, construction sites disturbing 5 or more acres of land, and the master drainage systems of local governments with a population above 100,000, which are better known as MS4s. The FDEP received authorization to implement the NPDES Stormwater Program in 2000.

An important difference between the federal NPDES and the state’s Stormwater/ERP Programs is that the NPDES Program covers both new and existing discharges, while the state’s program focus on new discharges only. Additionally, Phase II of the NPDES Program, implemented in 2003, expands the need for
these permits to construction sites between 1 and 5 acres, and to local governments with as few as 1,000 people. While these urban stormwater discharges are now technically referred to as “point sources” for the purpose of regulation, they are still diffuse sources of pollution that cannot be easily collected and treated by a central treatment facility, as are other point sources of pollution such as domestic and industrial wastewater discharges. It should be noted that all MS4 permits issued in Florida include a reopener clause that allows permit revisions to implement TMDLs when the implementation plan is formally adopted.

The Florida Department of Transportation (FDOT), under the authority of Chapter 353-02, F.S., owns and maintains several drainage facilities, which serve major arterial roads within Santa Rosa County. Many outfall ditches, canals and stormwater structures, for example, drain the I-10, U.S. Highway 90 and U.S. Highway 98 corridors. In addition, the FDOT permits connections to stormwater management facilities (SWMF) within FDOT right-of-ways.

Regional

There are two agencies responsible for establishing the regional Stormwater Management policies within Santa Rosa County. However, only one of these regional agencies is responsible for regulating Stormwater Management criteria. These agencies include the Northwest Florida Water Management District (NWFWM) and the West Florida Regional Planning Council (WFRPC).

The Surface Water Improvement and Management (SWIM) Act was enacted in 1987 by the Florida Legislature to improve and manage the water quality and natural systems associated of Florida’s surface waters, which include lakes, rivers, streams, estuaries, and other waterbodies. The SWIM program is implemented by the Northwest Florida Water Management District, working cooperatively with the Florida Department of Environmental Protection (DEP), other state and federal agencies, local governments, and private initiatives to accomplish watershed protection and restoration objectives.

SWIM plans are developed to address, on a watershed basis, cumulative anthropogenic impacts on water quality and aquatic habitats. They incorporate comprehensive strategies to both restore and to protect watershed resources. Implementation is accomplished through a variety of activities, such as retrofitting stormwater management systems to improve water quality and flood protection; restoring wetland and aquatic habitats; evaluating resource conditions and freshwater needs; protecting and restoring springs; and providing public outreach and awareness. The SWIM program also supports coordination of state and federal grants and implementation of cooperative capital improvement projects with local governments.

The 1987 Surface Water Improvement Management (SWIM) Act directed the NWFWM to develop a SWIM Plan for the Pensacola Bay System (Escambia River, Blackwater River, Yellow River, Shoal River and East Bay rivers and their tributaries, Escambia Bay, East Bay, Blackwater Bay, Western and Central Santa Rosa Sound, Big Lagoon). The Pensacola Bay SWIM plan includes strategies and actions designed to help protect and restore watershed resources and functions. The plan was most recently updated in 1997. A number of assessments have been completed pursuant to the plan, including stormwater assessments, and evaluations of sediment, biological, and water quality data. The District continues to work with federal, state, and local government agencies to implement cooperative projects designed to reduce nonpoint source pollution and to restore aquatic and wetland habitats.
The Environmental Resource Permit (ERP) program is also jointly implemented by the District and the Florida Department of Environmental Protection (DEP). ERPs regulate the management and storage of surface waters and provide protection for the vital functions of wetlands and other surface waters.

Florida law requires environmental resource permits for many types of work within wetlands and surface waters, such as dredging or filling; construction of dams, impoundments, docks or other structures; the construction of stormwater management systems that discharge to those waters; and other kinds of land disturbance. The ERP program regulates stormwater runoff in most new development to protect water quality, prevent flooding and to avoid adverse impacts to off-site property. ERPs also regulate dredge and fill activities in tidal and freshwater wetlands, including contiguous and isolated wetlands. The ERP program operates independently of the federal dredge and fill permitting program, which is regulated by the US Army Corps of Engineers, although a joint application process has been developed between the state and Corps.

The ERP program also issues what are commonly known as “ten-two” general permits. In 2012, the Florida Legislature adopted a general permit that allows for the construction, alteration and maintenance of certain smaller projects without agency review or action. Under this law, Section 403.814 (12), F.S projects involving less than two acres impervious surface and less than 10 acres of total project area that are located within state lands or water with no wetland impacts, may proceed subject to the conditions of the general permit.

Stormwater management regulation on the regional level also falls under the responsibility of the West Florida Regional Planning Council (WFRPC). The WFRPC encompasses approximately 6,026 square miles, which include seven counties and thirty-five incorporated municipalities. In 1996, the Council adopted the West Florida Strategic Regional Policy Plan (SRPP). Several key components of this Plan are applicable to the Stormwater Management Sub-Element, including the Emergency Preparedness and Natural Resources of Regional Significance Elements.

Local

Article 4, General Provisions, of the County’s Land Development Code sets minimum design and construction standards for public and private roadways and drainage as a condition prior to obtaining a building permit for construction projects within the unincorporated areas of Santa Rosa County. Article 12, Coastal Management/Conservation, of the County’s Land Development Code specifies the requirements for compliance with the National Flood Insurance Act of 1968, as amended.

Existing Regulatory Framework for Potable Water

Federal

The Safe Drinking Water Act (SDWA) is the main federal law that ensures the quality of Americans’ drinking water. Under SDWA, EPA sets standards for drinking water quality and oversees the states, localities, and water suppliers who implement those standards. SDWA was originally passed by Congress in 1974 to protect public health by regulating the nation’s public drinking water supply. The law was amended in 1986 and 1996 and requires many actions to protect drinking water and its sources. The SDWA does not regulate private wells which serve fewer than 25 individuals.
Under Section 1413 of the SDWA, "a state has primary enforcement responsibility for public water systems when such state has adopted drinking water regulations which are no less stringent than the national primary drinking water standards in effect." As such, the State of Florida [through the Florida Department of Environmental Protection (FDEP)] is authorized with the responsibility of enacting and enforcing the 1986 Amendments to the SDWA.

In 2006, the EPA also issued the Ground Water Rule (GWR) to improve drinking water quality and provide additional protection from disease-causing microorganisms. Water systems that have ground water sources may be susceptible to fecal contamination. In many cases, fecal contamination can contain disease causing pathogens. The GWR provides for increased protection against microbial pathogens. The GWR applies to public water systems that serve ground water. The rule also applies to any system that mixes surface and ground water if the ground water is added directly to the distribution system and provided to consumers without treatment.

EPA does not regulate private wells because they are not under the jurisdiction of the Safe Drinking Water Act and are therefore not subject to EPA regulation. EPA does provide outreach material to states and homeowners to help them understand how to manage individual wells. EPA recommends that well owners periodically test their water for microbial and chemical contaminants and properly maintain their well.

State

In accordance with federal requirements, the Florida Legislature has adopted the Florida Safe Drinking Water Act, Section 403.850-403.8911, Florida Statutes (F.S.). The Florida Department of Environmental Protection (DEP) is the state agency responsible for implementing this act. In this regard, DEP has promulgated rules classifying and regulating public water systems under Chapter 62-550 of the Florida Administrative Code (F.A.C.). The primary and secondary standards of the Federal Safe Drinking Water Act are mandatory in Florida. Specific state drinking water regulations are under (1) Chapter 62-550 of the F.A.C., Drinking Water Standards, Monitoring and Reporting, (2) Chapter 62-555 of the F.A.C., Permitting and Construction of Public Water Systems and (3) Chapter 62-560 of the F.A.C., Public Water System Non-Compliance Requirements.

Section 381.0062, F.S., gives the Department of Health general supervision and control over all private water systems, multifamily water systems, and public water systems not covered or included in the Florida Safe Drinking Water Act.

Setback distances for newly constructed public drinking water wells are described in Chapter 62-555.312, F.A.C. Public water supply wells serving water systems having total sewage flows greater than 2,000 gallons per day shall be placed no closer than 200 feet from septic tanks. Public water supply wells shall be placed no closer than 100 feet from septic tanks for sewage flows less than or equal to 2,000 gallons per day. Public drinking water supply wells shall not be constructed within 300 feet of storage and treatment facilities of dairy farms or closer than 100 feet from other sanitary hazards. As much as practical, wells are to be located on ground least subject to localized flooding and upstream of sanitary hazards. In addition, Chapter 62-610, F.A.C., regulates reuse of reclaimed water and land application including setback distances between the wetted site area subject to land application and surface waters and potable water supply wells to ensure compliance with water quality and drinking water standards.
On a similar note, the Florida Water Resource Act, Section 373, F.S., established a program for regulating the consumptive use of water in Florida and divided the state into five water management districts charged with responsibility for implementing the consumptive use regulatory program. Santa Rosa County falls within the boundaries of the Northwest Florida Water Management District. Consumptive Use is regulated under Chapter 40A-2, F.A.C., Permitting of Consumptive Uses of Water.

The Public Service Commission has the responsibility for regulating the rates and service of privately-owned water and sewer utilities in counties where the Board of County Commissioners has officially transferred jurisdiction to the commission. This authority has been set out by Chapter 367, F.S., in the “Water and Wastewater System Regulatory Law.” The commission establishes service standards that regulated utilities must meet. Section 367.171, F.S., provides for the adoption of a resolution where counties may transfer authority to regulate services to the Public Service Commission. Santa Rosa County has not transferred jurisdiction to the Florida Public Service Commission and the wastewater utilities within the County are overseen by County ordinance (Chapter 22 of the County’s Code of Ordinances).

In addition, the State Comprehensive Plan, Chapter 187, F.S., contains the adopted goals and policies of the State of Florida. The State Comprehensive Plan establishes legislative framework, or direction, which all the State government agencies must be consistent with. Since the original plan adoption in 1985, various sections of the State Plan have been amended.

Regional

Santa Rosa County falls within the Northwest Florida Water Management District (NWFWM). The NWFWM is responsible for managing water supplies to meet existing and future demand. The authority of the District includes regulation over water well permitting, water quality provisions, the permitting and construction of public water systems, underground storage tank requirements, and public water system non-compliance requirements. The District’s rules pertinent to Santa Rosa County include Chapter 40A-2, F.A.C., which governs consumptive use permitting, Chapter 40A-3, F.A.C., which governs well construction permitting, and Chapter 40A-5, F.A.C., which governs artificial recharge permitting. In addition, the Water Management Districts are a source of technical information on the geology and hydrology of areas within their respective jurisdiction.

The method of managing water supplies through consumptive use permitting requires that a permit be issued for all uses of ground or surface water which:

: Exceed 100,000 gallons per day (estimated on an average annual basis); or

: Is from a facility (wells, pumps, etc.) or facilities which are capable of withdrawing 1,000,000 gallons of water per day or more; or

: Is from a well in which the outside diameter of the largest permanent water bearing casing is six inches or greater.

Consumptive Use Permit (CUP) applications must show reasonable or beneficial use of the water being withdrawn and that there is no interference with existing legal uses of water.

Unless expressly exempted by Statute or District rule, a permit must be obtained from the NWFWM prior to construction, repair, or abandonment of a well and the well must be constructed, repaired, or abandoned
by a licensed water well contractor (Chapter 40A-3, F.A.C.) Any potable water well proposed within an area of ground water contamination, as delineated by the FDEP, will be permitted pursuant to Chapter 62-524.

The Northwest Florida Water Management District (NWFWM) 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.

The West Florida Regional Planning Council (WFRPC) adopted the Strategic Regional Policy Plan (SRPP) in 1996. The SRPP sets standards, as well as goals, objectives and policies to ensure water quantity and quality to meet current and future demands. These issues are discussed in further detail in the Natural Resources of Regional Significance section of the Plan.

The Walton/Okaloosa/Santa Rosa Regional Utility Authority (RUA) was created in 1999 as a means to address water supply needs and protection of water resources on a regional level. The RUA is comprised of the counties of Walton, Okaloosa and Santa Rosa and the municipalities of Destin, Fort Walton Beach, Gulf Breeze, Mary Esther and Niceville. The most important function of the RUA is to ensure future water supply. The RUA is staffed by the West Florida Regional Planning Council.

Local

Chapter 22 of the County’s Code of Ordinances serves to regulate public utilities including wastewater and potable water facilities within the County. These regulations include the issuance and modification of franchise certificates, franchise operation, utility rate increase requests, operational procedures, abandonment of facilities, and reports.

Article 5 of the County’s Land Development Code addresses Concurrency Management. In relation to potable water facilities, these regulations provide the County with guidelines for determining the availability of adequate facility capacity in the evaluation of development orders, provides criteria for concurrency review of these development orders, and provides level of service standards for these facilities. These issues, along with others that are discussed in more detail within the regulations, help to shape development within Santa Rosa County, which will in turn ensure that adequate facilities are provided to support the rapid growth of the area. In addition, Article 4 of the Land Development Code provides connection requirements for platted subdivisions and non-residential developments within the County.
4.0 Infrastructure Element Goals, Objectives, and Policies

Wastewater

Goal 4.1: The provision of an environmentally safe and efficient wastewater collection, treatment and disposal system.

Objective 4.1.A: To integrate the County’s long range land use planning program with the provision of centralized wastewater within the County.

Policy 4.1.A.1: The County shall continue to provide information, such as GIS based data and growth analysis, to the private sewer providers operating within the County to aid in the establishment of priorities for the replacement of facilities, the correction of existing facility deficiencies and for future facility needs planning.

Policy 4.1.A.2: Santa Rosa County shall cooperate with entities having operational and maintenance responsibilities for sewage facilities in the unincorporated areas of the County so that coordination occurs in establishing level of service standards throughout the County.

Policy 4.1.A.3: The County Development Services Department shall continue to prepare the annual Utility Operational Status Report as required by 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.

Objective 4.1.B: Ensure, to the maximum extent possible, that extensions of sanitary sewer collection lines and increases in capacity of sewage treatment facilities (if any) will occur in a manner that will meet future development needs.

Policy 4.1.B.1: The County shall include LOS standards within its LDC and shall ensure the maintenance of LOS standards through implementation of the Concurrency Management System (reference Chapter 4 of this ordinance). The level of service standards for sanitary sewer within the County shall be ninety (90) gallons per capita per day.

Policy 4.1.B.2: The County shall monitor development to ensure that the level of service standards are maintained concurrent with development (Utility Operational Status Report).

Policy 4.1.B.3: Extension of collection system lines made necessary by new development shall be the responsibility of the development.

Policy 4.1.B.4: The maintenance and operation of sewer facilities shall be funded, predominantly, by user fees or special assessments.

Policy 4.1.B.5: The County shall continue to cooperate with other governmental agencies and the utilities, as appropriate, in order to provide for additional property and techniques such as reuse and rapid infiltration basins for the disposal of wastewater treatment plan effluent.
Policy 4.1. B.6: Where central sanitary sewer facilities are not available in unincorporated areas of the County, building permits will not be issued until the applicant has obtained a septic tank permit from the Florida Department of Health "Available" shall be defined in Section 381.0065, F.S., except as follows:

Where a sewer utility system exists or will exist upon completion of a platted subdivision within one half mile of the subdivision, a central collection system to serve the development shall be installed by the developer for connection to the sewer utility system;

South of East River, and on Garcon Point, all subdivisions to be platted, AND commercial and multi-family developments generating at least a wastewater flow equal to or greater than 750 gallons per day are required to connect to central sanitary sewer facilities, except in cases of extreme hardship as defined within the Land Development Code.

Policy 4.1.B.7: To the extent possible, the County shall encourage growth management practices that promote contiguous, compact development through the availability of wastewater utility services.

Solid Waste

Goal 4.2: The provision of an environmentally safe and efficient solid waste collection and disposal system.

Objective 4.2.A: To coordinate solid waste facilities capacity with current and future needs.

Policy 4.2.A.1: The County will continue to cooperate with the Regional Utility Authority for solid waste disposal alternatives.

Policy 4.2.A.2: The County shall continuously monitor growth and development to ensure that the level of service standard is maintained concurrent with development. The level of service standard for solid waste disposal shall be 6 lbs. per capita per day for all county residents.

Policy 4.2.A.3: The County shall endeavor to expand residential recycling programs to include commercial and industrial businesses.

Policy 4.2.A.4: The construction, maintenance and operation of solid waste facilities shall be funded by user fees.

Policy 4.2.A.5: The County shall continue to cooperate with the municipalities to establish priorities for replacement, correcting existing facility deficiencies and providing for future facility needs.

Objective 4.2.B: To ensure that the design and implementation of a solid waste collection and disposal system has a limited impact on the natural environment.

Policy 4.2.B.1: Waste streams shall be monitored at landfill sites to prevent illegal dumping of hazardous waste.

Policy 4.2.B.2: The County shall continue to operate a service that allows residents to dispose of household hazardous waste at the landfill or at designated drop off locations.

Policy 4.2.B.3: Solid waste management facilities developed and operated by the County shall:
(a) Comply with all Federal, State and local environmental regulations;
(b) Minimize adverse human and natural environmental impacts;
(c) Minimize development and operation and maintenance costs;
(d) Minimize environmental and economic risk; and
(e) Meet all applicable health and safety standards.

Stormwater

Goal 4.3: The provision of an environmentally safe and efficient storm water management system that protects from flood damage and protects surface and ground water quality.

Objective 4.3.A: To coordinate the increase in capacity of storm water facilities with meeting future needs and environmental protection measures such as those related to water quality.

Policy 4.3.A.1: Installation of storm water management facilities made necessary by new development shall be the responsibility of the developer.

Policy 4.3.A.2: The County shall continue to enforce regulations in the LDC containing LOS standards for drainage, storm water management and water quality. The County shall require that storm water management facilities meet or exceed the adopted LOS, and that capacity is available concurrent with the impacts of the development. The LOS standards for drainage and water quality shall be:

(a) Retain the first inch of run-off; and
(b) Post development run-off shall not exceed the pre-development run-off rate for all storm events, up to and including an event with a 24-hour duration, 100 year return frequency.
(c) Post development run-off in constrained basins shall not exceed the pre-development run-off rate for a 10-year storm event during all storm events, up to and including an event with a 24-hour duration, 100 year return frequency.
(d) Post development run-off in closed basins shall be retained on-site for all storm events, up to and including the 24 hour duration, 100 year return frequency storm event.

Policy 4.3.A.3: There shall be no reduction in the flood storage capacity or the other natural functions and values of the floodplain in Santa Rosa County in areas designated as regulatory floodway by FEMA Flood Insurance studies in Santa Rosa County. Encroachments shall be prohibited within designated regulatory floodway including, but not limited to, fill and new construction and development improvements that would result in any increase in flood levels.

Policy 4.3.A.4: The County shall regulate development within the flood prone areas to minimize flood storage capacity reduction so that post development equals pre-development standards, which will afford protection to life and property within the floodplain.
Policy 4.3.A.5: Where soil conditions and land use permit, the County may require the use of swale drainage on all new roadways or drainage easements.

Policy 4.3.A.6: Site specific development plans will be required to protect natural drainage features and incorporate such features into the site planning and development process.

Policy 4.3.A.7: The County shall continue its practice of correcting localized drainage problems so that LOS standards are maintained.

Policy 4.3.A.8: The County shall continue its periodic inspection program of storm water control structures to ensure the proper functioning of such structures.

**Potable Water**

**Goal 4.4:** Provide an environmentally safe and efficient system for the provision of potable water.

**Objective 4.4.A:** To provide potable water facilities concurrent with future demand.

Policy 4.4.A.1: The County shall cooperate with the various water systems within the County, in any appropriate manner, in order to provide for the timely and efficient provision of potable water facilities or to correct facility deficiencies.

Policy 4.4.A.2: The County shall continue to provide information, such as GIS based data and growth analysis, to the private water providers operating within the County to aid in the establishment of priorities for the replacement of facilities, the correction of existing facility deficiencies and for future facility needs planning.

Policy 4.4.A.3: The County Development Services Department shall continue to prepare the annual Utility Operational Status Report as required by 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.

Policy 4.4.A.4: All costs for potable water facilities shall be funded predominately by user fees, developer contributions, or special assessments.

Policy 4.4.A.5: The cost of water line extensions made necessary by new development shall be the responsibility of the development, unless otherwise specified by the utility.

Policy 4.4.A.6: The County shall maintain the LOS standards through the day-to-day activities of the Development Services Department and coordination with the entities providing water service in the unincorporated areas of Santa Rosa County. The LOS standard for potable water within Santa Rosa County shall be one hundred (100) gallons per capita per day (average).

Policy 4.4.A.7: At the discretion of the utility provider, public and private water systems shall be constructed and expanded in an orderly manner with costs shared as appropriate by those benefiting from the service.
Policy 4.4.A.8 • The County shall assess projected water needs and sources for at least a ten year planning period as part of creating and maintaining a Water Supply Facilities Work Plan (Work Plan). The County hereby incorporates by reference the Santa Rosa County Water Supply Facilities Work Plan and capital projects planned during the first five years of the Work Plan shall also be shown in the Capital Improvements element.

Objective 4.4.B: Protect the quality and quantity of Santa Rosa County’s potable water supplies and systems.

Policy 4.4.B.1: The County shall continue to cooperate with the Northwest Florida Water Management District to obtain state funding for an abandoned well plugging program. Among other things, the County shall continue to request the legislature to fund the well plugging program of the NWFWMD. Further, Santa Rosa County and its officials shall notify the NWFWMD anytime information becomes available to the County regarding the location, or possible location, of an abandoned well. County officials shall immediately communicate the location of any abandoned well to the NWFWMD so that the district may initiate appropriate actions.

Policy 4.4.B.2: 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. Within the wellhead protection 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 4.4.B.3: Water Resource Caution Areas have been established by the Northwest Florida Water Management District to protect the area’s water resources from depletion, salt water intrusion or man induced contamination, or from any other activity which may substantially affect the quality or quantity of the area’s water resources. Within such area, the NWFWMD has established lower permit thresholds, management (maximum) and minimum levels, and stipulates any limiting conditions as necessary to monitor, manage, and control the use of water. Santa Rosa County shall cooperate with the NWFWMD in its enforcement of regulations regarding the Water Resource Caution Areas within the County.

Policy 4.4.B.4: Reserved
Policy 4.4.B.5: Reserved
Policy 4.4.B.6: The County shall maximize the use of alternative water supplies and conservation measures before considering the interbasin transfer of water.

Policy 4.4.B.7: The County shall enforce the Building Construction Standards, along with all other relevant building criteria (i.e., plumbing fixtures, retrofitting and ultra-low water use fixtures) to require the use of water saving devices in new construction and specified reconstruction, found within the Florida Uniform Building Code.

Policy 4.4.B.8: The County shall take steps to promote and educate, both the public and private sectors, concerning the use of native and drought resistant vegetation for landscaping in an effort to reduce outside irrigation.
Policy 4.4.B.9: The County shall coordinate with the NWFWMD in an effort to protect and conserve future potable water supplies. The County and the NWFWMD shall mutually agree upon policies which ensure that water quality and supplies meet existing and projected future demands.

Policy 4.4.B.10: The County, in cooperation with the Santa Rosa County Cooperative Extension Service, the Florida Department of Agriculture and Consumer Services, Florida Forest Service, the Natural Resource Conservation Service and the NWFWMD, shall provide technical assistance to agriculture operations and other irrigation water users in the design of low-volume irrigation systems.

Policy 4.4.B.11: The East Milton Area Wellfield 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.

Policy 4.4.B.12: The County shall continue to discourage the use of injection wells for the disposal of wastewater.

Policy 4.4.B.13: The County shall encourage low water use landscape for both domestic and commercial development.

Policy 4.4.B.14: The County shall encourage the use of reclaimed water in new developments.

Policy 4.4.B.15: The County in cooperation with the Santa Rosa County Cooperative Extension Service, the Florida Department of Agriculture and Consumer Services, Florida Forest Service, the Natural Resources Conservation Service, the University of Florida (Milton Campus) and the NWFWMD shall provide technical assistance to agriculture operations and other irrigation water users in the design of low-volume irrigation systems.

Objective 4.4.C: The County shall coordinate land use planning with the management of water source and supply planning through the Comprehensive Plan, local water supply initiatives and the Northwest Florida Water Management District’s Regional Water Supply Plan.

Policy 4.4.C.1: Reserved

Policy 4.4.C.2: The County’s 10-year Water Supply Facilities Work Plan shall be updated within 18-months following an update to the District Regional Water Supply Plan for Water Supply Planning Region II.

Policy 4.4.C.3: The County shall coordinate with the Northwest Florida Water Management District’s most recent water supply plan when proposing or amending the 10-year Water Supply Facilities Work Plan. Where appropriate and feasible, the Work Plan shall include collaborative approaches with other local governments and private water providers for water supply source use and development, and water resource development.
Natural Aquifer Groundwater Recharge

Objective 4.5.D: Provide for the protection and recharge of the sand and gravel aquifer from rainfall as well as the functions of natural groundwater recharge areas and natural drainage features. Note: The Floridan Aquifer is not recharged by rainfall within Santa Rosa County.

Policy 4.5.D.1: The County shall require a minimum of 10% pervious surface area for all new development so that rainfall may reach the aquifer through percolation.

Policy 4.5.D.2: The County shall ensure that storm water management structures are designed to function as aquifer recharge areas in appropriate locations.
5.0 Coastal Management Element Supporting Documentation

5.1 Introduction

Because Santa Rosa County has a rich diversity of unique coastal resources, these resources are highly susceptible to human degradation, therefore to preserve these resources regulations are imperative to maintaining the balance between human activities (rapid growth) and protecting the County’s natural and coastal resources now and for future generations. The main purpose of the Coastal Management Element is to plan for development and, where appropriate, restrict development activities where such activities would damage or destroy coastal resources in addition to protecting human life and property from the destruction of natural disasters (i.e. tropical storms and hurricanes).

For purposes, two specific areas have been developed. Vulnerable coastal areas have been identified for Santa Rosa County and Map 5-1 identifies the Santa Rosa County’s storm based vulnerable coastal areas. These areas include:

1. The Coastal High Hazard Area, shall be defined as the area below the elevation of the Category 1 storm surge line as established by a Sea, Lake and Overland Surges from Hurricanes (SLOSH) computerized storm surge model. The storm surge lines for categories 2 and 3, storm surge is an abnormal rise of water generated by a storm, over and above the predicted astronomical tide.

A broader coastal area has also been mapped for evaluation purposes. This coastal area is shown on Map 5-2 along with existing land uses within the area. This area encompasses all oceanic and estuarine water bodies, corridors where development activities would impact their integrity or quality, and all adjacent lands to major transportation corridors within the County.

5.2 Relationship of other Elements of the Comprehensive Plan

The Future Land Use Element and its accompanying Future Land Use Map provides the blueprint and growth management strategies for managing the County’s future development. The Coastal Management Element provides the foundation and the detailed policies necessary for the county’s coastal resources. It also directs development standards necessary to conserving the county’s unique natural resources while allowing development to co-exist in a compatible and sustainable way.

The Parks and Recreation Element uses the information from the Coastal Management Element to determine which coastal resources are most conducive to recreational uses based on the current and future needs of the county. The Infrastructure Element is directly related to the Coastal Management Element. The impacts of the existing and proposed facilities (drainage, water supply and waste water disposal) on natural systems must be considered during the establishment of the Level of Service (LOS) for water and sewer facilities, facility siting criteria and the overall policies regarding the county’s growth-related infrastructure.

The Transportation Element deals with the county’s moving people and goods in and through Santa Rosa County. Transportation facilities frequently fragment and isolate natural communities, which eventually leads to the destruction of both aesthetic and biological functions of the natural environment. The policies of the Transportation and Coastal Management Element must be mutually supportive to ensure that transportation system design minimizes impacts to the environment. 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 coastal management issues.
5.3 Land Use Inventory in the Vulnerable Coastal Areas and Coastal Areas

5.3.1 Existing Land Uses within the Hurricane Vulnerability Zones

The following Table 5-1 provides an analysis of the existing land uses located within the County’s vulnerable coastal areas (Map 5-3), which includes the storm surge areas for category 1, 2 and 3 hurricanes. As can be seen, the predominant land uses within these areas publicly owned lands (45%), vacant lands (21%) and military or agriculture (21%).

Table 5-1: Existing Land Use in the Hurricane Vulnerability Zones Santa Rosa County

<table>
<thead>
<tr>
<th>Land Use Category</th>
<th>Acreage</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agriculture</td>
<td>4,832</td>
<td>9.82%</td>
</tr>
<tr>
<td>Agriculture Homestead</td>
<td>118</td>
<td>0.23%</td>
</tr>
<tr>
<td>Conservation, Recreation and Open Space</td>
<td>400</td>
<td>0.84%</td>
</tr>
<tr>
<td>Military</td>
<td>5,710</td>
<td>11.61%</td>
</tr>
<tr>
<td>Institutional</td>
<td>99</td>
<td>0.21%</td>
</tr>
<tr>
<td>Publicly Owned Lands</td>
<td>22,177</td>
<td>45.17%</td>
</tr>
<tr>
<td>Vacant</td>
<td>10,547</td>
<td>21.43%</td>
</tr>
<tr>
<td>Residential</td>
<td>3,319</td>
<td>6.74%</td>
</tr>
<tr>
<td>Single Family (Low to Medium Density)</td>
<td>3,263</td>
<td></td>
</tr>
<tr>
<td>Condominium/Townhouse (Medium to High Density)</td>
<td>46</td>
<td></td>
</tr>
<tr>
<td>Multi-Family (Medium to High Density)</td>
<td>10</td>
<td></td>
</tr>
<tr>
<td>Mixed Residential/Commercial</td>
<td>19</td>
<td>0.04%</td>
</tr>
<tr>
<td>Office</td>
<td>3</td>
<td>0.02%</td>
</tr>
<tr>
<td>Commercial</td>
<td>31</td>
<td>0.09%</td>
</tr>
<tr>
<td>Commercial Recreation Uses</td>
<td>128</td>
<td>0.26%</td>
</tr>
<tr>
<td>Industrial</td>
<td>100</td>
<td>0.20%</td>
</tr>
<tr>
<td>Utilities</td>
<td>136</td>
<td>0.28%</td>
</tr>
<tr>
<td>Right of Way</td>
<td>1,483</td>
<td>3.11%</td>
</tr>
<tr>
<td>Water</td>
<td>97</td>
<td>0.19%</td>
</tr>
<tr>
<td>Miscellaneous (no property appraiser code, wasteland, etc.)</td>
<td>8</td>
<td>0.03%</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>49,207</strong></td>
<td><strong>100%</strong></td>
</tr>
</tbody>
</table>
The following Table 5-2 provides an analysis of the existing land uses located within the County’s coastal areas (Map 5-2), which includes lands from the water bodies to major east west transportation corridors. As can be seen, the predominant land uses within these areas vacant lands (22%), publicly owned lands (20%) and military or agriculture (30%). Low density residential also comprises about 15% of the area.

Table 5-2: Existing Land Use in the Coastal Areas Santa Rosa County

<table>
<thead>
<tr>
<th>Land Use Category</th>
<th>Acreage</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agriculture</td>
<td>16,652</td>
<td>14.58%</td>
</tr>
<tr>
<td>Agriculture Homestead</td>
<td>629</td>
<td>0.55%</td>
</tr>
<tr>
<td>Conservation, Recreation and Open Space</td>
<td>1,853</td>
<td>1.62%</td>
</tr>
<tr>
<td>Military</td>
<td>17,396</td>
<td>15.23%</td>
</tr>
<tr>
<td>Institutional</td>
<td>943</td>
<td>0.83%</td>
</tr>
<tr>
<td>Publicly Owned Lands</td>
<td>22,798</td>
<td>19.96%</td>
</tr>
<tr>
<td>Vacant</td>
<td>24,866</td>
<td>21.77%</td>
</tr>
<tr>
<td>Residential</td>
<td>17,710</td>
<td>15.51%</td>
</tr>
<tr>
<td>Single Family (Low to Medium Density)</td>
<td>17,371</td>
<td></td>
</tr>
<tr>
<td>Condominium/Townhouse (Medium to High Density)</td>
<td>59</td>
<td></td>
</tr>
<tr>
<td>Multi-Family (Medium to High Density)</td>
<td>280</td>
<td></td>
</tr>
<tr>
<td>Mixed Residential/Commercial</td>
<td>188</td>
<td>0.16%</td>
</tr>
<tr>
<td>Office</td>
<td>213</td>
<td>0.19%</td>
</tr>
<tr>
<td>Commercial</td>
<td>940</td>
<td>0.82%</td>
</tr>
<tr>
<td>Commercial Recreation Uses</td>
<td>1,007</td>
<td>0.88%</td>
</tr>
<tr>
<td>Industrial</td>
<td>1,047</td>
<td>0.93%</td>
</tr>
<tr>
<td>Utilities</td>
<td>547</td>
<td>0.48%</td>
</tr>
<tr>
<td>Right of Way</td>
<td>6,675</td>
<td>5.84%</td>
</tr>
<tr>
<td>Water</td>
<td>686</td>
<td>0.60%</td>
</tr>
<tr>
<td>Miscellaneous (no property appraiser code, wasteland, etc.)</td>
<td>49</td>
<td>0.05%</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>114,199</strong></td>
<td><strong>100%</strong></td>
</tr>
</tbody>
</table>
The Infrastructure Element in conjunction with the Capital Improvements Element contain the principles for providing that financial assurances are made that required public facilities will be in place to meet the demand imposed by the completed development or redevelopment. Such public facilities will be scheduled for completion or completion may be phased to coincide with demands generated by the development or redevelopment per the County’s concurrency management system and capital improvements program.

5.3.2. Roadways and Bridges

The following roadways or portions of roadways are located within or adjacent to the CHHA in Santa Rosa County and are a part of the evacuation network: I-10, US 98, US 90, SR 87 and CR 191/281 (on Garcon Point). The following bridges are identified in or adjacent to the CHHA: CR 399 (Navarre Beach Causeway) over Santa Rosa Sound, SR 87 over East Bay, SR 87 over Dean Creek, SR 89 over Blackwater River, US 90 over Blackwater River, CR 191 (2 bridges south of Milton), and I-10 over Escambia Bay.

5.3.3. Potable Water Facilities

The Bagdad-Garcon Point, Pace Water Systems, East Milton, Holley-Navarre, Midway, Navarre Beach, Pace and City of Gulf Breeze/South Santa Rosa Utilities potable water facilities are located within or adjacent to the CHHA in Santa Rosa County.

5.3.4. Sanitary Sewer Facilities

The Pace Water, City of Milton, Holley-Navarre, Navarre Beach and City of Gulf Breeze/South Santa Rosa utilities sewer facilities are located within or adjacent to the CHHA in Santa Rosa County.

5.3.5. Shore Protection Structures

County-owned shore protection structures are limited to those associated with public boat ramps and County parks, and there are no known problems with these structures.

5.3.6. Stormwater Management Facilities

Information regarding the analysis of the effects of existing drainage systems and the impact of point source and nonpoint source pollution on estuarine water quality and the plans and principles, including existing state and regional regulatory programs, which shall be used to maintain or upgrade water quality while maintaining sufficient quantities of water flow is found within the Supporting Documentation for the Infrastructure Element.

5.3.7. Environmental Resources within the Coastal Area

Map 5-4 depicts the National Wetland Inventory mapped wetlands that are located within the coastal area. The NWI wetland maps are graphic representations of the type, size and location of the wetlands and deepwater habitats in the United States. These maps have been prepared from the analysis of high altitude imagery in conjunction with collateral data sources and field work. The maps represent reconnaissance level information on the location, type, size of wetlands habitats such that they are accurate at the nominal scale of the 1:24,000 base map. There is an approximate 122,039 acres of potential wetlands within the Coastal area and 62,159 acres of potential uplands. Coastal wetlands play an important role in the following:
• Flood Protection: Coastal wetlands protect upland areas, including valuable residential and commercial property, from flooding due to sea level rise and storms.

• Erosion Control: Coastal wetlands can prevent coastline erosion due to their ability to absorb the energy created by ocean currents which would otherwise degrade a shoreline and associated development.

• Wildlife Food & Habitat: Coastal wetlands provide habitat for many federally threatened and endangered species, including Whooping Crane, Louisiana Black Bear, and Florida Panther. Two of North America's migratory bird flyways pass over the Pacific and Atlantic coasts, where coastal wetlands provide temporary habitat to waterfowl and shorebirds.

• Commercial Fisheries: Over 50 percent of commercial fish and shellfish species in the Southeastern United States rely on coastal wetlands.

• Water Quality: Wetlands filter chemicals and sediment out of water before it is discharged into the ocean.

• Recreation: Recreational opportunities in coastal wetlands include canoeing and kayaking, wildlife viewing and photography, and recreational fishing and hunting.

• Carbon Sequestration: Certain coastal wetland ecosystems (such as salt marshes and mangroves) can sequester and store large amounts of carbon due to their rapid growth rates and slow decomposition rates.

The Conservation Element of this Plan along with its Supporting documentation provide Santa Rosa County’s wetland protection requirements and strategies.

Sources:
FWS. Endangered Species.

5.3.8 Areas Subject to Flooding in the Coastal Area

Map 5-5 identifies the flood zones within the Coastal Area, specifically these are the high-risk zones are labeled with letters beginning with “A” or “V” on the FEMA Flood Insurance Rate Map. Table 5-3 provides the acreage that is within a high risk flood zone that is also within a category 1, 2, or 3 hurricane storm surge zone. Also as can be seen in Table 5-4 below, are approximately 64,293 acres of lands located within high risk zones and also identified as on Map 5-1 as hurricane vulnerability zones (storm surge for categories 1, 2, and 3 hurricanes).
Table 5-3: Acreage within the Coastal Area and also within a High Risk Flood Zone (Map 10-5)

<table>
<thead>
<tr>
<th>Flood Zone</th>
<th>Acreage</th>
<th>Percentage Inside</th>
</tr>
</thead>
<tbody>
<tr>
<td>A</td>
<td>446.92</td>
<td>1.36%</td>
</tr>
<tr>
<td>AE</td>
<td>33,411.43</td>
<td>86.97%</td>
</tr>
<tr>
<td>Annual Chance of Flood Hazard 0.2%</td>
<td>2,676.84</td>
<td>6.55%</td>
</tr>
<tr>
<td>VE</td>
<td>1,881.54</td>
<td>5.12%</td>
</tr>
<tr>
<td><strong>Total Inside Flood Zones</strong></td>
<td><strong>38,416.73</strong></td>
<td><strong>100%</strong></td>
</tr>
<tr>
<td><strong>Total Outside Flood Zones</strong></td>
<td><strong>75,782</strong></td>
<td></td>
</tr>
</tbody>
</table>

Table 5-4: Acreage within the Hurricane Vulnerability Zones (Cat 1, 2 & 3) and also within a High Risk Flood Zone

<table>
<thead>
<tr>
<th>Flood Zone</th>
<th>Acres</th>
<th>Percentage Inside</th>
</tr>
</thead>
<tbody>
<tr>
<td>A</td>
<td>206</td>
<td>0.03%</td>
</tr>
<tr>
<td>AE</td>
<td>49,552</td>
<td>77.07%</td>
</tr>
<tr>
<td>Annual Chance of Flood Hazard 0.2%</td>
<td>1,885</td>
<td>2.93%</td>
</tr>
<tr>
<td>VE</td>
<td>12,650</td>
<td>19.97%</td>
</tr>
<tr>
<td><strong>Total Inside Flood Zones</strong></td>
<td><strong>64,293</strong></td>
<td><strong>100%</strong></td>
</tr>
<tr>
<td><strong>Total Outside Flood Zones</strong></td>
<td><strong>19,619</strong></td>
<td></td>
</tr>
</tbody>
</table>
Map 5 - 4 Environmental Resources within the Coastal Zone
Santa Rosa County, Florida

Legend
- Main Roads
- Wetlands
  - Estuarine
  - Lacustrine
  - Marine
  - Palustrine
  - Riverine

Community Planning, Zoning, and Development Division
October 5, 2016
Map Document (Version-3-25-2016 of document planning_areas_final.mxd)
65.5250-5.25.2016 PM
5.4 Navarre Beach Master Plan

5.4.1 Navarre Beach Planning Area

As described in the Future Land Use Element’s supporting documentation, 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.

5.4.2 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 1-10 in the Future Land Use Element Supporting Documentation provides the current future land use acreages within the Navarre Beach Master Plan Area which is the same land area as the Navarre Beach Planning Area and those acreages are repeated below. As can be seen on Map 5-6, a majority of the beach area is either in Conservation / Recreation or Low to Medium Density Residential categories. In addition, the beach area is predominantly built out.

Navarre Beach Future Land Use Map Acreages

- Navarre Beach Conservation / Recreation: 262 acres
- Navarre Beach Commercial: 31 acres
- Navarre Beach Low Density Residential: 99 acres
- Navarre Beach Medium Density Residential: 145 acres
- Navarre Beach Medium High Density Residential: 11 acres
- Navarre Beach High Density Residential: 39 acres
- Navarre Beach Mixed Residential Commercial: 47 acres
- Navarre Beach Utilities: 19 acres
5.5 Water-Dependent and Water-Related Land Uses

Water dependent uses are activities which can be carried out only on, in or adjacent to water areas because the use requires access to the water body for: waterborne transportation including ports or marinas, recreation, electrical generating facilities or water supply. Water-related uses are activities that are not directly dependent upon access to a water body, but which provide goods and services that are directly associated with water-dependent or waterway uses.

5.5.1 Water Dependent Commercial/Industrial Development

There are no existing commercial fishing facilities (i.e., commercial docks, seafood processing facilities)- with the exception of charter fishing and pleasure boats for hire at several marinas- or water-dependent industrial facilities located along the shorelines of unincorporated Santa Rosa County. The absence of these types of water dependent uses in Santa Rosa County is due to the unique lease situation on the County’s barrier island and the lack of nearby Gulf Access. Therefore, these types of uses have not been displaced by development nor do they require special planning consideration. No need for new commercial fishing facilities or water-dependent industrial facilities including electric generating or water supply facilities has been established. Due to the environmental sensitivity of the Pensacola Bay system, the development of these types of facilities is not recommended. The predominant land use along the unincorporated shorelines is residential and there are no large parcels of vacant land that would accommodate adequate buffers that might allow compatible industrial development with existing adjacent land uses.

5.5.2 Beach and Shoreline Access

Approximately 1,548 acres of coastal area recreation sites are open to the public in unincorporated Santa Rosa County, including county, state, and federal parklands located on the Gulf of Mexico and other estuarine shorelines in the coastal planning area. In addition, the Plan contains policies related to the development and protection of public beach access. The existing public beach access points on Navarre Beach are shown on Map 5-7 below.

5.5.3 Marinas

The demand for recreational marinas grows along with the local population. In general, marinas should be sited where the optimum physical characteristics are maximized and impacts on marine resources are minimized. The Land Development Code establishes the locational criteria for marinas and these facilities must be comply with State and Federal permitting requirements which are consistent with adopted Comprehensive Plan policy.

5.5.4 Boat Ramps

Map 5-8 provides the location of the County’s boat ramps. There are 27 boat ramps located within Santa Rosa County.
5.6 Protection of Coastal Populations and Structures

5.6.1 Post Disaster Redevelopment

Redevelopment within Santa Rosa County following a storm event will likely reflect existing development with regard to land use. However, redevelopment of substantially damaged structures will require that current building codes and land development requirements be adhered to.

5.6.2 Santa Rosa County Local Mitigation Strategy

The Santa Rosa County Local Mitigation Strategy was updated in 2015 and is incorporated herein by reference. This document contains several objectives that provide a clear, concise strategy on where to expend additional fund and that address mitigation as a comprehensive, multi-jurisdictional program. In addition to non-structural approaches to mitigation (growth management), public education campaigns, and the hardening of critical facilities and shelters - the concepts of community resiliency and intergovernmental and inter-agency coordination are also components of the LMS.

The 2015 LMS Committee focused on the hazard-specific goals to maintain the “all-hazards” approach. Additionally, objectives were reviewed and modified to achieve these goals.

1. Become a more disaster resilient community;
2. Minimize coastal, riverine, and inland flooding losses throughout the County;
3. Minimize storm wind losses throughout the County; and
4. Minimize wildfire losses in the forest / urban interface areas.

Mitigation tools and techniques identified within the local strategy fall into three broad categories: (1) structural techniques including design and construction; (2) environmental interventions and (3) non-structural interventions.

Structural mitigation projects include strengthening of vulnerable structures and public facilities to withstand wind, fire and other forces, elevation of structures to protect them from flood damage, construction of storm water control facilities and drainage improvements. Environmental intervention refers to actions that reduce the vulnerability of communities by arming them against the elements. This term includes beach restoration and stabilization projects. Non-structural mitigation refers to policies for avoiding hazard impacts, applying zoning restrictions, land acquisition in the floodplain, promoting citizen awareness and public education initiatives.

Each goal identified within the local strategy’s objectives fell into one of five (5) specific measures:

A. Prevention:

Government administrative or regulatory actions or processes that influence the way land and buildings are developed and built. These actions also include public activities to reduce hazard losses. Examples include planning and zoning, building codes, capital improvement programs, open space, preservation and storm water management regulation.
B. Property Protection:
Actions that involve the modification of building or infrastructure to protect them from a hazard or removal from the hazard area. Examples include acquisition, elevation, relocation, structural retrofits, flood proofing, storm shutters, and impact-resistant glass.

C. Public Education and Awareness:
Actions to inform and educate citizens, elected officials and property owners about potential risks from hazards and potential ways to mitigate them. Such actions include outreach projects, real estate disclosure, hazard information centers, and school-age and adult education programs.

D. Natural Resource Protection:
Actions that, in addition to minimizing hazard losses also preserve or restore the functions of natural systems. These actions include sediment and erosion control, stream corridor restoration, watershed management, forest and vegetation management and wetland restoration and preservation.

E. Structural Projects:
These are actions that involve the construction of structures to reduce the impact of a hazard. Such structures include storm water controls, floodwalls, seawalls, retaining walls and safe rooms.

The implementation of a mitigation program is a key component in the achievement of a "sustainable community", one in which citizens, businesses and institutions are protected from the disruptions and impacts of disasters. In a county such as Santa Rosa County, coordination among and between levels of government is critical to the success of the program.

5.6.3 Santa Rosa County Flood Mitigation Plan and Community Rating System Participation
This Plan and the County’s Land Development Code regulations, are integrated into the County’s Flood Mitigation Plan and are integral to the County’s Community Rating System (CRS) participation. Flood mitigation plans form the foundation for a community’s long-term strategy to reduce flood losses and break the cycle of flood damage, followed by reconstruction, and repeated damage. It creates a framework for risk-based decision making to reduce damages to lives, property, and the economy from future floods. Flood mitigation is sustained action taken to reduce or eliminate long-term risk to people and their property from flooding. Local governments are required to develop a flood mitigation plan as a condition for receiving certain types of non-emergency disaster assistance.

Santa Rosa County has developed a Flood Mitigation Plan that provides a comprehensive set of strategies for flood mitigation and includes a list of activities that can further mitigation goals.

The purpose of this Flood Mitigation Plan is to:

- help reduce flood losses
- improve local flood hazard mitigation capability
- increase public and private sector awareness by educating about the hazards, loss reduction measures, and the natural and beneficial functions of floodplains
- address and protect cultural, economic and natural resources
- This Flood Mitigation Plan (FMP) is intended to accomplish this purpose and to promote
  a sustainable and flood-resistant community.

The County’s efforts have demonstrated a strong commitment to flood mitigation and have served to minimize the impacts of flooding. There is an ongoing commitment to improvement that is further demonstrated by this plan. This Flood Mitigation Plan is intended to provide direction and to identify the actions necessary to advance the numerous facets of Santa Rosa County’s overall flood mitigation efforts. This Flood Mitigation Plan has been purposefully developed to be consistent with:

- the Santa Rosa County Local Mitigation Strategy 2015 – 2020 (LMS),
- the National Flood Insurance Program’s Community Rating System
- Floodplain Management Planning Process, and
- the Disaster Mitigation Act of 2000

On October 14, 1977 Santa Rosa County joined the National Flood Insurance Program. In October 1993, Santa Rosa County qualified for the CRS Program. Participating jurisdictions are classified in CRS classes. These classes range from Class 1, which requires the most credit points and provides the largest reduction in insurance premiums, to Class 10, which receives no reduction in insurance premiums. Currently, Santa Rosa County has a CRS rating of Class 6, resulting in a 20% reduction in flood insurance premiums for citizens that purchase flood insurance in Special Flood Hazard Areas. This puts Santa Rosa County in an elite group of only 29 jurisdictions in the state of Florida that have achieved a Class 6 rating.

5.6.4 Florida Statewide Regional Evacuation Study Program (SRESP) for the West Florida Region

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

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

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

: Base Scenarios – The base scenarios were developed to estimate a series of worst case scenarios and are identical for all eleven Regional Planning Councils across the State. These scenarios assume 100 percent of the vulnerable population evacuates and includes impacts from counties outside of the RPC area. These scenarios are generally designed for growth management
purposes, in order to ensure that all residents that choose to evacuate during an event are able to do so. These times are provided in Tables 2-3 and 2-4 of the Transportation Element Supporting Documentation.

: Operational Scenarios – The operational scenarios were developed by the RPCs in coordination with local county emergency managers and are designed to provide important information to emergency management personnel to plan for different storm events. These scenarios are different from region to region and vary for each evacuation level.

5.7 Existing Regulatory Framework

5.7.1 Federal Coastal Management Zone Act

In 1972, the U.S. Congress passed the federal Coastal Zone Management Act (CZMA) to address the increasing conflict between protection and use of our nation’s coastal zone. The legislation encouraged the nation’s coastal regions (collectively referred to as the “coastal states” or “states”) to develop and implement federally-approved coastal management programs (CMPs) based on that state’s unique coastal characteristics. The management programs were to assist states to achieve wise use of the land and water resources of the coastal zone, giving full consideration to ecological, economic, cultural, historic, and aesthetic values. The program was to be a comprehensive statement (in words, maps, illustrations, or other media of communication) that was prepared and adopted by the state in accordance with the provisions of the CZMA. It sets forth objectives, policies, and standards to guide public and private uses of lands and waters in the coastal zone. The CZMA requires the state CMPs to describe:

- The boundaries of the state’s coastal zone
- The coastal land, water and natural resources that have a direct and significant impact on coastal waters
- Geographic areas of particular concern
- The authorities and enforceable policies of the CMP
- Guidelines on usage priority
- The organizational and enforceable policies for implementing the CMP, including the responsibilities and interrelationships of local, area-wide, state, regional, and interstate agencies and management process
- Shorefront access and protection planning. This includes access to other public coastal areas of environmental, recreational, historical, aesthetic, ecological, or cultural value.9
- New energy facility planning
- Shoreline erosion/mitigation planning

Once a state develops a CMP approved by the National Oceanic and Atmospheric Administration (NOAA), that state becomes eligible for annual implementation funds. The state is also given the authority by Congress to review certain federal activities that have reasonably foreseeable effects on any land use, water use, or natural resource in its coastal zone to make sure that the federal actions are consistent with the enforceable policies of the state’s federally-approved CMP. This authority is referred to as “federal consistency.” Some examples of “coastal land or water uses” include such activities as public access,
recreation, fishing, historic or cultural preservation, development, energy infrastructure and use, hazards management, marinas, floodplain management, scenic and aesthetic enjoyment, and resource creation or restoration. (Source: Florida Coastal Management Program Guide, 2015, FDEP)

5.7.2 The Florida Coastal Management Program (CMP)

In 1978, the Florida Legislature adopted the Florida Coastal Management Act, codified as Chapter 380, F.S., Part II, Coastal Planning and Management. This legislation authorized the development of the Florida Coastal Management Program (FCMP) and its submittal to the federal government. In 1981, the FCMP was approved by the Secretary of the National Oceanic and Atmospheric Administration (NOAA). The Department of Environmental Protection (DEP) is designated as the lead agency for the FCMP pursuant to the CZMA. DEP’s Florida Coastal Office, is charged with overseeing the state’s coastal management program and handles the following FCMP activities:

- Compiles and submits the federal applications for receiving funds pursuant to the CZMA.
- Adopts rule procedures and criteria for the evaluation of Coastal Partnership Initiative (CPI) and state agency sub-grant applications for funds allocated to the state under the CZMA.
- Administers the Coastal and Estuarine Land Conservation Program (CELCP), a federally-funded land acquisition program.
- Conducts the CZMA Section 309 assessment and strategies for coastal resource issues.
- Administers the Beach Access Sign Program, the Beach Warning Flag Program, and the Rip Current Awareness Program.
- Prepares routine program updates to incorporate annual statutory changes.
- Maintains informational materials and procedural guidelines.
- Provides education and outreach materials.
- Guides the coordination of the Federal Consistency review process.
- Conducts training workshops for those entities involved in the federal consistency process.
- Provides, to the practicable extent, financial, technical, research, and legal assistance to effectuate the purposes of the Florida Coastal Management Act.
- Acts as a resource for the partner agencies in the Coastal Management Program.

The CZMA requires a state CMP to identify the boundary of its coastal zone, which includes the area of land and water from the territorial limits landward to the most inland extent of marine influences. Following is a description of the seaward and interstate boundaries for the state of Florida:

- Seaward Boundaries – The CZMA defines the seaward extent of a state’s coastal zone as “to the outer limit of state title and ownership under the Submerged Land Act”. Under the Submerged Lands Act, Florida’s title and ownership extends three miles into the Atlantic Ocean and, in accordance with United States vs. Louisiana, et.al., 364 U.S. 502 (1960), three marine leagues (approximately nine nautical miles) into the Gulf of Mexico.

- Interstate Boundaries - The western lateral boundary of the FCMP is defined by the adjudicated boundary between Florida and Alabama. The coastal zone boundary in Alabama is the continuous 10-foot contour in Mobile and Baldwin counties. The northern lateral boundary of the state coastal
program is the adjudicated boundary between Florida and Alabama and Florida and Georgia. Each state, with the development of its own coastal management program, has consulted with one another to ensure compatibility between each state’s respective boundary designations.

Based upon the geography of Florida and the legal basis for the state program, the entire state of Florida is included within the coastal zone. Geographically, Florida has low land elevation, a generally high water table, and an extensive coastline with many rivers emptying into coastal waters. Few places in Florida are more than seventy miles from either the Atlantic Ocean or the Gulf of Mexico. The result is an interrelationship between the land and coastal waters, which makes it difficult to establish a boundary that would exclude inland areas. Because of this interrelationship, the state boundaries include the entire area encompassed by the state’s 67 counties and its territorial seas. The only exceptions are lands the federal government owns, leases, holds in trust, or whose use is otherwise by law subject to the sole discretion of the federal government, its officers, or agents. Lands held by the Seminole and Miccosukee Indian Tribes are also exempted.

Note: For planning and developing coordinated projects and initiatives relating to coastal resource protection and management and for completing federal consistency reviews of federally-licensed and permitted activities18, only the geographical area encompassed by the 35 Florida coastal counties and the adjoining territorial sea is utilized. This would include Santa Rosa County as a coastal county. (Source: Florida Coastal Management Program Guide, 2015, FDEP)
5.0 Coastal Management Element Goals, Objectives, and Policies

Goal 5.1: To protect Navarre Beach, the built environment, and the citizens that live in Santa Rosa County’s coastal areas while maintaining and improving estuarine environmental quality.

Objective 5.1.A: Protect people and property by limiting public expenditures in areas subject to destruction by natural disasters.

Policy 5.1.A.1: Public expenditures on Navarre Beach not directly paid by users, necessary for evacuation, or necessary for the insurance of public safety shall be limited to the following: the development of parks and recreational facilities; the enhancement or protection of natural resources; or increasing the public’s access to the shoreline.

Policy 5.1.A.2: Coastal High Hazard Areas shall be defined as the area below the elevation of the Category 1 storm surge line as established by a Sea, Lake and Overland Surges from Hurricanes (SLOSH) computerized storm surge model. A generalized map of the Coastal High Hazard Areas (CHHA) in Santa Rosa County is located within the Support Documentation for this Element. Within the CHHA, the following provisions apply:

A) New development of adult congregate living facilities, nursing homes for the aged, total care facilities, hospitals, correctional facilities and similar developments shall be prohibited;

B) Except as provided in (A) above, there is no prohibition on development or redevelopment seaward of the Coastal Construction Control Line provided that the applicant for such development or redevelopment has obtained all necessary State and/or Federal permits;

C) Within the CHHA, structures damaged more than 50% by coastal storms may be rebuilt provided that the redevelopment meets current building code and Land Development Code requirements.

D) Densities and intensities of use to guide development and post-disaster redevelopment within the CHHA are as established in this Plan.

E) Sizing of infrastructure shall be consistent with that needed to support the densities and intensities established by this Plan for those areas within the CHHA.


Policy 5.1.A.4: The County shall consider the relocation, mitigation or replacement of infrastructure currently present within the CHHA where state funding is anticipated to be needed. As identified in the Local Mitigation Strategy (LMS) Priority List. An analysis of this need will be included annually in the evaluation of this Plan.

Policy 5.1.A.5: New roads, pipelines and other public infrastructure within the Coastal Area shall be planned and constructed in a manner that will minimize their impact upon coastal marshes, wetlands and surface waters.
Policy 5.1.A.6: Reduce the exposure of human life and public and private property to natural hazards through implementation of the Santa Rosa County current Local Mitigation Strategy Plan.

Policy 5.1.A.7: Santa Rosa County shall continue to implement the local Flood Mitigation Plan for the purposes of reducing flooding hazards.

Policy 5.1.A.8: The County shall maintain an inventory of areas within the County that have experienced repeated damage from coastal storms and shall seek grant funding or assist property owners to limit redevelopment within these areas.

Policy 5.1.A.9: The County shall utilize the Santa Rosa County Cultural Resource Management Geographical Information System to identify possible resources during the development review process. If resources identified as a Florida Master Site File archeological or structural resource is located within the area to be developed, the County shall require a site specific survey and avoidance during construction or mitigation. Consistent with Policy 1.1.D.7 of the Future Land Use Element, the County will require the cessation of land disturbing activities any time artifacts with potential historical significance are revealed during construction activities. 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 5.1.A.10: The County shall allow no new development in the Coastal Area (or elsewhere) unless LOS standards are maintained and infrastructure needs are fulfilled in compliance with the County's Concurrency Management System.

Objective 5.1.B: The County shall direct population concentrations away from the Coastal High Hazard Area.

Policy 5.1.B.1: The County shall limit the densities and intensities of land use as defined within this Plan. Such limitations will assure generalized low density use of land within the majority of the Coastal High Hazard Areas of Santa Rosa County.

Policy 5.1.B.2: The County will work with the Local Mitigation Task Force to identify and prioritize coastal properties so they may be acquired as part of the state’s land acquisition programs subject to property availability by willing sellers. Priority will be given to properties subject to repetitive flood losses, environmentally sensitive properties subject to development pressure, and properties subject to coastal flooding.

Objective 5.1.C: Preserve and protect the environmental quality of estuarine environments, coastal wetlands, wildlife habitat and living marine resources by restricting development, or by limiting the impacts of development or redevelopment.

Policy 5.1.C.1: New developments with the potential to impact the quantity or quality of natural resources will be required to obtain the necessary permits from all applicable state and/or federal agencies (Florida Department of Environmental Protection, Northwest Florida Water Management District and/or the U.S. Army Corps of Engineers) prior to the authorization of a building permit by the County.
Policy 5.1.C.2: The shorelines of the Gulf of Mexico, Santa Rosa Sound, Escambia Bay, Blackwater Bay, East Bay and the basins and bayous will be protected from the negative impacts of development by limiting development within 50 feet of the shoreline, requiring a minimum 15 foot vegetated buffer between development activity and the shoreline, and by limiting the maximum amount of impervious cover allowed to 75 percent.

Policy 5.1.C.3: Any storm water detention or retention areas located near an estuary or estuarine systems or other water bodies within the County shall be designed so that the shorelines are sinuous rather than straight and so that water/land interfaces are curvilinear and maximize space for growth of littoral vegetation.

Policy 5.1.C.4: No septic tanks shall be permitted near any functioning estuarine system until the applicant for such septic tank has received approval from the Florida DOH/County Health Department, and then only if a central sewer system is not available pursuant to the Florida Statutes. The use of septic tanks in Garcon Point and areas South of East River will be further limited as detailed in Policy 4.1.B.7.

Policy 5.1.C.5: With respect to acquisition, the County, where feasible, shall protect sensitive coastal areas unduly threatened by development, through acquisition, establishment of public or private conservation easements, or through other available means as deemed appropriate.

Policy 5.1.C.6: The County shall coordinate and provide technical assistance to Federal and State agencies preparing applicable studies which will maintain and/or increase water quality, based on established water body classification.

Policy 5.1.C.7: The County shall coordinate, through the Bay Area Resource Council, with adjacent counties and municipalities to protect estuaries which are located within the jurisdiction of more than one local government to ensure adequate sites for water dependent uses, prevent estuarine pollution, control surface water runoff, protect living marine resources, reduce exposure to natural hazards and ensure public access.

Policy 5.1.C.8: The County will continue to protect the Outstanding Florida Waters located within the County. Components of this protection include, but are not limited to public ownership of conservation areas, stormwater management requirements and implementation of the wetlands protection provisions of Policy 6.1.A.1.

Policy 5.1.C.9: When considering new land use designations along shorelines other than the Garcon Point Peninsula or Escambia Bay, priority will be given to low density residential, conservation uses, recreation uses, water related or water dependent uses. In Navarre, higher density residential and tourist related uses will be allowed consistent with the Future Land Use Map.

Policy 5.1.C.10: Siting of marinas will be coordinated with all applicable state and federal agencies using the most current available data regarding locations of seagrass beds or other environmentally sensitive habitats. Before additional marinas are developed they must demonstrate compliance with the following criteria:

a. Land use is compatible with surrounding land uses;

b. Upland support services are available;
c. Water quality concerns have been addressed;

d. The facility is designed to avoid impacts to seagrass beds and other important fish and shellfish spawning and nursery areas; and

e. A plan is in place for mitigation activities in the event that the environment is adversely affected;

**Objective 5.1.D: Require development to protect beaches and dunes, to restore altered beaches and dunes, and to comply with construction standards which minimize the impacts of man-made structures on beach and dune systems.**

Policy 5.1.D.1: Ensure compliance with the Florida Department of Environmental Protection (FDEP) Coastal Construction Control Line (CCCL) regulations that require location of construction a sufficient distance landward of the beach to permit natural shoreline fluctuations and to preserve dune and beach stability. It is not the intent of this policy to prevent a development from receiving a variance to these regulations if deemed necessary by the FDEP.

Policy 5.1.D.2: The Future Land Use Map shall contain a Conservation/Recreation Land Use Category. At least 34% of the developable land within the Navarre Beach Zoning Overlay District shall remain in this category.

Policy 5.1.D.3: The removal of white sand from within the Navarre Beach Zoning Overlay District shall be prohibited.

Policy 5.1.D.: The County will encourage activities that protect and rebuild coastal dunes. This will be accomplished by continuing, or supporting the continuation of, activities by private and public agencies for dune restoration purposes, installation of sand fences on public and private properties, and enforcing restrictions regarding the destruction of sea oats and requiring the planting of sea oats by new development in coastal areas.

Policy 5.1.D.5: The County will encourage existing development and require new development to plant or replant native vegetation where appropriate, including sea grass beds and other types of shoreline, aquatic, and upland vegetation.

**Objective 5.1.E: To maintain or reduce hurricane evacuation times when considering applications for Future Land Use Map amendments.**

Policy 5.1.E.1: The County shall continue to support critical roadway segment improvements through participation with the Florida-Alabama TPO and interaction with the Florida DOT to further reduce and improve hurricane evacuation times.

Policy 5.1.E.2: The County shall annually review evacuation route needs to assure that the necessary improvements are incorporated within the Capital Improvement Program, the Capital Improvement Element, the Transportation Element and the FDOT five-year work program.

Policy 5.1.E.3: Santa Rosa County shall limit the density in the Coastal High Hazard Area as allowed by law. The intent of this policy is not to nullify any existing leases on Navarre Beach that specify density.
Policy 5.1.E.4: Where shelter deficits exist in excess of 200 shelter spaces the County will consider the construction of additional spaces during its annual Capital Improvements Program review.

Objective 5.1.F: Maintain the Santa Rosa County Comprehensive Emergency Management Plan (CEMP) to and reduce or eliminate the exposure of human life and public and private property to natural hazards.

Policy 5.1.F.1: Santa Rosa County’s Comprehensive Emergency Management Plan shall be used as the operational guide to prepare for the response to, and recover from, a tropical storm, hurricane and/or other natural or man-made disasters.

Policy 5.1.F.2: The County shall update its Comprehensive Emergency Management Plan every four years, and shall re-evaluate its effectiveness immediately after a major disaster event to recommend and adopt appropriate modifications.

Policy 5.1.F.3: The County shall coordinate its Comprehensive Emergency Management Plan with adjacent counties and municipalities.

Objective 5.1.G: Increase or maintain the amount of public access to the beach or shoreline consistent with estimated public need.

Policy 5.1.G.1: Shorelines re-nourished or protected at public expense shall be made available for public use.

Policy 5.1.G.2: The County shall continue to maintain County owned shoreline or open space access sites and provide adequate parking facilities for each site.

Policy 5.1.G.3: The County will continue to seek all available federal and state financial assistance to increase public access to the shoreline.

Policy 5.1.G.4: The County will not vacate or relocate existing easements, walkways or other access points to Navarre Beaches without requiring the grant or dedication of equal or greater access points or easements.

Policy 5.1.G.5: Private landowners adjacent to public beach or other waterway access points, including easements, will not be allowed to restrict public access to the beach through such access points.

Policy 5.1.G.6: Existing public owned ramp facilities shall be maintained and improved as necessary and as economically feasible.
6.0 Conservation Element Supporting Documentation

6.1 Introduction

Santa Rosa County is rich with a diversity of unique natural resources, but these resources are highly susceptible to human degradation. In order to preserve these natural resources now and for future generations, it is imperative that regulations maintain a balance between human activities and conservation. Paramount are the realities is the fact that both economic development and human health are related to environmental health.

6.2 Existing Regulatory Framework

This section focuses on the environmental resources that are regulated throughout the development review process at the local, state, regional and federal levels within Santa Rosa County. Santa Rosa County currently relies on state and federal programs for environmental regulation and review for the most part. However, these reviews and regulations are complimented locally by County requirements found within this Plan, the Land Development Code and the vast conservation lands located within the County. Additional regulatory information is also found within the Supporting Documentation for the Infrastructure Element, specifically pertaining to stormwater management and water quality protection measures.

6.2.1. Wetlands and Water Quality – Florida’s Environmental Resource Permitting (ERP)

Florida law requires environmental resource permits for many types of work within wetlands and surface waters, such as dredging or filling; construction of dams, impoundments, docks or other structures; the construction of stormwater management systems that discharge to those waters; and other kinds of land disturbance activities. For development activities in Santa Rosa County, the ERP program regulates stormwater runoff in certain new developments to protect water quality, prevent flooding and to avoid adverse impacts to off-site property.

Rule 62-330.020, F.A.C., describes activities that require a permit. In general, as it relates to land development, a permit is required prior to the construction, alteration, operation, maintenance, removal, or abandonment of any new project that, by itself or in combination with an activity conducted after [October 1, 2013], cumulatively results in any of the following:

(a) Any project in, on, or over wetlands or other surface waters;
(b) A total of more than 4,000 square feet of impervious and semi-impervious surface areas subject to vehicular traffic;
(c) A total of more than 9,000 square feet impervious and semi-impervious surface area;
(d) A total project area of more than one acre;
(f) Any dam having a height of more than 10 feet, as measured from the lowest elevation of the downstream toe to the dam crest;
(g) Any project that is part of a larger common plan of development or sale;
(h) Any dry storage facility storing 10 or more vessels that is functionally associated with a boat launching area;
(i) Any project exceeding the thresholds in section 1.2 (District-specific thresholds) of the applicable Volume II; or

(ii) Any modification or alteration of a project previously permitted under Part IV of Chapter 373, F.S.

The types of permits available are general permits, individual permits (which include mitigation bank permits), and conceptual approval permits. The ERP program issues general permits that are commonly known as “ten-two” general permits. In 2012, the Florida Legislature adopted a general permit that allows for the construction, alteration and maintenance of certain smaller projects without agency review or action. Under this law, Section 403.814 (12), F.S projects involving less than two acres impervious surface and less than 10 acres of total project area that are located within state lands or water with no wetland impacts, may proceed subject to the conditions of the general permit.

The permit process includes coordination with other state agencies including Florida’s approved Coastal Zone Management Program (FDEP), the Florida Fish and Wildlife Conservation Commission, and the Florida Department of State, Division of Historical Resources. Those agencies may comment on the application as it is being processed, and may request additional information be provided to them so that they may fully evaluate the application. The Agencies shall consider comments that are timely received in the course of processing the application. As provided by Section 373.428, F.S., these agencies also may object to issuance of the project under the Coastal Zone Management Act.

The need for a wildlife survey will depend upon the likelihood that the site is used by listed species and the bald eagle, considering site characteristics and the range and habitat needs of such species, and whether the proposed activity will impact that use such that certain criteria are not met.

ERPs also regulate dredge and fill activities in tidal and freshwater wetlands, including contiguous and isolated wetlands. The ERP program operates independently of the federal dredge and fill permitting program, which is regulated by the US Army Corps of Engineers, although a joint application process has been developed between the State and Corps.

Criteria for determination of State of Florida jurisdictional wetlands are set forth in Rule 62-340, Florida Administrative Code. Federal jurisdiction under the Federal Clean Water Act is limited to “waters of the United States”. What waters constitute “Waters of the United States” was the subject of a recent U.S. Supreme Court decision commonly referred to as the SWANCC (Solid Waste of Northern Cook County) decision. This decision, as currently interpreted (it’s subject to a pending Federal rule making initiative), results in a lack of Federal jurisdiction over certain isolated wetlands. State jurisdiction in Peninsular Florida under the Part IV, Ch. 373, F.S., ERP program extends from property line to property line of the project area. However, within the project area only those areas that are delineated as wetlands (including all isolated wetlands) under the State methodology are subject to the environmental provisions of s. 373.414, F.S. The remainder of the project area is considered uplands and subject only to the "stormwater” quality and quantity provisions of the ERP program.

In summary, both Florida and the Federal government have methods to delineate the boundaries of areas considered wetlands although there are differences in the methods that may produce different wetland
boundaries in some situations. However, not all areas that are delineated as wetlands are subject State and Federal jurisdiction as noted above. Further within those areas that are subject to State or Federal jurisdiction certain activities are not regulated due to a variety of statutory and rule exemptions from regulation.

The U. S. Army Corps of Engineers regulatory program considers waters of the United States to be all tributary streams to navigable waters to a point where flows are less than 5 cubic feet per second. In general, this criterion is being interpreted as the uppermost 5 square miles of all watersheds, but actual determination is made on a case-by-case basis. The determination of federal jurisdiction of a proposed project will be made by the Corps of Engineers. All proposed development actions by private individuals or public agencies are subject to Corps of Engineers regulatory review.

The U.S. Army Corps of Engineers regulates activities in open waters and wetlands under the following four separate but related laws:

1. The Rivers and Harbors Act of 1899 which requires authorization for activities such as constructing piers, bulkheads, subaqueous pipelines, filling, dredging, stream channelization, and similar works in navigable waters of the United States. In response to 1968 court rulings, permit application reviews, now include protection of fish and wildlife, conservation, pollution, aesthetics, ecology, and general public interest;
2. The Federal Water Pollution Control Act of 1972 requiring the restoration and maintenance of the chemical, physical, and biological integrity of the nation's waters. Section 404 of the Act established the permit program to regulate discharges of dredge or fill material into waters of the United States;
3. The Clean Water Act of 1977 expanded the Corps Section 404 authority to include, but not be limited to, all coastal and inland waters, lakes, tributaries to navigable waters, wetlands adjacent to navigable waters, and certain isolated wetlands and water bodies;
4. The Marine Protection Research and Sanctuaries Act of 1972 authorizes the Corps of Engineers, under Section 103, to issue permits for the transportation of dredged material for ocean disposal.

In general, Corps of Engineer permits are required for any construction in all tidal areas channel ward of mean high water lines.

6.2.2. Flora and Fauna

Article IV, Section 9, of the Florida Constitution and Chapter 372, F.S., designates the Fish and Wildlife Conservation Commission (FWC) [previously Game and Fresh Water Fish Commission (FGFWFC)] as the agency with the authority to exercise all the non-judicial powers of the state with respect to wild animals and freshwater aquatic life. As part of its total program, the Commission administers wildlife and fish management areas on state, federal and privately owned lands. The fish management program includes maintaining boat ramps, stocking game fish, installing fish attractors, and controlling undesirable aquatic plants. The Commission receives funds for the preservation, restoration and enhancement of Florida's fish and wildlife resources from the Federal government. The Commission also manages a nongame fish and wildlife program funded by the Nongame Wildlife Trust Fund.
The Florida Endangered and Threatened Species Act and the Preservation of Native Flora of Florida Act established criteria for the listing, protection and management of plant and animal species considered to be endangered, threatened or species of special concern.

Chapter 68A-27, F.A.C. restricts the pursuit, molestation, harm, harassment, capture, or possession of a listed species. The Code establishes a permitting program for such activities, including permits for the “incidental take” (unlawful killing “incidental to” otherwise allowable activities) of individual animals.

6.3 Environmental Characteristics

6.3.1 Topography

Santa Rosa County lies within the Coastal Plain, a broad belt consisting primarily of unconsolidated sands, silts and clay. The County is divided into two physiographic divisions, the Western Highlands and the Gulf Coastal Lowlands. Most of the County is located in the Western Highlands, which is a southwardly sloping plateau whose surface has been cut by numerous streams. The three principal streams that drain this area are the Escambia, Blackwater and Yellow Rivers. The many smaller streams that feed these rivers have a trellis drainage pattern and commonly head in small steep sided box canyons known as steepheads. Steepheads form where undermining by springs create steep slopes at the head of smaller streams. Several faults in the northern part of the County, where elevation ranges from 100 to 290 feet above sea level, form steep hills.

The Gulf Coastal Lowlands is the low-lying area of southern Santa Rosa County. The Lowlands are a series of parallel terraces consisting of relatively un-dissected, nearly level plains rising from the coast in successively higher levels. They formed during the Pleistocene Epoch (Great Ice Age) when fluctuating sea levels were associated with the growth and melting of ice caps. Dunes, barrier islands, beach ridges, and other topographical features were stranded inland as seas receded. The highest terrace has an elevation of about 100 feet. At least 50 miles of shoreline scarps carved by the Pensacola Bay are preserved along the valleys of the Escambia, Blackwater, Yellow and East Bay Rivers. The largest unbroken terrace area in westernmost Florida is the peninsula that extends southward between the mouths of the Escambia and Yellow Rivers, separating Escambia Bay from East Bay. This area covers approximately 27 square miles and elevations range from sea level to 30 feet above sea level.

The southern boundary of the Gulf Coastal Lowlands is formed by Santa Rosa Island, which is approximately 50 miles long and varying between approximately 1,000-1,500 feet wide (Otros, 1982; cited in Morang, 1992). The island is made up of Holocene quartz sands, between 15 and 30 feet thick, overlying a Pleistocene core.

6.3.2. Geology

Santa Rosa County is underlain by a veneer of Pleistocene terrace deposits overlying Tertiary beds of sand, silt, and limestone which dip southwestward at 30 to 40 feet per mile (Marsh, 1966). Stratigraphically, these sediments are referred to as undifferentiated alluvium and terrace deposits underlain by the Citronelle Formation. The uppermost part of this sequence forms the Sand-and-Gravel Aquifer. Major tributaries of the system are incised into the Sand-and-Gravel Aquifer. Groundwater flow from this aquifer
discharges to these tributaries and to the bays. Marsh (1966) also suggests that three marine surfaces of Pleistocene age can be recognized in the area; the Pamlico terrace at 30 feet, the Penholoway terrace at 70 feet, and a seaward sloping upland surface whose altitude ranges from about 60 to 200 feet. Remnants of these terraces are preserved as upland plateaus, flat-topped hills, and low coastal plains.

Santa Rosa Island is considered a classic example of bay barrier bar with a straight seaward margin. The island is about half a mile wide and has sand dunes as high as 50 feet above sea level. Two backshore terraces can be observed, one slightly above the other. Martens (1931) considered them to have been generated by storms.

The sand and mud sediments of the Pensacola Bay system were deposited as a result of erosion throughout the watershed that has taken place since the Pleistocene Epoch. During the Pleistocene, the Citronelle deposits were reworked and intermixed with marine terrace deposits (Marsh, 1966). These marine deposits, as well as Miocene and Pleistocene terrace deposits, are now eroding and, therefore, control the mineralogy of the bay sediments. Because each of the streams passes largely through Neogene Coastal Plain formations, the bay's sediments consist almost entirely of sand, silt, and clay eroded from these older units (George, 1988). The annual sediment load estimated by the National Ocean Service (1987) is 1.08 million tons/year, and its sediment inflow is 154.5 tons/year/square mile of drainage area.

The mineral suite for the Pensacola Bay system is made up of largely reworked, stable, heavy minerals dominated by zircon, tourmaline, staurolite, and kyanite. Unstable heavy minerals, such as hornblende, garnet, pyroxene, and epidote are essentially lacking. Clay mineral analyses indicate that the Escambia River carries mainly kaolinite, with lesser amounts of montmorillonite, vermiculite, illite, and gibbsite (Isphording et al., 1989). The deposition of sediments in the Pensacola Bay system has significantly changed over recent time. This change is partially described from borings made by the Florida Department of Transportation during construction of local bridges (Horvath, 1968). Borings were taken at the Santa Rosa Bridge near Navarre (17 borings to 65 feet), Pensacola Bay Bridge (6 borings from 100 to 108 feet), Escambia Bay Bridge (27 borings from 100 to 130 feet), and Blackwater Bay Bridge (12 borings to 65 feet). Borings generally indicate a vegetative, "muck" layer as deep as 60 feet with cleaner fine to coarse sands below. These deposits are vegetative evidence of plant growth at a lower stand of sea level (approximately 6,000 years ago). All contain intermittent layers of silt and clay. The changes in the sedimentary regime of the system are primarily due to the geologically recent rise in the sea level. The presence of silty clays, similar to the central bay floor sediment today (in bore holes from Santa Rosa Sound), suggests that the present sediments were deposited on bay lagoon deposits behind late Pleistocene barrier islands further off shore. The transition from probable bay sediments below, to barrier island lagoon sediments above (muck), occurs at about 55 feet below sea level.

6.3.3 General Soils and Soil Resources

The term, soil, is typically applied to weathered surface layer of sediment materials. The General Soils Map of Santa Rosa County shows 48 soil types arranged in 36 soil series. Soils are depicted on Map 6-1 by relative drainage ability. Map 4-1 found within the supporting documentation for the Infrastructure Element provides general soil suitability for septic tanks or on-site sewage disposal systems. This map
coincides with Map 6-1, with well drained soils being more appropriate, and is an important parameter for gaging development related environmental impacts.

6.3.3.1 Soil Erosion Problem Areas

Water related soil erosion is not a major problem in Santa Rosa County due to the predominance of fine silica sand and loamy soils and gently to moderately sloping topography. The Troup soil series has a slope of 0-35 percent, the steepest slope in the County; the Lakeland soil series has a 0-30 percent slope; and the Dothan soil series has a 0-12 percent slope. All the other soil series in the County have slopes that range from 0-8 percent. The location of these soil series is depicted on the Future Land Use Map Series entitled Soils Map.

Soil erosion from rapid run-off can occur on sloping locations where natural vegetation cover has been removed during a land development action. Improper grading of a land development can also result in soil erosion following unusually heavy rainfalls. Water related soil erosion results in the transportation of sediment fines into stream courses and receiving water bodies. When receiving water bodies are upland depressions, the eventual effect is a filling and gradual build-up of the bottom of the depressional area. The potential significance of this type of occurrence must be evaluated on a case-by-case basis.

When water related soil erosion occurs, excessive amounts of sediments can be transported to receiving water bodies. While the transport of sediments to receiving waters is a primary source of nutrients necessary to sustain water area biological productivity, excessive amounts of sediments have detrimental effects upon the receiving water body.

6.3.3.2 Soil Resource Protection

The County manages potential development-related soil erosion problems through the Land Development Code, which regulates stormwater from development. These potential problems are manageable. Temporary soil containment measures are now required in areas susceptible to water related erosion during project construction. Permanent drainage facilities designed to reduce the rate and volume of run-off provide for sediment containment and can control potential soil erosion from developments.

The County’s standard to retain the first 1-inch of stormwater on site is twice the amount required by the Water Management District. In addition, the County requires grassing and mulching to protect the receiving body of water against erosion, siltation, and rivulets caused by surface run-off. Soil erosion techniques are also incorporated by the Water Management District in their review of developments under their management and storage of surface water and stormwater rules.

The small sand mining and oil and natural gas operations are subject to County land development regulations and permitting requirements. County policy provides for these regulations in its policy to allow extraction of minerals only in areas where it is compatible with adjacent land uses and minimal degradation will occur. Extraction is also prohibited in environmentally sensitive areas that cannot be restored. Mining and excavation are also prohibited in Conservation/Recreation areas.
6.3.4 Natural Habitat / Wildlife Resources

Santa Rosa County shares with the rest of northwest Florida a number of different habitat areas suitable for wildlife. Wildlife habitats correspond to vegetated communities. Formerly, all of Santa Rosa County was open to the easy movement of wildlife requiring large foraging areas. As these areas have declined with development, wildlife populations have been reduced. The availability of wildlife corridors, either as constructed travel routes or preserved natural areas, will permit some reduced level of persistence of adaptable wildlife species.

6.3.4.1 Conservation Lands in Santa Rosa County

Goal 9 of the Florida State Comprehensive Plan states that Florida “shall protect and acquire unique natural habitats and ecological systems, such as wetlands, tropical hardwood hammocks, palm hammocks, and virgin longleaf pine forests, and restore degraded natural systems to a functional condition”. Achieving this goal requires the cooperation of the County with other agencies in the identification and preservations of unique areas. This may include conservation easements, land grants from private citizens, a land trust, or the purchase of land through public organizations such as Florida Forever. Florida Forever is Florida’s premier conservation and recreation lands acquisition program, a blueprint for conserving natural resources and renewing Florida’s commitment to conserve the state’s natural and cultural heritage. Florida Forever replaced the Preservation 2000 (P2000), the largest public land acquisition program of its kind in the United States.

Substantial areas of floodplain and wetland in the watershed, were acquired and protected in Santa Rosa County via the Save Our Rivers and Preservation 2000 programs. In particular, the NWFWMD has purchased 56,780 acres of land along the Escambia and Yellow Rivers, in Escribano Point and within the Garcon Point peninsula. Map 6-2 shows all publicly owned lands in Santa Rosa County and includes those lands that are designated as Conservation / Recreation on the Future Land Use Map and as well as privately held conservation lands within Santa Rosa County. The following summarizes the amount of conservation land within Santa Rosa County. In total, approximately 39% of the County land area is comprised of either military or conservation land uses.

- 177,767 acres of land designated as Conservation Recreation on the Future Land Use Map (FLUM) which is 27% of total County land area;

- 184,554 acres of publicly owned lands (State, Federal, Santa Rosa County & City) which is 28% of total County Land Area and includes those lands designated as Conservation on the FLUM above;

- 1,523.86 acres of private conservation lands (Garcon Point Mitigation Bank, LLC, Westervelt) which is not included in those lands designated Conservation on the FLUM above; and

- 72,460 acres of Department of Defense owned lands (Eglin, NAS Whiting Field) which are designated as Military on the FLUM but include the Eglin Preserve. Eglin AFB covers 464,000 acres in Santa Rosa, Okaloosa, and Walton counties and includes the Eglin Wildlife Management Area. An Eglin permit is required to access the 250,000 acres of the Eglin reservation conditionally open to public recreation.
Map 6-2 Publicly Owned Lands
Santa Rosa County, Florida
6.3.4.2 Closing the Gaps

In 1994, researchers from the Florida Fish and Wildlife Conservation Commission (FWC) completed a report, entitled Closing the Gaps in Florida’s Wildlife Habitat Conservation System (Cox et al., 1994), assessing the security of rare and imperiled species on existing conservation lands in Florida. The biologists that authored this report used species occurrence data, habitat data, and the analytical capabilities of Geographic Information Systems (GIS) to assess the protection afforded to 62 focal species on lands managed for conservation and to identify important habitat areas in Florida that have no conservation protection. These areas, known as Strategic Habitat Conservation Areas (SHCA), depict areas needed for protection and serve as a foundation for conservation planning in Florida. Since 1994, landscape-level habitat changes, transfer of land from private to public ownership, and changes in land use have reduced the appropriateness of using Cox et al.’s (1994) findings to accurately assess Florida’s current biodiversity and wildlife conservation status. In 2009, the Fish and Wildlife Research Institute completed and update titled, “Wildlife Habitat Conservation Needs in Florida: Updated Recommendations for Strategic Habitat Conservation Areas”

The GAP report identified several large concentrated Strategic Habitat Areas in Santa Rosa County. Please refer to Map 6-3 for these locations as updated by the 2009 report mentioned above. The established Strategic Habitat Areas are particularly important to the County as natural resources which not only attract tourists, but also creates an environment that is consistent with a sustainable community atmosphere. Eco-tourism should be considered an economic resource that communities must pay more attention to in the future.

In addition, the GAP report also identified Biodiversity Hot Spots in the County. Please refer to Map 6-4 for these locations. These maps are utilized for environmental analysis of large scale amendments to the Comprehensive Plan’s Future Land Use Map.
6.3.4.4 Gulf Coastal Plain Ecosystem Partnership

Santa Rosa County has benefited from the development of the Gulf Coastal Plain Ecosystem Partnership (GCPEP). The (GCPEP), formed in 1996 via a Memorandum of Understanding, launched a joint planning process to identify conservation goals and actions, and to provide buffers for military lands. Non-government partners such as the Nature Conservancy have contributed funds and office space, and have provided volunteers, public outreach, and other services.

The Gulf Coastal Plain Ecosystem Partnership recently expanded, and now covers more than one million acres (Map 6-5). It is working to increase buffers around military reservations, improve biodiversity management, and assure green space and recreation opportunities for the region. Its activities include:

- Participating in the “Florida Greenways Project,” a multi-agency/organization initiative that is working to create a greenway from the Gulf of Mexico south of Tallahassee through Eglin AFB, NAS Pensacola, and NAS Whiting Field to Ocala National Forest further south.
- Completed land deals that have protected tens of thousands of acres immediately adjacent to the three DoD installations.
- Supported scientific workshops to develop a regional strategic conservation plan.
- Created an Ecosystem Support Team for on-the-ground management. The team conducts ecological monitoring of key natural communities, has assisted with more than 39,000 acres of prescribed burning on GCPEP lands, and helped the partners with Hurricane Ivan relief.
6.3.5 Surface Water Resources

The County’s water resources are vital to its population and future economic success. There are two main categories of water resources, surface water and ground water resources. Examples of surface water include creeks, lakes and rivers. Surface water is found above the earth's surface and can be contaminated by rainwater runoff from homes, businesses, roads and parking lots. Fertilizer and pesticide from lawns and farms as well as fluids that leak from autos can all get washed into surface water supplies from rainwater runoff. Santa Rosa County’s surface water resources are described below in general.

6.3.5.1 Escambia River

Originating in Alabama as the Conecuh River, the Escambia River travels south approximately 240 miles before discharging into Escambia Bay. The river flows approximately 54 miles south from the state line to Escambia Bay. The river basin drains a total of 4,223 square miles, 425 of which are within Florida. The Escambia River is the fourth largest in the state in terms of discharge. The Northwest Florida Water Management District currently owns The District currently owns 35,413 acres in fee and nearly 19 acres in less than fee along the Escambia River. The Escambia River Water Management Area contains a high diversity of plants and animals. Land coverage types include large acreages of hardwood forests, pine flatwoods, and estuary marshlands.

6.3.5.2 Blackwater River

Originating in Bradely, Alabama, the Blackwater River travels south approximately 62 miles prior to discharging into Escambia Bay. The river drains approximately 860 square miles, approximately 700 of which are within Florida, and has an average annual discharge of approximately 342 cfs (Fernald and Patton, 1984). Average depths are between two and 15 feet, and widths tend to vary between 110-300 feet (Bass and Hitt, 1977). The major source of flow is groundwater discharge, with a smaller contribution from surface runoff (Livingston et al., 1988).

The Blackwater River is designated an Outstanding Florida Water (OFW), and is among the most popular waterbodies in the state for canoeing and other recreational activities. The aptly named Blackwater River and its tributaries drain acidic flatwoods and other wetlands, as well as being influenced by discharge from the Sand and Gravel Aquifer (Hand et al., 1996). The river tends to exhibit a reddish color, due primarily to the presence of tannic and organic acids (FREAC, 1989). The upper Blackwater River and its tributaries Big Juniper Creek, Sweetwater Creek, and Big Coldwater Creek are swift, relatively shallow, and sand-bottomed (Bass and Hitt, 1977). Aquatic vegetation is sparse, some habitat cover is provided by snags, fallen trees, and undercuts. In the 1970s, only the upper reaches of this system were assessed as having adequate cover for fish habitat (Bass and Hitt, 1977). The lower Blackwater River is tidally influenced with moderate currents. Substrates are more fine and organic, and emergent and submergent species of vegetation are more common. Pond Creek is similar to the lower Blackwater River, with lower reaches tidally influenced. Currents are moderate, substrates range from sand to mud, and emergent and submergent species of vegetation are common. Bass and Hitt (1977) further describe a series of lake-like freshwater and brackish basins along the lower river. Aquatic vegetation is abundant in these basins, substrates tend to be rich and organic with sand along some shorelines, and currents are nonexistent except when associated with tidal fluctuation.
The lower Blackwater River system receives discharges from domestic wastewater treatment facilities, and portions of the system are subject to impacts from nonpoint source pollution.

6.3.5.3. Yellow River

The Yellow River originates in Covington County, Alabama and travels 92 miles to Blackwater Bay in Florida. The river travels through the Western Highlands in parts of Alabama and Okaloosa County, Florida, creating bluffs reaching 40 feet in some areas (Livingston et al., 1988). The river drains generally from the east/northeast and has a drainage basin of 1,365 square miles, of which about 860 are within Florida. The river floodplain is generally about two miles wide and has an extensive floodplain forest. Fluctuations due to tidal effects are noticeable nearly 19 miles upstream.

The Yellow River is described as a sand bottom river and is characterized by shallow clear-tan waters. It has an average annual discharge of approximately 1,500 cfs 40 miles above the mouth (Hand et al., 1996). The principal tributary of the Yellow River is the Shoal River, which originates in northern Walton County and discharges an annual average of 1,104 cfs into the Yellow River south of Crestview (Fernald and Patton, 1984). Titi and Turkey creeks are tributaries of the Shoal River. The lower portion of the Yellow River, as well as portions of Blackwater and East Bays, are managed as the Yellow River Marsh Aquatic Preserve.

6.3.5.4. Big Coldwater Creek and East Fork River

This river originates in Santa Rosa County and is the most western stream in the Blackwater River State Forest. The upper section of the Big Coldwater and East Fork runs through the dense Calloway Swamp. The River is characterized by a very narrow width, and swift, shallow water. The Big Coldwater is a major tributary of the Blackwater River. The drainage area of this river is approximately 237 square miles near Milton (Florida Rivers Assessment, 83).

The Blackwater River State Forest is on part of the Big Coldwater Creek and East Fork River. The Blackwater River State Forest is a recreation and conservation land that allows multiple uses. The forest, managed by the Florida Department of Agriculture and Consumer Services and the Florida Forest Service, also serves as the Blackwater Wildlife Management Area. The Florida Fish and Wildlife Conservation Commission manages the wildlife management area. The wildlife management area harbors deer, turkey, and small game for hunting (Florida Rivers Assessment, 83).

6.3.5.5. Escambia Bay

Escambia Bay is situated between the City of Pensacola and unincorporated portions of Escambia County to the west, the Garcon Point peninsula to the east, and the Escambia River delta to the northwest. The primary source of water in the bay is the Escambia River. Other sources in upper Escambia Bay include the Pace Mill Creek and Mulatto Bayou drainage basins, among others. Sources of water in lower Escambia Bay include the river via upper bay and the Indian Bayou, Trout Bayou, and Bayou Texar (City of Pensacola) basins.

Tidal flushing in Escambia Bay is considered poor, and sediments are highly organic. Circulation is most strongly influenced by inflow from the Escambia River, as well as from winds, and tides. There is a net southward flow of river water along the western shore, with more saline water intruding along the eastern shore. This tends to produce a generally counterclockwise circulation pattern (Hudson and Wiggins, 1996).
High tides, low river discharge, and strong surface winds (especially southeast and southwest winds) tend to decrease stratification, while the reverse of these conditions increases it. Railroad and highway bridges may inhibit flushing and exchange between the upper and lower bay, and surface wind effects may also influence circulation in upper portions of the bay.

Escambia Bay is among the most anthropogenically stressed components of the Pensacola Bay system. It has historically received substantial industrial and domestic wastewater discharges, and is still affected by surface water discharges and reuse sources in the vicinity of the bay, as well as from the Escambia River basin. The bay also receives non-point source pollution from the City of Pensacola, unincorporated areas of Escambia County, and the river basin.

6.3.5.6. Blackwater and East Bays

Blackwater Bay is at the mouth of the Blackwater River and borders the Garcon Point peninsula to the west. This bay receives discharge from the Blackwater River. East Bay is immediately downstream of Blackwater Bay and receives inflow from Blackwater Bay, the Yellow River, and the East Bay River, which flows from the east. East Bay is bounded to the south by the Gulf Breeze peninsula.

According to Hudson and Wiggins (1996), circulation in Blackwater and East bays tends to be counterclockwise. Generally, fresh water from the Blackwater and Yellow Rivers flows south along the western shore of East Bay, and more saline waters flow northward along the eastern shore. The importance of winds on circulation and mixing are enhanced during periods of low flows. Vertical stratification of these waterbodies has been noted, as well as mixing of Blackwater, Escambia, and Pensacola bay waters with the waters in East Bay. These bays are shallow, with relatively organic sediments—although composition at specific sites may vary from sand to mud (Collard, 1991a; Bass and Hitt, 1977). Aquatic vegetation varies, with most associated with tidal marshes at mouths of the Blackwater and Yellow Rivers.

Although Blackwater and East Bays were described at one time as the most unaffected estuarine portions of the system from anthropogenic degradation, they were also described as the most vulnerable to future degradation (Collard, 1991a). This, in part, is because these bays are lower in energy and tidal flushing than other estuarine portions of the system. Nonpoint source pollution has increased from residential and commercial development in Santa Rosa County, and the system also receives discharges from several point sources.

6.3.5.7. Santa Rosa Sound

Santa Rosa Sound, a lagoon between the mainland and Santa Rosa Island, connects Pensacola Bay in the west with Choctawhatchee Bay in the east. The Sound extends approximately 57.9 km along an east-west orientation, varying in width between 0.32 and 3.5km (FDEP, 1993). Most waters within the Sound are designated as Class II, and waters within the National Seashore are designated Outstanding Florida Waters. The Intracoastal Waterway (ICW) transects the Sound and supports moderate commercial barge traffic.

According to the Florida Marine Research Institute (FDEP, 1993), the Navarre Bridge Causeway divides the Sound into nearly equal sized eastern and western regions and contributes to a bi-directional tidal flow.
Salinity and depth are fairly uniform throughout the Sound, with mean annual values of 24 ppt and 2.7 m respectively. Santa Rosa Sound receives little fresh water inflow (Hand et al., 1996).

Santa Rosa Sound is notable as being the site of the most diverse and stable seagrass beds within the Pensacola Bay system. Anthropogenic stresses on the lagoon’s environment include non-point source pollution and habitat loss resulting from increasing development on Santa Rosa Island and along the U.S. Highway 98 corridor. The Navarre Beach and Pensacola Beach waste water treatment plants discharge to the Sound (Hand et al., 1996). The Sound also receives runoff from several golf courses, including effluent from spray irrigation with treated municipal wastewater.

6.3.5.8 Outstanding Florida Waters

Section 403.061(27), Florida Statutes, grants the Department of Environmental Protection (DEP) the power to establish rules that provide for a special category of waterbodies within the state, to be referred to as “Outstanding Florida Waters,” which shall be worthy of special protection because of their natural attributes.

The Department of Environmental Protection has designated waters inside the Yellow River Marsh Aquatic Preserve, the Blackwater River, the Blackwater River State Park and Santa Rosa Sound through the Gulf Islands National Seashore as Outstanding Florida Waters (OFWs). Projects regulated by the Department or a Water Management District (WMD) that are proposed within an OFW must not lower existing ambient water quality, which is defined for purposes of an OFW designation as the water quality at the time of OFW designation or the year before applying for a permit, whichever water quality is better. In general, DEP cannot issue permits for direct discharges to OFWs that would lower ambient (existing) water quality. In most cases, this deters new wastewater discharges directly into an OFW, and requires increased treatment for stormwater discharging directly into an OFW. DEP also may not issue permits for indirect discharges that would significantly degrade a nearby waterbody designated as an OFW.

In addition, activities or discharges within an OFW, or which significantly degrade an OFW, must meet a more stringent public interest test. The activity or discharge must be “clearly in the public interest.” For example, activities requiring an Environmental Resource Permit (ERP), such as dredging or filling within a wetland or other surface water or construction/operation of a stormwater system, must be clearly in the public interest instead of not contrary to the public interest.
6.3.6 Surface Water Quality

6.3.6.1. Nonpoint Source Pollution

Nonpoint source (NPS) pollution consists of pollution that is transported from a variety of sources to a receiving waterbody in a diffuse or dispersed manner. It is generally considered to include most sources of pollution that do not have a point outfall to a receiving waterbody (such as a discharge pipe). This type of pollution contributes a variety of pollutants and impacts the quality of the receiving waterbody in a number of ways. Frequently, nonpoint source pollution results from the interaction between land use practices and surface water hydrology within a watershed. Nonpoint source pollution can affect receiving waters in a number of ways. Stormwater runoff increases turbidity, which, in turn, decreases the amount of sunlight available for submerged vegetation. Other forms of aquatic life are also harmed by increased turbidity and sedimentation. Nonpoint sources of pollution, especially fertilizers and organic wastes, contribute nutrients and other oxygen demanding substances, which lower oxygen levels in receiving waters. Bacteria and viruses from septic tanks, boats, marinas, and urban runoff can contaminate shellfish resources and other organisms, inducing stress and disease.

There are a number of general classifications of nonpoint source pollution, which are typically characterized by the land use practices that result in the pollutant loading. These include urban stormwater runoff, agricultural and silvicultural nonpoint pollution, dredging and filling, septic tank leachate, contaminated groundwater seepage and associated overland flows, marinas, and various unpermitted sources of pollution. Each of these types of nonpoint pollution impacts the Pensacola Bay system.

Stormwater runoff from urbanized areas, including roads, parking lots, construction sites, yards, etc., has a significant impact on the Pensacola Bay system. The traditional emphasis of urban stormwater management has been to deal only with stormwater quantity-related issues at the local level. A consequence of this is that stormwater runoff is frequently routed to a receiving water body with very little effort to improve its quality prior to discharge. Reducing the impacts of urban stormwater runoff would require increasing the amount that is allowed to infiltrate back into the ground water and improving the quality of the discharge. Components of this would include such measures as onsite and regional stormwater treatment, buffer zones, limiting impervious areas, grassed waterways, controlling fertilizer use, and construction site best management practices. Such measures are generally implemented by local governments through the adoption of comprehensive stormwater plans, the implementation of such plans, and the use of stormwater utilities or other means of dedicated funding.

Agricultural runoff is a significant source of sediment, nutrients, and pesticides. Intensive forestry operations can cause severe sedimentation problems and can disrupt the pH of receiving waters. Also, removing trees from close to the edge of a waterbody eliminates the natural shading of the banks and may cause the average water temperature to increase. For both silviculture and agriculture, attempts at pollution abatement have historically been centered on voluntary programs promoting the use of best management practices (BMPs). Recently initiated activities of the Natural Resource Conservation Service (NRCS) and Farm Service Agency (FSA), associated with the implementation of the Food Security Act and 1996 Farm Bill, have the potential to reduce nonpoint loadings from agricultural land uses, depending on the scale of their implementation. Dredge and fill activity creates and exacerbates NPS pollution through a variety of means. Fill dirt and excavated soil frequently runs off into surrounding waterbodies during excavation, filling, and related construction activities.
Wetland conversion creates additional demand for new development, with resulting runoff and non-point source pollution. Losses of wetlands reduces the capacity of the system to store runoff and flood waters and eliminates the filtering and nutrient cycling functions of the lost wetlands. Displacement of wetlands also causes hydrologic disruption within the system. Dredging causes turbidity and deposition within the aquatic system and releases nutrients and contaminants into the water column.

Another source of nonpoint pollution, and one that is often a constituent of urban runoff is septic tank leachate. Installation of septic tanks in soils with limited capacity for this use or inadequate maintenance can result in the contamination of surface waters by leachate. This is of particular importance near bayous and bays due to the susceptibility of shellfish to contamination from bacterial and viral pathogens, as well as public health concerns related to body-contact water sports. Soils bordering bays, rivers, bayous and other flood-prone areas often have severe limitations for use as septic tank absorption fields and sewage lagoon areas. As development continues in these areas, problems with surface water contamination will increase if adequate regulations and controls are not in place.

Holding ponds also affect surface waters via overflows during rain (or excessive inflow) events. Some facilities may have a potential to contaminate waters with hazardous wastes. Some hazardous waste sites have been identified and are regulated by DEP through the Resource Conservation and Recovery Act (RCRA) and underground storage tank programs. The Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA) is administered by the U.S. EPA.

Marinas contribute NPS pollution both during construction and operation and are also of concern due to the susceptibility of shellfish and other marine life to contamination by the toxins and pathogens associated with marina-related discharges. Marina construction may result in turbidity and benthic deposition from construction activities and dredging. Chronic impacts which result from marina operations may include the following: 1) oils and greases and other hydrocarbons from fuel boat exhaust, fuel spills, and illegal bilge pumpouts; 2) solid waste from trash, fish carcasses, and solvents associated with boat maintenance (deck washing, hull cleaning, etc.); 3) heavy metal contamination from lead, copper, and other pollutants found in hull paints, anti-fouling chemicals, stormwater runoff, and engine exhausts; and 4) contamination from boat head facilities, which result in increased coliform bacteria, reduced dissolved oxygen, increased nutrients and biological oxygen demand, and general water degradation. Marinas are routinely permitted with provisions to ensure that facilities are maintained—vessels are not allowed to discharge; fish carcasses, food waste, litter, fuel, oil, grease, and other pollutants are not permitted to be disposed of into the water; waste containers are to be located along the docks; fish cleaning stations and restrooms are located on upland property; fuel dispensing facilities are to be equipped with automatic shut-off valves; and emergency cleanup equipment are supposed to be maintained on-site. These permit conditions; however, have failed to eliminate NPS pollution from marinas.

An additional source of NPS pollution is atmospheric deposition. Nitrogen originates from a variety of sources within an airshed that is considerably larger than the watershed. Computer modeling suggests that utility and mobile (such as automobile exhaust) sources are approximately equally responsible for nitrate deposition in the eastern United States (Appleton, 1995). While the Pensacola Bay region may have fewer industrial air pollution sources than are in the vicinity of Tampa Bay, it does have a considerable, and increasing, number of automobiles and may be affected by a number of industrial and utility sources throughout its airshed.
6.3.6.2. Point Source Pollution

The Pensacola Bay system has a long history of cultural impacts from a variety of uses. Point source discharges from domestic and industrial wastewater facilities have been particularly significant in the Pensacola Bay system. Point sources of pollution are those with a distinct, identifiable point of discharge (e.g., a pipe) to a waterbody. Two general categories of point sources are recognized: sewage treatment (domestic waste) and industrial facilities. In Florida, the DEP has statutory responsibility for regulating point sources of discharge.

The impacts of point source pollution on the Pensacola Bay system have been generally known for some time. The Escambia Bay Recovery Program, initiated by the EPA in the early 1970s, concluded that industrial and domestic point source discharges significantly contributed to poor conditions within the system. Subsequently, large point source discharges to the system were improved to meet more stringent permitting criteria. The Pensacola Bay system appears to have improved since that time, as demonstrated by fewer fish kills and noticeable improvements in water quality. The current condition of the system, however, remains far from optimal.

6.3.6.3. Surface Water Body Classification in Santa Rosa County

The Clean Water Act requires that the surface waters of each state be classified according to designated uses. Florida has six classes with associated designated uses, which are arranged in order of degree of protection required:

Class I - Potable Water Supplies
Fourteen general areas throughout the state including: impoundments and associated tributaries, certain lakes, rivers, or portions of rivers, used as a source of potable water.

Class II - Shellfish Propagation or Harvesting
Generally coastal waters where shellfish harvesting occurs.

Class III - Fish Consumption, Recreation, Propagation and Maintenance of a Healthy, Well-Balanced Population of Fish and Wildlife
The surface waters of the state are Class III unless described in rule 62-302.400, F.A.C.

Class III-Limited – Fish Consumption; Recreation or Limited Recreation; and/or Propagation and Maintenance of a Limited Population of Fish and Wildlife
This classification is restricted to waters with human-induced physical or habitat conditions that, because of those conditions, have limited aquatic life support and habitat that prevent attainment of Class III uses.

Class IV - Agricultural Water Supplies
Generally located in agriculture areas around Lake Okeechobee.

Class V - Navigation, Utility and Industrial Use
Currently, there are not any designated Class V bodies of water in Florida. The Fenholloway River was reclassified as Class III in 1998
Most of the surface waters in Florida fall into Class III by default, however there are several Class II water bodies in Santa Rosa County as shown on Map 6-6. Escambia Bay, East Bay, Blackwater Bay, and Santa Rosa Sound are classified as Class II waters. The Escambia River, the Yellow River, the Blackwater River, Big Coldwater Creek and East Fork are classified as Class III.

Section 305(b) of the Clean Water Act (CWA) requires States and other jurisdictions to submit biennial water quality reports to the EPA. These reports, referred to as 305(b) reports, describe surface water and ground water quality and trends, the extent to which waters are attaining their designated uses (such as drinking water, recreation, and shellfish harvesting), and major impacts to surface water and ground water. Total Maximum Daily Loads (TMDLs) are developed for waterbodies that are not meeting their designated use for certain water quality parameter(s), such as fecal coliforms. The TMDL is designed to restore the waterbody to fully meet its designated use once the TMDL is implemented (usually through the Basin Management Action Plan (BMAP)). Map 6-7 depicts the basins with currently adopted TMDLs for Santa Rosa County as well as lands managed for conservation purposes. The full pending TMDL map can be found within the Infrastructure Element supporting documentation (Map 4-5).

Under Section 303(d) of the CWA, states are also required to identify waters that are not attaining their designated uses, submit to the EPA a list of these impaired waters (referred to as the 303[d] list), and develop Total Maximum Daily Loads (TMDL) for them. A TMDL represents the maximum amount of a given pollutant that a waterbody can assimilate and still meet its designated uses. The following describes the TMDL process and Santa Rosa County currently does not have any waterbodies that have progressed to the Phase 4 or BMAP level.

- **Phase 1: Development of the Planning List**
  During the first phase of any basin rotation cycle, the Department initially evaluates all readily available water quality and biological data, using the methodology described in the IWR. During this phase, water segments that are identified as potentially not meeting water quality standards are included on a Planning List.

- **Phase 2: Development of the Verified List of Impaired Waters**
  During the second phase of the basin rotation, the Department implements additional sampling and strategic monitoring activities, focusing on those waters that were identified and placed on the Planning List during the first phase of the basin rotation. The goal of these activities is to ensure that sufficient data and/or ancillary information are available to determine (i.e., to “verify”)—using the methodology described in the IWR—whether a waterbody segment is impaired and if the impairment is caused by a pollutant. In conjunction with the determination of impairment status, the Department actively solicits stakeholder input, and assessment results are finalized at the end of the second phase based on available data.

To conclude the second phase of the basin rotation, after the assessments have been completed, those waterbody segments identified and verified as impaired are placed on the state’s Verified List of impaired waters. Correspondingly, those waterbody segments determined to be no longer impaired or in need of a TMDL are placed on the Delist List. Both the Verified and Delist Lists are adopted by Secretarial Order and submitted to the EPA to update the state’s 303(d) list. Waterbody segments identified as not meeting water quality standards due to a pollutant are prioritized for TMDL development. The priority ranking considers the severity of the impairment and
the designated uses of the segment, taking into account the most serious water quality problems, most valuable and threatened resources, and risk to human health and aquatic life.

Segments verified as impaired are initially assigned a medium priority. A high priority is assigned if: (1) the impairment poses a threat to potable water supplies or to human health, or (2) the impairment is due to a pollutant that has contributed to the decline or extirpation of a federally listed threatened or endangered species. Impairments due to exceedances of fecal coliform criteria are assigned a low priority. Waters listed due to fish consumption advisories for mercury are designated high priority. In September 2012, the Department adopted a statewide mercury TMDL that requires an 86% reduction in all emission sources.

The Department intends to address all listings with a high priority within five years after they are added to the Verified List, to address listings with a medium priority within five to 10 years (subject to available resources), and to address listings with a low priority within 10 years.

- **Phase 3: TMDL Development**
  The third phase of the basin rotation cycle consists primarily of TMDL development and is initiated when the Verified List is adopted by Secretarial Order. When TMDLs are completed for segments on the Verified List, they are adopted by rule, and those segments are subsequently removed from the state’s Verified List of impaired waters.

- **Phases 4 and 5: BMAP Development and Implementation**
  During the fourth phase of the watershed management cycle, a BMAP aimed at reducing the pollutant loads linked to the verified impairments may be developed, and implementation is initiated in the fifth phase of the basin rotation cycle to achieve the pollutant reduction goals of the TMDL.

Source: Florida Department of Environmental Protection, 2014 Integrated Report

### 6.3.6.4. Water Quality Monitoring in Santa Rosa County

Santa Rosa County currently relies on the state’s water quality monitoring program, including the Florida Healthy Beaches program and FDEPs monitoring program. Florida’s integrated approach to water quality monitoring and assessment consists of three tiers: statewide ambient monitoring networks for status and trends, strategic monitoring for verification of impairment and identification of causative pollutants, and specialized, site-specific studies.

The Status Network component of the ambient monitoring program is a probabilistic assessment that is used to develop statistical estimates of water quality across the entire state, based on a stratified random sample design. The use of probability assessments produces an unbiased picture of water quality conditions statewide and provides a cost-effective benchmark of the success of Florida’s water quality programs. The results can also provide information on whether it would be useful to target certain waters for further assessment, or if limited resources for water quality assessment can be used more effectively in other ways. The Florida Department of Environmental Protection also implements a Trend Monitoring Network consisting of 76 surface water and 49 ground water stations (several of which are located in or near Santa Rosa County). Trend analyses for surface and ground water resources are used to examine changes in water quality over time. Florida’s statewide Status and Trend monitoring networks (the first tier)
enable the Department to satisfy some of the reporting requirements for Sections 106 and 305(b) of the CWA.

A variety of basin- and waterbody-specific assessments are conducted as part of the second tier monitoring, or Strategic Monitoring. The primary focus of strategic monitoring is to collect sufficient data to verify whether waters that have limited data indicating they are potentially impaired are in fact impaired and, to the extent possible, determine the causative pollutant for waters listed for dissolved oxygen (DO) or biological assessment (bioassessment) failures. However, the Department also conducts other types of strategic monitoring to better evaluate specific water resources (springs, for example).

Site-specific monitoring (the third tier) includes intensive surveys for TMDLs, monitoring for the development of water quality standards and site-specific alternative criteria (SSAC), and fifth-year inspections for permit renewals for facilities that discharge to surface waters. Special monitoring programs are used to address other program-specific needs, such as monitoring to develop predictive models, including the mercury TMDL being developed for Florida. Ground water arsenic studies address natural versus anthropogenic sources of arsenic in aquifers, and restoration efforts are measured by project-specific studies.

As part of Florida’s Healthy Beaches Program, which began in 1998, FDOH monitors the state’s coastal beaches for elevated levels of bacteria. In August 2000, the beach water sampling program was extended to all 34 of Florida’s coastal counties through state legislation (Senate Bill [SB] 1412 and House Bill [HB] 2145) and funding. With additional funding from the EPA in 2002, the program was expanded to include weekly sampling for fecal coliform and enterococci bacteria at 304 beach locations throughout Florida.

The program underwent changes in 2011 to reflect the current budget situation. These changes have lead to a statewide baseline program that consists of biweekly (every two weeks) sampling for enterococci bacteria and the discontinuation of fecal coliform sampling. Also, year-round sampling will continue only in 15 counties, including Volusia County, those counties south of Pasco County on the west coast, and those counties south of Brevard County on the east coast. In the remaining counties, biweekly sampling will occur from March 1 through October 31. In addition, the geometric mean will no longer be used as a water quality indicator in this monitoring program. If local funding is available, some counties may still sample weekly for enterococci and maintain fecal coliform testing and the geometric mean as a standard.

The presence of elevated levels of these bacteria in water is an indication of possible pollution that may come from stormwater runoff, pets, wildlife, or human sewage. While not necessarily pathogenic, their presence in high concentrations in recreational waters indicates that pathogens may be present. If waste pathogens are present and they are ingested while swimming, or if they enter the skin through a cut or sore, the bacteria may cause illness. The most commonly reported ailments are gastrointestinal distress and skin rashes. The rationale for selecting enterococci for analysis and the implications of the sampling results are described in more detail on the FDOH Florida Healthy Beaches Program website.

When a sample exceeds the single sample maximum of 104 colony-forming units per 100 milliliters of water (CFU/100mL) of enterococci, a resample to confirm the exceedance may be taken immediately; upon confirmation of the exceedance a public health advisory is issued. If a resample is not collected, a public health advisory is issued immediately. Local media are alerted and the public is notified by way of the media, the Healthy Beaches Program website, and signs posted at the particular beach under advisory.
6.3.7 Wetlands

Wetlands are transition zones between water areas and dry land. These lands are dominated by water saturated soils (hydric soils) on a periodic or permanent basis. The extent and persistence of the transition zone is dependent upon the availability of water supplied from surrounding uplands and the surface elevation of adjacent waters. The location, extent, and persistence of wetlands is determined by several factors including: climatic conditions that result in long term reductions of water to adjacent uplands, climatic changes that result in a long-term rise or lowering of the ocean water levels, drainage programs that remove water and reduce infiltration potentials on adjacent uplands and subsequent aquifer recharge areas, and finally infiltration to surface water elevations at the base elevation, or to the receiving water body.

In Santa Rosa County, three distinct conditions provide the basis of local area wetlands. These conditions include: sea level conditions that establish the extent of wetlands in the Escambia, Blackwater, Yellow and East River estuaries; climatically determined rainfall resulting in freshwater discharges that establish the seasonal water elevations in Escambia Bay, East Bay, Blackwater Bay and Santa Rosa Sound; and winter temperatures that essentially determine the maximum annual height of water table conditions or the top of the sand and gravel aquifer and the existence of upland depressions and drainage way wetlands. The County utilizes the National Wetlands Inventory Map and Potential Wetlands by Soil Type (Hydric Soils) Map (Maps 6-8 and 6-9) for identification of potential wetland areas.

6.3.7.1 Wetland Preservation

The County maintains a comprehensive approach to wetlands protection, including the following components:

1) Preservation: In 2015, approximately 51% of all wetlands within Santa Rosa County were under public ownership and 40% were designated for Conservation/Recreation use on the Future Land Use Map. The County will continue to support the purchase and preservation of wetlands. In addition, wetlands have been preserved as part of private land purchases required for mitigation. The County will work with the FDEP and the USACOE to identify the location of these mitigation wetlands and designate those areas as Conservation/Recreation on the Future Land Use Map.

2) Future Land Use Map: The land use categories shown on the Future Land Use Map take into consideration the compatibility of development with wetland resources. Undeveloped areas of the County with the largest concentrations of wetlands have been designated for low density development. Wetlands under public ownership have been designated for Conservation/Recreation use.

3) Avoidance, Minimization of Impact, and Mitigation: Land development projects in Santa Rosa County must be designed to avoid or minimize impact on jurisdictional wetlands. Where avoidance or minimization is not possible, wetland impacts may be mitigated as required by the agency or agencies having jurisdiction. Where avoidance or minimization is possible, the County will not issue a permit for development within jurisdictional wetlands, except for incidental impacts such as those required for access to the site, internal circulation, infrastructure, boardwalks, etc.
6.3.8. Floodplains

Floodplains are areas inundated by a 100-year flood event or identified by the National Flood Insurance Program of the Federal Emergency Management Agency as an "A" zone or a "V" (Velocity) zone on the County's Flood Insurance Rate Maps or Flood Hazard Boundary Maps. Floodplains serve as storage areas for floodwaters caused by overflowing waterways and for stormwater runoff from the upland areas. They protect uplands from the erosion caused by overflowing waterways as well as provide habitat for a number of wildlife and vegetative species.

The 100-year floodplains in the County are located adjacent to the bays, rivers and their tributaries, Santa Rosa Sound, and the freshwater marshes in the interior of the County. Along the bays, the Gulf, and Santa Rosa Sound are the "V" zones. These areas are depicted on the Map 6-10, this map is a spatial analysis of FEMA designated Special Flood Hazard Areas (SFHAs) as compared to Agricultural, Conservation (including Navarre Beach) and Park (including Navarre Beach) zones. The graphic below shows a river system floodplain.

6.3.8.1 National Flood Insurance Program Base Elevations

The U.S. Congress passed The National Flood Insurance Act of 1968 by Title XIII of the Housing and Urban Development Act of 1968 (Public Law 90-448), as subsequently amended, in an effort to: reduce the increasing costs to taxpayers; reduce the ineffectiveness of flood damage protection measures; and, reduce the number of incidents of flood related damages. This Act established the National Flood Insurance Program administered by the Federal Emergency Management Agency. Santa Rosa County participates in this program.

Section 9 of the Coastal Barrier Resource Act (COBRA) amended section 1321 of the National Flood Insurance Act of 1968 (Insurance Act), 42 U.S.C. 4028, to prohibit the sale of new flood insurance coverage by the National Flood Insurance Program (NFIP) on or after October 1, 1983, for any new construction or substantial improvements of structures located within the Coastal Barrier System established by section 4 of the COBRA Act. Additionally, Section 9 amended section 1321 of the Insurance Act by re-designating the existing provisions as subsection (a). The result of this amendment was to continue the ban on new flood insurance in areas already within the System and to make the ban effective upon enactment of the 1990 Act in areas added to the System by the 1990 Act. As of November 16, 1991, one year after enactment of the 1990 Act, Federal Flood insurance will no longer be available for new
structures or substantial improvements of existing structures in any areas identified on the map as an "otherwise protected area."

The philosophy behind COBRA is that risk associated with new development in these areas should be borne by those who choose to live and work along the coast, and not by all American taxpayers. By restricting Federal expenditures and financial assistance on specific undeveloped coastal barriers, the Federal Government can minimize the loss of human life, reduce the unnecessary expenditure of Federal revenues, and reduce the damage to fish and wildlife and other natural resources that can accompany development of these fragile areas. These are the stated purposes of the Coastal Barrier Resource Act (Section 2(b)). Section 10 of COBRA directs the Department of the Interior to study the CBRS and prepare for Congress a report that includes recommendations for changes in the CBRS based on an evaluation of management alternatives that would foster conservation of the natural resources of the CBRS (Ibid., 1).

The Federal Emergency Management Agency (FEMA) completed the Flood Insurance Study (FIS) for the unincorporated areas of Santa Rosa County (Community Number 120274), dated November 1, 1985. Since this time, the FEMA maps for the southern portion of the County were revised in January 2000 to take into account changes caused by Hurricanes Erin and Opal in 1995. This study includes peak discharges, floodway, and base flood elevations for the applicable floodplain areas within the County. The study includes elevations for the 10-year, 100-year, and 500-year return frequency floods. The 10-year flood elevation provides guidance on the areas of floodplains below which combined ground water seepage areas and surface waters support wetlands. The 100-year flood elevation is the base flood elevation above which the first inhabited floor of structures are to be built in accordance with the requirements of the National Flood Insurance Program and the County’s Land Development Regulations, which require one (1) foot above the base flood elevation. The 500-year flood elevation provides guidance on the base elevation used by the Federal Government for the design and construction of hazardous materials storage and hazardous waste facilities.

The Flood Insurance Study for Santa Rosa County also includes information on floodways for the lower courses of selected streams. Regulatory floodway information provides guidance on the cross sectional area of 100-year floodplain required to pass the base flood storm discharge without raising the base floodplain elevation more than 1 foot. The floodplain area not required to pass the 100-year base flood discharge and beyond the limits of the regulatory floodway is termed the regulatory flood-fringe. This portion of the regulatory floodplain usually has shallow and slow moving floodwater under the conditions of the 100-year flood event. Under lesser flood conditions, fringe areas often are not flooded. Flood fringe areas often may be used for development by raising the first floor of structures above the base flood elevation.

6.3.8.2 Floodplain Protection Measures

The purpose of the National Flood Insurance Program is to protect lives and development from flooding; it does not preclude development in the 100-year floodplain. The County had adopted Land Development Regulations, which address building in the floodplain. The Land Development Regulations requires that the first floor of inhabitable living space be built 1 ft. above the designated base elevation as determined by the Flood Insurance Rate Maps.

The fill required by the base elevations reduces the flood storage capacity of the floodplains; however, storage compensation is provided by the storage of stormwater on site as required by the Northwest Florida
Water Management District in two rules: 40C-42 and 40C-40 and by the County's Land Development Regulations, which regulates stormwater for development under the District's thresholds.

A majority of the floodplains are protected from development because most of the floodplains are coterminous with freshwater and estuarine wetlands. These wetlands are regulated by dredge and fill rules of the Department of Environmental Protection and the Army Corps of Engineers.

Santa Rosa County has taken steps to further protect floodplains from development using zoning measures. These zoning categories preclude high density private development, in favor of resource conservation or low intensity public use. As the spatial analysis illustrates, significant portions of the Flood Hazard Zones associated with the Escambia River, Blackwater River and Yellow River have been zoned for uses that do not include dense development or highly intensive uses. Portions of Navarre Beach in both Flood Hazard Zone AE (100-year flood plain) and Zone VE (100-year flood plain with wave action) have also been zoned for park or conservation uses. This action reduces the amount of development in high hazard areas and will significantly lower losses from future flood events.

Santa Rosa County also participates in the National Flood Insurance Program's (NFIP's) Community Rating System (CRS). The CRS is a voluntary incentive program that recognizes communities for implementing floodplain management practices that exceed the Federal minimum requirements of the NFIP to provide protection from flooding.

In exchange for a community's proactive efforts to reduce flood risk, policyholders can receive reduced flood insurance premiums for buildings in the community. These reduced premiums reflect the reduced flood risk resulting from community efforts toward achieving the three CRS goals:

1. Reduce flood damage to insurable property
2. Strengthen and support the insurance aspects of the NFIP
3. Encourage a comprehensive approach to floodplain management
Florida's statewide air quality monitoring network is operated by nineteen state, local, and private environmental programs. The air is monitored for carbon monoxide (CO), lead (Pb), nitrogen dioxide (NO2), ozone (O3), particulate matter (or particle pollution [PM10 and PM2.5]), and sulfur dioxide (SO2). The monitors tend to be concentrated in areas with the largest population densities. Not all pollutants are monitored in all areas.

The department's Florida's Air Quality System provides the public and units of local, state, and federal government with measurements of pollutant concentration levels in the ambient air - ambient air being generally defined as that portion of the atmosphere near ground level and external to buildings or other structures.

Ambient air quality standards, defined at levels below health standards, are established by the U.S. Environmental Protection Agency (EPA) and the Florida Department of Environmental Protection (DEP) for six pollutants: carbon monoxide (CO), lead (Pb), nitrogen dioxide (NO2), ozone (O3), particulate matter, and sulfur dioxide (SO2) Since health-based criteria were used to establish the standards, these six pollutants are referred to as "criteria air pollutants".

An essential component of air quality management in the state is the identification of (1) areas where the ambient air quality standards are being violated and plans are needed to reduce pollutant concentration levels to be in attainment with the standards and (2) areas where the ambient standards are being met but plans are needed to ensure maintenance of acceptable levels of air quality in the face of anticipated population or industrial growth.

The end-result of this attainment/maintenance analysis is the development of local and statewide strategies for controlling emissions of criteria air pollutants from stationary and mobile sources. The first step in this process is the annual compilation of the ambient air monitoring results, and the second step is the analysis of the monitoring data for general air quality, exceedances of air quality standards, and pollutant trends.

6.3.9.1 Air Quality Protection

The Clean Air Act, which was last amended in 1990, requires EPA to set National Ambient Air Quality Standards (40 CFR part 50) for pollutants considered harmful to public health and the environment. The Clean Air Act identifies two types of national ambient air quality standards. Primary standards provide public health protection, including protecting the health of "sensitive" populations such as asthmatics, children, and the elderly. Secondary standards provide public welfare protection, including protection against decreased visibility and damage to animals, crops, vegetation, and buildings. EPA has set National Ambient Air Quality Standards (NAAQS) for six principal pollutants, which are called "criteria" pollutants.

The NAAQS applies to counties and cities within a metropolitan region and plays a critical role in shaping regional transportation plans and can influence regional economic vitality. In November of 2014 the EPA proposed strengthening the National Ambient Air Quality Standards (NAAQS) for ground-level ozone, based on extensive scientific evidence about ozone's effects. The recently proposed rule would revise the current NAAQS for ozone of 75 parts per billion (ppb), which was set in 2008, proposing to reduce both the primary and secondary standard to within a range of 65-70 ppb over an 8-hour average. EPA is also accepting comments on setting the standard at a level as low as 60 ppb.
Transportation conformity is required under the CAA2 to ensure that federally-supported transportation activities (including transportation plans, transportation improvement programs, and highway and transit projects) are consistent with state air quality implementation plans. Transportation conformity applies to all areas that are designated non-attainment or “maintenance areas” for transportation-related criteria pollutants, including ozone. 3 Transportation conformity determinations are required before federal approval or funding is given to transportation planning and highway and transit projects. For non-attainment areas, the federal government can withhold federal highway funds for projects and plans.

Santa Rosa County has one DEP air quality monitoring station, which monitors for ozone and particulate matter. This air quality monitoring station is located at Woodlawn Beach Middle School. For the most part the monitoring station does not report exceedances. However, a change to the NAAQS could have an impact on transportation planning as describe above and therefore would affect Santa Rosa County.

While most heavy industry is concentrated in neighboring Escambia County, two industries, Air Products and Sterling Fibers, are regulated for emitting the precursors to ozone. Adverse air quality impacts also result from auto exhausts in slow moving, congested traffic areas which produce carbon monoxide and contribute to the production of ozone. Climatic conditions during the summer months also contribute to ozone and other pollutants being brought into the County from Escambia County.

Land development decisions have a direct impact on air quality because of the reliance upon automobiles for transportation. Developments with mixed-uses are encouraged since they have the potential to reduce auto trips; development design should minimize traffic congestion. Alternative modes of transportation such as walking and biking, including facilities within developments which link mixed uses need to be encouraged. The County will also need to balance densities with the need to maintain air quality standards.

6.3.10. Groundwater Resources

6.3.10.1 Hydrology of the Northwest Florida Region

The hydrology of the West Florida Region consists of four major aquifers: the Surficial Aquifer System, which includes the Sand-and-Gravel Aquifer, the Floridan Aquifer, Sub-Floridan System, and the Intermediate System. The composition of the Floridan System and Surficial Aquifer System allows for the storing and transmitting of ground water to, from, and throughout the respective aquifer. Each of these Systems is different, however, in that each has different water yielding properties due to variations in composition and thickness.

The Floridan Aquifer System is the most productive water-bearing unit in northwest Florida (District Water Management Plan, 17). The aquifer supplies 90 percent of the water needs in the area and it is utilized in all counties except Escambia and Santa Rosa (Ibid., 17). Limestone is the primary component of the aquifer. The layers range in thickness of 100 to 1,000 feet within northwest Florida (Ibid., 17). The Intermediate and Sub-Floridan Aquifer Systems function as groups of sediment that hamper the vertical movement of ground water. The Intermediate System limits the exchange of water between the Surficial Aquifer System and the Floridan Aquifer System. The Sub-Floridan System forms the base of the Floridan Aquifer groundwater flows (District Water Management Plan, 19).

The Floridan Aquifer is recharged by the surficial aquifer system in areas where the water in the surficial aquifer system is higher than the potentiometric surface of the Floridan Aquifer. There are no Floridan
Aquifer recharge areas in Santa Rosa County. Discharge from the Floridan Aquifer occurs where the potentiometric surface of the aquifer is higher than the elevation of the water table in the surficial aquifer system. Springs occur where the overlying confining layer is thin or absent and the potentiometric surface is higher than land surface. (Huff, 1990).

6.3.10.2 Groundwater Protection

Refer to the Infrastructure Element Support Documentation for more information on groundwater protection, water conservation, and water supply planning.

6.3.11 Hazardous Wastes

Hazardous wastes have not posed a major problem for Santa Rosa County due to the lack of large, hazardous waste-producing industries in the County. However, the County may be affected in future years by a recent increase in regulation of small, as well as large, hazardous waste generators.

Hazardous wastes are identified through its characteristics, for example, corrosivity; by their specific industry sources, for example, wood preservation, bottom sediment sludge from creosote process wastewater treatment; and by nonspecific sources, for example, spent halogenated solvents.

Some materials and wastes which may be detrimental to the environment are not regulated by the above DEP or EPA rules, but may be covered by other agencies at the federal, state, or local level, such as radioactive materials or pesticides. However, in Santa Rosa County, the primary agency responsible for hazardous waste regulation is the DEP.

The State has required an inventory of hazardous waste generators, especially those who produce small quantities of waste, and determine the amount and type of wastes generated. The management and disposal practices were to be inventoried and the need for additional storage, transfer and treatment facilities determined. Potentially suitable sites for storage and transfer were designated by each county and for each region. This study is performed for Santa Rosa County by the West Florida Regional Planning Council (WFRPC) and is included herein by reference.
6.0 Conservation Element Goals, Objectives, and Policies

Goal 6.1: To sustain Santa Rosa County’s abundant and vital natural resources for current and future residents, recognizing these resources as invaluable contributors to human health, quality of life, and economic sustainability.

Objective 6.1.A: Conserve, appropriately use, and protect the quality of waters that flow into the bays, bayous, Santa Rosa Sound, and the Gulf of Mexico through appropriate land use planning, environmental regulation, and education.

Policy 6.1.A.1: Wetlands protection in Santa Rosa County will continue to be a cooperative effort between the County, the public, the Florida Department of Environmental Protection (FDEP), the U.S. Army Corps of Engineers (USACOE), and the Northwest Florida Water Management District. For purposes of this Comprehensive Plan, wetlands are defined as those wetlands under the jurisdiction of the FDEP or the USACOE (jurisdictional wetlands). In reviewing applications for development approval (development orders issued by the County), the County shall use the National Wetlands Inventory Map, the Santa Rosa County Soil Survey, and digital ortho-photography as indicators of the potential presence of wetlands. However, it is the responsibility of the applicant to delineate any known jurisdictional wetlands on any site plan submitted for development approval. If a parcel is determined to have wetlands potential, the County will refer the applicant to the Florida Department of Environmental Protection, the Northwest Florida Water Management District, and/or the US Army Corps of Engineers for a site-specific wetlands determination and such determination shall be used to determine the buildable area of the parcel or lot. Protection or mitigation of the wetlands, as determined in the site-specific survey, shall be afforded during and after construction activities. In accordance with the permitting processes of these agencies.

Policy 6.1.A.2: When reviewing proposed amendments to the Future Land Use Map, onsite wetlands will be identified per the National Wetlands Inventory Map, the Santa Rosa County Soil Survey, or digital ortho-photography.

Policy 6.1.A.3: Land uses that are consistent with the Future Land Use Map will be allowed so long as they are designed to avoid or minimize impact on jurisdictional wetlands. Where avoidance or minimization is not possible, wetland impacts may be mitigated as required by the agency or agencies having jurisdiction at the time of development application.

Policy 6.1.A.4: New lots in residential or commercial subdivisions reviewed by the County pursuant to the applicable Land Development Code subdivision review requirements shall not be created and/or platted that do not contain sufficient buildable upland areas in order to provide a reasonable use for the lot under the requirements of the Comprehensive Plan.

Policy 6.1.A.5: Vegetated buffers will also be required between development and free-flowing streams, rivers, lakes, bays, basins, and bayous. Such buffers will have a minimum width of 15 feet. Minor encroachments are permitted for such things as docks, piers, or similar structures, and recreational access. Variances to this requirement shall only be granted when strict application of the requirement limits all reasonable use of the property as allowed by the Future Land Use Map. When development is designed to allow untreated stormwater to discharge into wetlands, a vegetated natural buffer shall be required in accordance with DEP standards and shall be designated on the site plan or recorded plat.
Policy 6.1.A.6: For the purposes of protecting the shoreline and/or wetlands, the County may allow (or require) clustering of development upland from wetlands or landward of the shoreline.

Policy 6.1.A.7: Illegal development in wetland areas shall be reported. Consistent with applicable law, it will be required that these areas shall be restored and/or mitigated.

Policy 6.1.A.8: Dredge and fill activities shall be reviewed and permitted by the appropriate agencies to assure that environmental impacts are minimized, and that the requirements of the County are met before final approval is granted.

Policy 6.1.A.9: Reserved

Policy 6.1.A.10: Septic tanks and their associated drain fields shall be prohibited within wetland areas unless permitted by the Florida Department of Health/County Health Department. The use of septic tanks in Garcon Point and the area South of East River will be further limited as detailed in Policy 4.1.B.7 of the Infrastructure Element.

Policy 6.1.A.11: The County shall discourage the discharge of any new or upgraded public or private sanitary sewer facility into the estuarine waters of the County.

Objective 6.1.B: To conserve, appropriately use, and protect natural groundwater recharge areas and wellhead protection areas.

Policy 6.1.B.1: The County shall protect water quality by restricting or prohibiting activities known to adversely affect the quality or quantity of identified water sources including natural groundwater recharge areas, wellhead protection areas and surface waters used as a source of public water supply. In addition, 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 4.4.B.10 of the Infrastructure Element.

Policy 6.1.B.2: In cooperation with the Northwest Florida Water Management District, the County shall implement any emergency water conservation plans necessary to protect water sources during periods of insufficient supply within the Floridan or Sand and Gravel Aquifers.

Objective 6.1.C: To protect air quality in Santa Rosa County in order to maintain a healthy living environment for all residents.

Policy 6.1.C.1: The County shall maintain air quality within its jurisdiction in conformance with state and federal air quality guidelines. The County shall notify the operator of any facility that is believed to be degrading air quality within the County of such degradation. In addition, the County shall notify the appropriate regulatory agency and encourage the agency to investigate the potential violation of air quality standards and guidelines.

Policy 6.1.C.2: New developments with the potential to emit pollutants into the air will be required to obtain the necessary permits from the Florida Department of Environmental Protection or the U.S. Environmental Protection Agency prior to authorization of a development permit by the County.

Policy 6.1.C.3: The County shall continue to require any development with point source emissions which may degrade air quality to comply with all applicable federal and state regulations regarding emission...
control. These regulations may include the installation of scrubbers, emission treatment facilities and the like.

Policy 6.1.C.4 : The County shall continue to cooperate with the Department of Environmental Protection so that minimum air quality levels, established by the Department, are maintained.

Policy 6.1.C.5 : The County shall encourage the development of ancillary or neighborhood type commercial development near or adjacent to residential centers for the purposes of decreasing air pollution generated by automobile travel.

Policy 6.1.C.6 : The County support alternative transportation choice such as mass transit and bicycle and pedestrian options.

Objective 6.1.D: To conserve, protect, and appropriately use soils, minerals and native vegetative communities including forests.

Policy 6.1.D.1: The County shall continue to enforce regulations in the current building code that limit land uses or construction techniques to those compatible with soil conditions specific to the site. The regulations shall include boring and soils test conducted by testing facilities licensed by the State of Florida, when necessary.

Policy 6.1.D.2: The County shall continue to cooperate with officials of other local governments within Santa Rosa County to conserve, appropriately use, or protect unique vegetative communities located within more than one jurisdiction.

Policy 6.1.D.3: Extraction of minerals or other natural resources shall be permitted only where compatible with adjacent land uses and where minimal resource degradation will occur. Also, resource extraction in environmentally sensitive areas that cannot be restored shall be prohibited. Note: It is not the intent of this policy to impact routine silvicultural or agricultural activities.

Policy 6.1.D.4: The County shall require the protection of certain trees during development or construction activities. The location of protected trees shall be included on site plans submitted for approval so that identification of these resources, and protection for the resources, is accommodated in advance of development approval.

Policy 6.1.D.5: The County shall coordinate with State and Federal agencies on new available vegetative and wildlife data at least once a year.

Policy 6.1.D.6: The County shall require the preservation of native vegetative communities on County owned land to the maximum extent feasible.

Policy 6.1.D.7: Commercial mining and excavation activities shall be prohibited within the Conservation/Recreation areas designated on the Future Land Use Map.

Objective 6.1.E: To conserve and protect environmentally sensitive lands. Environmentally sensitive lands are defined as wetlands under the jurisdiction of the Florida Department of Environmental Protection or the U.S. Army Corps of Engineers; floodplains as identified by the Federal Emergency Management Agency; free-flowing streams, rivers, lakes, bays, basins, and bayous; and wildlife habitat within publicly-owned lands managed for conservation use.
Policy 6.1.E.1: Consistent with Policy 1.1.D.4 of the Future Land Use Element, the County shall require buffers between development and environmentally sensitive lands. The purpose of the buffer is to protect natural resources from the activities and impacts of development.

Policy 6.1.E.2: New public infrastructure shall be planned and designed to be compatible with adjacent land uses, both existing and future, and shall not promote increased development located in environmentally sensitive lands beyond that allowed by the Future Land Use Map.

Objective 6.1.F: Conserve, appropriately use and protect fisheries, fishery habitats, wildlife, wildlife habitats and other marine or wildlife resources in the County.

Policy 6.1.F.1: The County shall cooperate with the Department of Environmental Protection, the Florida Fish and Wildlife Conservation Commission, or other State or Federal agencies so as to provide the fullest protection to marine or wildlife habitats that may be impacted by existing or proposed development within Santa Rosa County. The County shall forward to the regulatory agencies copies of application for development approval anytime such application may impact the resources described in this policy or Objective 6.1.F.

Policy 6.1.F.2: The protection of critical habitat shall be evaluated on a site development basis. For developments on property known to support endangered or threatened species and species of special concern of plants or animals, the developer shall be required to notify the appropriate Federal, State and Regional agencies and must comply with the appropriate guidelines and laws that protect endangered or threatened species and species of special concern. Policy

Policy 6.1.F.3: All species of sea turtles which nest on the sand beaches fronting the Gulf of Mexico shall be protected from human interference including, but not limited to, beach re-nourishment, beach front lighting, coastal construction, armoring, erosion control structures (sandbags, geoweb) and mechanical beach cleaning which could harm sea turtles and their nesting sites during nesting season. This protection shall be afforded during the FDEP coastal construction permitting process.

Policy 6.1.F.4: Development of vacant lands adjacent to Outstanding Florida Waters, Aquatic Preserves, Wildlife Sanctuaries, State Preserves, Sanctuaries and Wildlife Management Areas shall be designed to a scale and intensity which is consistent with the existing adjacent uses; and shall be required, at a minimum, to meet all applicable Federal, State and local drainage and water quality standards.

Policy 6.1.F.5: Seawall and other shoreline modifications shall be discouraged, or at a minimum set landward of, the mean high water line, except as provided by law.

Policy 6.1.F.6: The County shall continue to protect existing natural reservations as identified in the Recreation and Open Space Element of this Plan.
7.0 Recreation and Open Space Element Supporting Documentation

7.1 Introduction

Within the context of the Comprehensive Plan, open space and recreational facilities play a key role in shaping both the landscape and the quality of life through the conservation of natural and cultural resources, protection of environmental quality, provision public health enhancing opportunities, and management of urban growth. Through their location, recreation and open space areas can serve to protect valuable natural resources by putting such areas under public control and restricting development. However, recreation and open space areas should also complement urban development by meeting the community's need for active and passive recreation.

7.2 Relationship to other Elements of the Comprehensive Plan

There are several key linkages between the Recreation and Open Space Element and other Elements of the Comprehensive Plan which include the following:

The Future Land Use Element as an overall blueprint for managing growth in the County, defines the direction and intensity of future growth and development, and will strongly influence the analysis of future recreational demand and facility needs in different portions of the County.

The Transportation Element provides input on the issue of accessibility of park and recreation facilities and on linkage opportunities between parks, open space, and alternative transportation corridors such as bikeways and pedestrian ways.

The Infrastructure Element, particularly the potable water and sanitary sewer sections, which describes the availability of public water and sewer, and drainage patterns, will greatly help to shape development trends within the planning horizon. This will, in turn, influence the analysis of recreational demand and facility need.

The Coastal Management and Conservation Elements identify all of the County's natural resources (i.e., geology, topography, minerals, soils, surface water quality and groundwater quality and quantity, floodplains, natural vegetative communities, wildlife habitats, fisheries, air quality, hazardous waste in addition to coastal management issues, beach and dune preservation, beach access, archaeological and historic sites, natural disaster planning, coastal high hazard areas and evacuation planning) and discusses various preservation techniques (i.e., preservation ordinances, conservation easements, financial incentives and land acquisition) as well as various land management techniques which will help to eliminate various land use conflicts.

The Intergovernmental Coordination Element provides opportunities to improve County collaboration and coordination with other agencies, such as the School Board, the Florida Department of Environmental Protection, the Florida Fish and Wildlife Conservation Commission or others, in the delivery of park and recreation services.

The Capital Improvements Element will reflect the County's strategy for the delivery of infrastructure and other public services, which will serve a primary role in growth management and help shape future demand...
for recreation. In addition, the Capital Improvements Element will reflect the five-year budget plan for park
and open space capital outlay, which should support the Goals, Objectives, and Policies of this Element.

7.3 Existing Recreation and Open Space

Santa Rosa County is fortunate to have many recreational and conservation opportunities. Some of these
recreational opportunities are provided by the Federal and State Park system. The major Federal park in
the County is the Gulf Islands National Seashore. Some of the major State Parks include Blackwater River
State Park and Blackwater Heritage Trail State Park. There are also additional federal and state lands
owned or managed by the Air Force (Eglin Air Force Base), the Navy (Naval Air Station Whiting Field), the
Florida Forest Service (Blackwater River State Forest), the Florida Department of Environmental Protection
(Yellow River Marsh Aquatic Preserve and Yellow River Marsh State Buffer Preserve), the Northwest
Florida Water Management District (Lower Escambia River Water Management Area, Garcon Point Water
Management Area and Yellow River Water Management Area) and the Florida Fish and Wildlife
Conservation Commission (Escribano Point Wildlife Management Area).

The County’s parks and recreational facilities have been organized according to type and ownership as
identified in Table 7-1. This table identifies the park classification, name, acres, management/owner and
recreational function. Both the table and the following text organizes and describes the County’s existing
parks and recreational facilities in terms of their function which is either resource-based or activity-based.
As identified in this table, there are a total of 40 parks that are owned by the County (not including 27 boat
ramps), 10 parks are owned by the State and 1 park owned by the Federal government. These facilities are
also mapped on Map 7-1.

7.3.1 Classification of Parks

Neighborhood Parks

Neighborhood parks are small parks with a generalized service area from approximately .5 miles to 2 miles.
Neighborhood parks primarily serve a group of residents in a neighborhood. These parks serve both the
passive and active needs of the users. The usual facilities may include a playground, ball playing fields,
multi-purpose play areas, picnic and passive areas. Santa Rosa County currently has 42.1 acres of
neighborhood parks to meet the needs of its residents.

Community Parks

Community parks serve a larger population than neighborhood parks and have a generalized service area
from approximately 3 miles to 5 miles. These parks usually serve several neighborhoods, and may require
some driving time. These parks serve both the active and passive needs of residents and visitors. Usual
facilities may include a playground, ball playing fields, multi-purpose play areas, tennis courts, indoor
recreation activity area, pool, community center, picnic and passive area. Bleachers and spectator areas
may also be included in a community park, providing areas for organized sport activities. Santa Rosa
County currently has 510.1 acres of community parks to meet the needs of its residents.

Regional/Open Space Areas

Regional/Open Space areas include State and Federal parks; state, regional, and local acquired lands; and
historic structures that provide a potential for park development. The generalized service area for
regional/open space area is Countywide. Primary facilities are passive and are usually associated with a natural resource. Primary activities include nature trails, museums, and commemorative structures. Camping, nature and riding trails, picnic areas, hiking areas, swimming and fishing are also enjoyed in a regional/open space area. Santa Rosa County currently has approximately 177,290 acres of regional/open space areas.
Table 7-1: Santa Rosa County Recreational Parks and Open Space Inventory

<table>
<thead>
<tr>
<th>Name</th>
<th>Acres</th>
<th>Management/Owner</th>
<th>Recreational Function</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Regional Parks</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Gulf Island National Seashore</td>
<td>1,378.0</td>
<td>Federal</td>
<td>Resource-based</td>
</tr>
<tr>
<td>Blackwater River State Park</td>
<td>590.0</td>
<td>State</td>
<td>Resource-based</td>
</tr>
<tr>
<td>Blackwater Heritage Trail State Park</td>
<td>96.0</td>
<td>State</td>
<td>Resource-based</td>
</tr>
<tr>
<td>Blackwater River State Forest</td>
<td>126,483.3</td>
<td>State</td>
<td>Resource-based</td>
</tr>
<tr>
<td>Yellow River Marsh Aquatic Preserve</td>
<td>16,435.0</td>
<td>State</td>
<td>Resource-based</td>
</tr>
<tr>
<td>Garcon Point Water Management Area</td>
<td>3,251.0</td>
<td>State</td>
<td>Resource-based</td>
</tr>
<tr>
<td>Lower Escambia River Water Management Area</td>
<td>21,680.0</td>
<td>State</td>
<td>Resource-based</td>
</tr>
<tr>
<td>Blackwater River Water Management Area</td>
<td>253.0</td>
<td>State</td>
<td>Resource-based</td>
</tr>
<tr>
<td>Escribano Point Management Area</td>
<td>1,177.0</td>
<td>State</td>
<td>Resource-based</td>
</tr>
<tr>
<td>Yellow River Marsh State Buffer Preserve</td>
<td>428.1</td>
<td>State</td>
<td>Resource-based</td>
</tr>
<tr>
<td>Yellow River Water Management Area</td>
<td>5,519.0</td>
<td>State</td>
<td>Resource-based</td>
</tr>
<tr>
<td><strong>Subtotal</strong></td>
<td>177,290.4</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Community Parks</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Chumuckla Community Center &amp; Park</td>
<td>7.0</td>
<td>County</td>
<td>Activity-based</td>
</tr>
<tr>
<td>East Milton Park</td>
<td>70.0</td>
<td>County</td>
<td>Activity-based</td>
</tr>
<tr>
<td>Fidelis Community Center &amp; Park</td>
<td>11.6</td>
<td>County</td>
<td>Activity-based</td>
</tr>
<tr>
<td>Locklin Field</td>
<td>5.0</td>
<td>County</td>
<td>Activity-based</td>
</tr>
<tr>
<td>Navarre Sports Complex</td>
<td>30.0</td>
<td>County</td>
<td>Activity-based</td>
</tr>
<tr>
<td>Optimist Park</td>
<td>5.0</td>
<td>County</td>
<td>Activity-based</td>
</tr>
<tr>
<td>Pace Area Recreation Park</td>
<td>27.5</td>
<td>County</td>
<td>Activity-based</td>
</tr>
<tr>
<td>Park Name</td>
<td>Acres</td>
<td>County</td>
<td>Type</td>
</tr>
<tr>
<td>-----------------------------------</td>
<td>-------</td>
<td>--------------</td>
<td>---------------</td>
</tr>
<tr>
<td>Tiger Point Park</td>
<td>30.0</td>
<td>County</td>
<td>Activity-based</td>
</tr>
<tr>
<td>Bagdad Community Center &amp; Park</td>
<td>9.0</td>
<td>County</td>
<td>Activity-based</td>
</tr>
<tr>
<td>Floridatown Park</td>
<td>5.0</td>
<td>County</td>
<td>Activity-based</td>
</tr>
<tr>
<td>Navarre Park</td>
<td>5.0</td>
<td>County</td>
<td>Activity-based</td>
</tr>
<tr>
<td>Wayside Park</td>
<td>4.5</td>
<td>County</td>
<td>Resource-based</td>
</tr>
<tr>
<td>Navarre Football/Soccer Park</td>
<td>30.3</td>
<td>County</td>
<td>Activity-based</td>
</tr>
<tr>
<td>Mayo Park</td>
<td>5.0</td>
<td>County</td>
<td>Activity-based</td>
</tr>
<tr>
<td>Simpson River Pier</td>
<td>0.05</td>
<td>County</td>
<td>Activity-based</td>
</tr>
<tr>
<td>Santa Rosa Horse Complex</td>
<td>17.0</td>
<td>County</td>
<td>Activity-based</td>
</tr>
<tr>
<td>Santa Rosa Soccer Complex</td>
<td>41.0</td>
<td>County</td>
<td>Activity-based</td>
</tr>
<tr>
<td>Navarre Nature Walk Park</td>
<td>1.0</td>
<td>County</td>
<td>Activity-based</td>
</tr>
<tr>
<td>Benny Russell Park</td>
<td>5.0</td>
<td>County</td>
<td>Activity-based</td>
</tr>
<tr>
<td>Munson Park</td>
<td>10.13</td>
<td>County</td>
<td>Activity-based</td>
</tr>
<tr>
<td>Santa Rosa Sports Plex</td>
<td>73.7</td>
<td>County</td>
<td>Activity-based</td>
</tr>
<tr>
<td>Navarre Beach Marine Park</td>
<td>108.9</td>
<td>County</td>
<td>Resource-based</td>
</tr>
<tr>
<td>Bagdad Mill Site</td>
<td>20.6</td>
<td>County</td>
<td>Activity-based</td>
</tr>
<tr>
<td><strong>Subtotal</strong></td>
<td><strong>522.3</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Neighborhood Parks</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>La Leyenda Park</td>
<td>0.5</td>
<td>County</td>
<td>Activity-based</td>
</tr>
<tr>
<td>Metron Estates Public Park</td>
<td>1.9</td>
<td>County</td>
<td>Activity-based (unimproved)</td>
</tr>
<tr>
<td>Sandpiper Village Park</td>
<td>1.0</td>
<td>County</td>
<td>Activity-based</td>
</tr>
<tr>
<td>Santa Villa Park</td>
<td>2.0</td>
<td>County</td>
<td>Activity-based</td>
</tr>
<tr>
<td>Villa Venyce Park</td>
<td>2.0</td>
<td>County</td>
<td>Activity-based</td>
</tr>
<tr>
<td>Bayview Heights #4</td>
<td>1.14</td>
<td>County</td>
<td>Activity-based</td>
</tr>
<tr>
<td>Cypress Tree Park</td>
<td>2.7</td>
<td>County</td>
<td>Activity-based</td>
</tr>
<tr>
<td>Hickory Shores #1 Park</td>
<td>0.44</td>
<td>County</td>
<td>Activity-based</td>
</tr>
<tr>
<td>Hickory Shores #2 Park</td>
<td>0.34</td>
<td>County</td>
<td>Activity-based</td>
</tr>
<tr>
<td>Park Name</td>
<td>Acres</td>
<td>Type</td>
<td>Category</td>
</tr>
<tr>
<td>-------------------------------</td>
<td>-------</td>
<td>--------------</td>
<td>---------------------------</td>
</tr>
<tr>
<td>Hickory Shores #3 Park</td>
<td>0.42</td>
<td>County</td>
<td>Activity-based</td>
</tr>
<tr>
<td>Swenson Park</td>
<td>2.0</td>
<td>County</td>
<td>Activity-based</td>
</tr>
<tr>
<td>Holley Ball Park</td>
<td>3.5</td>
<td>County</td>
<td>Activity-based</td>
</tr>
<tr>
<td>Bayview Heights #1</td>
<td>1.2</td>
<td>County</td>
<td>Activity-based (unimproved)</td>
</tr>
<tr>
<td>Bayview Heights #3</td>
<td>2.3</td>
<td>County</td>
<td>Activity-based (unimproved)</td>
</tr>
<tr>
<td>McCallister Park</td>
<td>2.0</td>
<td>County</td>
<td>Activity-based</td>
</tr>
<tr>
<td>Pace Patriot Park</td>
<td>2.0</td>
<td>County</td>
<td>Activity-based</td>
</tr>
<tr>
<td>Coldwater Creek</td>
<td>0.04</td>
<td>County</td>
<td>Resource-based</td>
</tr>
<tr>
<td>Nantahala Beach Rd. Public Access</td>
<td>0.4</td>
<td>County</td>
<td>Resource-based</td>
</tr>
<tr>
<td><strong>Subtotal</strong></td>
<td><strong>25.88</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Boat Ramps</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Avalon Boat Ramp #3</td>
<td>0.2</td>
<td>County</td>
<td>Resource-based</td>
</tr>
<tr>
<td>Garcon Point Boat Ramp</td>
<td>0.46</td>
<td>County</td>
<td>Resource-based</td>
</tr>
<tr>
<td>Oyster Pile Boat Ramp</td>
<td>1.0</td>
<td>County</td>
<td>Resource-based</td>
</tr>
<tr>
<td>Presley Park</td>
<td>1.0</td>
<td>County</td>
<td>Resource-based</td>
</tr>
<tr>
<td>Morrell Boat Ramp</td>
<td>0.15</td>
<td>County</td>
<td>Resource-based</td>
</tr>
<tr>
<td>Woodlawn Beach Boat Ramp</td>
<td>3.0</td>
<td>County</td>
<td>Resource-based</td>
</tr>
<tr>
<td>Terrell Landing</td>
<td>0.11</td>
<td>County</td>
<td>Resource-based</td>
</tr>
<tr>
<td>Indian Bayou Boat Ramp</td>
<td>0.18</td>
<td>County</td>
<td>Resource-based</td>
</tr>
<tr>
<td>Oriole Beach Boat Ramp</td>
<td>0.5</td>
<td>County</td>
<td>Resource-based</td>
</tr>
<tr>
<td>Archie Glover Boat Ramp</td>
<td>2.0</td>
<td>County</td>
<td>Resource-based</td>
</tr>
<tr>
<td>Avalon Boat Ramp #2</td>
<td>0.25</td>
<td>County</td>
<td>Resource-based</td>
</tr>
<tr>
<td>Dickerson City Boat Ramp</td>
<td>0.11</td>
<td>County</td>
<td>Resource-based</td>
</tr>
<tr>
<td>East River Boat Ramp</td>
<td>0.44</td>
<td>County</td>
<td>Resource-based</td>
</tr>
<tr>
<td>Holley Boat Ramp #1</td>
<td>0.54</td>
<td>County</td>
<td>Resource-based</td>
</tr>
<tr>
<td>Keyser Boat Ramp</td>
<td>0.12</td>
<td>County</td>
<td>Resource-based</td>
</tr>
<tr>
<td>Boat Ramp</td>
<td>Acres</td>
<td>County</td>
<td>Type</td>
</tr>
<tr>
<td>-----------------------------------</td>
<td>-------</td>
<td>----------</td>
<td>-------------------</td>
</tr>
<tr>
<td>Quintette Boat Ramp</td>
<td>0.19</td>
<td>County</td>
<td>Resource-based</td>
</tr>
<tr>
<td>Snapper Avenue Boat Ramp</td>
<td>0.23</td>
<td>County</td>
<td>Resource-based</td>
</tr>
<tr>
<td>Webb Boat Ramp/Webb Landing</td>
<td>0.15</td>
<td>County</td>
<td>Resource-based</td>
</tr>
<tr>
<td>Williams Lake Boat Ramp</td>
<td>0.16</td>
<td>County</td>
<td>Resource-based</td>
</tr>
<tr>
<td>Navarre Beach Boat Ramp</td>
<td>19.6</td>
<td>County</td>
<td>Resource-based</td>
</tr>
<tr>
<td>Chumuckla Springs Boat Ramp</td>
<td>17.53</td>
<td>County</td>
<td>Resource-based</td>
</tr>
<tr>
<td>Holley Boat Ramp #2</td>
<td>0.13</td>
<td>County</td>
<td>Resource-based</td>
</tr>
<tr>
<td>Bal Alex Boat Ramp</td>
<td>1.0</td>
<td>County</td>
<td>Resource-based</td>
</tr>
<tr>
<td>Bagdad Boat Ramp</td>
<td>1.0</td>
<td>County</td>
<td>Resource-based</td>
</tr>
<tr>
<td>Avalon Boat Ramp #1</td>
<td>0.40</td>
<td>County</td>
<td>Resource-based</td>
</tr>
<tr>
<td>Mae Lane Boat Ramp</td>
<td>0.1</td>
<td>County</td>
<td>Resource-based</td>
</tr>
<tr>
<td>Marqui Basin Boat Ramp</td>
<td>2.9</td>
<td>County</td>
<td>Resource-based</td>
</tr>
<tr>
<td><strong>Subtotal</strong></td>
<td><strong>53.45</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>177,891.95</strong></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

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

### 7.4 Resource-Based Parks and Lands

Santa Rosa County has an abundance of natural resources, which can be used as open space and passive recreation. The County is comprised of State Park areas, open space (wetlands), gulf beach, river areas (creeks, rivers, bays and streams), special purpose parks and/or parks with special features. The Department of Environmental Protection has developed a State Park system. In addition, the NWFWMD acquires land for water resource purposes and has also developed a regional park (Garcon Point). These parks are defined as regional park areas, which preserve the natural setting of the area. State parks also permit a program of recreational activities both active and passive. However, most of the State owned lands in Santa Rosa County provide only passive recreational opportunities. Wildlife Management Areas provide open space recreational activities including hunting, fishing and nature study, while also preserving the natural setting of the environment. Wildlife Management Areas are operated by the Florida Fish and Wildlife Conservation Commission.

The *Gulf of Mexico* and *Santa Rosa Sound* beach on Navarre Beach that plays a prominent role in the tourist industry, vital to Santa Rosa County while providing residents with an unsurpassed recreation and open space resource. The beach primarily provides resource-based passive recreation. Besides the
beach, Santa Rosa County offers other water access opportunities, including rivers, bays, basins and bayous.

*Blackwater River State Park* is located in Harold in the eastern part of the County. The park comprises 590 acres. The primary activities are river related and include canoeing, boating, picnicking, nature study, camping, fishing, and swimming.

*Blackwater Heritage Trail State Park* is comprised of 96 acres and is located in the central part of the County. The park contains an 8.5 mile paved trail running from the City of Milton to Naval Air Station Whiting Field. Park activities include bicycling, birding, horse trails, nature trails, picnicking, running, walking, roller-skating, roller-blading and a visitor center.

*Navarre Beach Marine Park* is located at the eastern end of Navarre Beach. This park comprises 108.9 acres. The Navarre Beach Marine Park and adjoining public beach area offer eight public beach access points with ample parking, restrooms, outdoor showers and 15 pavilions available for public rental. Navarre Beach Marine Park is also home to near shore reef systems on both the Santa Rosa Sound and Gulf of Mexico, the Navarre Beach Marine Science Center and the Navarre Beach Sea Turtle Conservation Center.

*Blackwater River State Forest* spans the northeastern part of Santa Rosa County and the northwestern part of Okaloosa County. The total area of the forest is 210,463 acres with approximately 147,122.6 acres located within Santa Rosa County. Forest activities include fishing, boating, camping, hiking, biking and horse trails. These activities are offered at the various recreation areas in the forest such as Coldwater Recreation Area, Bear Lake Recreation Area and Krul Recreation Area. This also includes the Blackwater Wildlife Management Area, which is regulated by the Florida Fish and Wildlife Conservation Commission. Hunting is allowed by permit within the management area.

*Gulf Island National Seashore* is located at the western end of Santa Rosa Island and along U.S. Highway 98 in the City of Gulf Breeze. This park comprises approximately 5,823 acres in Santa Rosa and Escambia Counties with approximately 1,378 acres located in Santa Rosa County. Activities include nature study, group camping, canoeing, kayaking, bicycling, fishing, picnicking, swimming and hiking.

The *Yellow River Marsh Aquatic Preserve* comprises 16,435 acres in the eastern part of the County. The preserve includes a large portion of the Yellow River just before it dumps into Blackwater Bay. Activities include fishing, boating, swimming, canoeing, kayaking and bird watching.

The *Yellow River Marsh State Buffer Preserve* comprises 428.1 acres and is located next to the Yellow River Marsh Aquatic Preserve and south of the Yellow River Water Management Area. Activities include hiking, kayaking and bird watching.

The *Garcon Point Water Management Area* is located in the south central part of the County and is comprised of 3,251 acres located along the Garcon Point Peninsula. Seventy-eight (78) acres are less-than-fee. Activities include hunting, fishing, camping and hiking.

The *Lower Escambia River Water Management Area* is located along the western boundary of the County and is comprised of 34,473 acres covering Santa Rosa and Escambia Counties. Approximately 21,680 acres are located within Santa Rosa County. Activities include hunting, fishing, camping and hiking.
The Yellow River Water Management Area is located in the eastern part of the County and is comprised of 17,446 acres covering Santa Rosa and Okaloosa Counties. Approximately 5,519 acres are located within Santa Rosa County. Activities include hunting, fishing, camping and hiking.

In addition to the Water Management Areas described above, the Northwest Florida Water Management District also owns or manages 253 acres along the Blackwater River and 1,177 acres along Escribano Point.

The Gillis Road Tract is a 20 acre parcel of undesignated state land. It is owned by the State of Florida (Trustees of the Internal Improvement Trust Fund) and is located near Interstate 10 in the east central part of the County.

Eglin Air Force Base spans three counties, Walton, Okaloosa and Santa Rosa. The base has approximately 66,506.4 acres within Santa Rosa County located in the southeastern section of the County. These lands offer both active and passive activities and are part of the Eglin Wildlife Management Area. These activities include camping, fishing, hunting, hiking and bird watching. Permits are necessary for these activities and may be necessary for entrance upon the federal reservation.

Naval Air Station Whiting Field has three Outlying Landing Fields (Harold, Holley and Santa Rosa) and the Blackwater River Recreation Area. These areas comprise approximately 2,020 acres. Activities at the Blackwater River Recreation Area include fishing, swimming, hiking and bird watching.

Escribano Point Wildlife Management Area encompass 4,018-acres within the Grassy Point Area in the southwestern tip of the Yellow River Wildlife Management Area (WMA). The northern parcel is an expanse of black needlerush marsh surrounding Catfish Creek and tidal creeks that grade into pine forest at higher elevations. The southern parcels consist of basin swamp, maritime hammock and scrubby pine forest. The parcels protect some of the last undeveloped waterfront tracts in the county. They are part of a network of publicly owned conservation lands that provide habitat for rare plants and animals such as the white-topped pitcher plant, Gulf sturgeon and Florida black bear and help safeguard the water quality in Blackwater Bay, East Bay and the Yellow River.

7.5 Special Purpose Parks/Parks with Special Feature(s)

Special Purpose Parks serve a regional service area where the focus is specific and only limited to a certain type of recreation, i.e., fishing pier, boat ramp, parking and/or beach access. These specialized parks include 17 of the 27 County boat ramps. On the other hand, Parks with Special Features have a regional service area and serve more than one park purpose in addition to providing a special feature i.e., fishing pier, boat ramp, parking and/or beach access. Many of the previously classified regional state and federal parks are also listed as parks with special features (i.e., Blackwater River State Park, Blackwater Heritage Trail State Park, Navarre Beach State Park, Blackwater River State Forest and Wildlife Management Area and Gulf Islands National Seashore).

The county’s rivers, bays, basins and bayous provide both active recreational activities and open space enjoyment for residents and visitors in the County. Table 7-1, lists the boat ramps that function as Special Purpose Parks and provide public access to these waterways. These sites provide passive recreation areas, in addition to the boat ramp facility. In some areas, these sites may also be suitable for minimum playground activities, picnic tables and benches. These waterways provide boating, fishing, and other
water-related recreational activities. These waterways also have associated streams and creeks and these areas also provide recreational access. *Map 7-1* shows the location of the County’s Special Purpose Parks and Parks with Special Feature(s).

7.5.1 Corridor Open Space, Greenbelts, and Linear Open Space

Corridor open space is linear in nature and is difficult to quantify. Corridor open space can be used for scenic and cultural purposes such as scenic and historic highways, recreational greenways (linear belts), bicycle and pedestrian facilities, stormwater management facilities, green belts, wildlife corridors and river corridors.

Recreational greenways are natural corridor systems that interconnect or link natural reserves, parks, cultural and historic sites with each other and provide opportunities for environmental hiking trails, horseback riding, canoeing and wildlife conservation. Greenways create a strong sense of place and create community and multi-cultural appreciation by connecting land and communities that help sustain Florida's future by conserving its green infrastructure. Greenways also provide an opportunity for continuing economic benefits and by connecting people with their natural, historic, and cultural heritage by improving the quality of life for people.

Besides greenways, *greenbelts* protect natural lands or working landscapes that typically surround cities and serve to conserve and direct urban/suburban growth. Greenbelts like greenways can be linear in nature.

Rivers also can function as interconnecting linear corridors. In Santa Rosa County, this is the case with the Blackwater River, the Yellow River and the Escambia River along with their associated creeks and tributaries. Coldwater Creek and the Blackwater River are well utilized paddling trails located within Santa Rosa County.

7.6 Activity-Based Park Facilities

Active recreation involves direct physical participation by the user. These activities usually involve the use of special facilities. Out of a total of 40 County owned or maintained parks, 39 are activity-based. These parks include 23 community parks totaling 522 acres and 18 neighborhood parks totaling 23 acres.

7.6.1 Santa Rosa County Parks

Built facilities provide the user with an activity in which to participate, providing an area for active recreation to occur. These facilities include playgrounds, ball playing fields, tennis courts, swimming pools and community centers. These facility types are located in various areas throughout Santa Rosa County. The following description is for neighborhood and community parks having built facilities. *Map 7-1* shows the location of these sites in the county.

*Navarre Park* is a community park located on U.S. Highway 98 at the base of the Navarre Beach Bridge and comprises five acres. The park has a playground, a basketball court, picnic area, 2 pavilions, a pier, a swimming area and restroom facilities.
The Navarre Sports Complex is a community park located at 2499 Pawnee Drive in Navarre. This is a 30-acre park and includes basketball courts, 11 lighted baseball/softball fields, 1 lighted soccer field, a playground, a picnic area, 3 pavilions, a walking/biking track, 2 concession stands, a gymnasium with concession and restroom facilities.

Tiger Point Recreational Park is a community park located at 3899 Gulf Breeze Parkway and comprises 30 acres. The park includes tennis courts, 9 softball/baseball fields, 2 soccer/football fields, a playground, a walking/biking track, a community center, and restroom facilities.

Bagdad Recreation Park is a community park located at 4591 School Avenue. This is a 9 acres park and includes 2 basketball courts, 2 tennis courts, 1 softball/baseball field, a playground, a picnic area, a pavilion and restroom facilities.

Benny Russell Park is a community park located at 5417 West Spencer Field Road in Pace and comprises 5 acres. The park includes a lighted playground area, a picnic area, 4 pavilions and restroom facilities.

East Milton Park is a community park located at 8604 Bobby Brown Road. This is a 70 acre park and includes a basketball court, 2 tennis courts, 11 lighted softball/baseball fields, 4 lighted soccer/football fields, a playground, a picnic area, a walking/biking track, a horse arena, a gym, a concession stand and restroom facilities.

Florida Town Park is a community park located on Floridatown Road and comprises 5 acres. This park includes a boat ramp, a pier, a swimming area, a picnic area, a barbecue grill and restroom facilities.

Locklin Field is a community park located at 7051 Johnson Road in East Milton. This is a 5 acre park and includes a softball/baseball field, a concession stand, a field house and restroom facilities.

Mayo Park is a community park located on Sunago Drive and is comprised of 5 acres. This park includes a swimming area, a picnic area and restroom facilities.

Optimist Park is a community park located at 6244 Old Bagdad Highway. This is a 5 acres park and includes 2 softball/baseball fields, 2 soccer/football fields, 3 racquetball courts, 2 horseshoe pits, a playground, a picnic area, a pavilion, a walking/biking track and restroom facilities.

Pace Area Recreation Park is a community park located at 4280 Woodbine Road and comprises 27.5 acres. This park includes 9 softball/baseball fields, a lighted soccer/football field, a picnic area, a pavilion, a walking/biking track, 3 racquetball courts, a concession stand and restroom facilities.

Chumuckla Park is a community park located at 2355 Highway 182. This is a 7 acre park and includes a softball/baseball field, a concession stand and restroom facilities.

The Santa Rosa Horse Complex is a community park located at 3306 Joppa Drive in Chumuckla and is comprised of 17 acres. This park includes a horse arena, a playground, a concession stand, a picnic area and restroom facilities.
The Santa Rosa Soccer Complex is a community park located adjacent to the Santa Rosa Horse Complex in Chumuckla and comprises 41 acres. This park includes 16 soccer fields (2 lighted), 2 planned basketball courts, a playground, a picnic area, and restroom facilities.

Fidelis Community Center and Park is a community park located at 13785 Highway 87 North in the northern part of the County and comprises 5 acres. This park includes a playground, a community center with restroom facilities, 1 tennis court, 1 basketball court, 1 adult softball/baseball field and 1 T-ball baseball field.

Navarre Soccer/Football Park is a community park located at 9299 Military Trail and comprises 30.3 acres. The park contains 5 lighted soccer fields.

Santa Rosa Sports Plex is a community park located at 5976 Chumuckla Highway. This is a 73.7 acres park and a playground area, walking/biking trail, concession stand, and 16 baseball/softball fields.

Cypress Tree Park is a neighborhood park located on Pecos Pass in the Midway area. This is a 2.7 acres park and included a playground, picnic area and a multi-purpose sports field.

Swenson Park is a neighborhood park located at Circle Lande and West Avenue. This is a 2 acre park and includes a lighted basketball court and a lighted tennis court.

Villa Venyce Park is a neighborhood park located on Gondolier Boulevard and is comprised of 2 acres. This park includes 2 tennis courts.

Navarre Beach Boat Ramp is a 19.6 acre park located on the Sound side of Navarre Beach. Currently, this park contains a boat ramp, pier and parking facilities. Activities include boating and fishing.

Holley-Navarre Ball Field is a neighborhood park located at 3146 Bob Tolbert Rd. This is a 3.5 acre field which contains a ball field and picnic area.

McCallister Park is a neighborhood park located at 5272 Richburg St. This is a 2.0 acre park that contains playground and picnicking areas.

Pace Patriot Park is a neighborhood park located at 4750 Pace Patriot Blvd. This 2.0 acre park contains a playground, picnic tables, benches and a walking trail.

Sandpiper Village Park located at 2728 Sunrunner Ln Oriole Beach. This park has picnic tables, a playground, pavilions and a pier.

La Layenda Park located at 3359 La Leyenda Ct in Gulf Breeze. The park has a small basketball court, playground, benches and pavilion.

Santa Villa Park is a neighborhood park located on Santa Villa Drive in the Pea Ridge area. The park has benches, grills, a pavilion and exercise station.
7.6.2 Municipal Parks

In addition to County parks, there are also parks located within the three municipalities within the county. County residents will utilize park facilities without regard to local government jurisdiction. Residents in the unincorporated areas of the county will use parks within the cities and vice versa. Table 7-2 shows an inventory of the municipal parks within the county as well as regional parks located within municipal boundaries.

Table 7-2
Municipal Parks in Santa Rosa County

City of Milton Parks

<table>
<thead>
<tr>
<th>Park Classification</th>
<th>Park Name</th>
<th>Acres</th>
</tr>
</thead>
<tbody>
<tr>
<td>Regional</td>
<td>Blackwater Heritage Trail State Park</td>
<td>18.7</td>
</tr>
<tr>
<td>Community</td>
<td>Sander Street Expansion Park</td>
<td>18</td>
</tr>
<tr>
<td></td>
<td>Sanders Park</td>
<td>17</td>
</tr>
<tr>
<td></td>
<td>Carpenter Park</td>
<td>15</td>
</tr>
<tr>
<td></td>
<td>Russell Harber Landing</td>
<td>12</td>
</tr>
<tr>
<td></td>
<td>Riverwalk</td>
<td>5</td>
</tr>
<tr>
<td>Neighborhood</td>
<td>Mary Street Park</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>Charleston Oak Park</td>
<td>0.5</td>
</tr>
<tr>
<td></td>
<td>Barn Street Park</td>
<td>0.3</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
<td><strong>87.5</strong></td>
</tr>
</tbody>
</table>

City of Gulf Breeze Parks

<table>
<thead>
<tr>
<th>Park Classification</th>
<th>Park Name</th>
<th>Acres</th>
</tr>
</thead>
<tbody>
<tr>
<td>Regional</td>
<td>Gulf Island National Seashore</td>
<td>1,378</td>
</tr>
<tr>
<td>Community</td>
<td>Shoreline Park</td>
<td>155.5</td>
</tr>
<tr>
<td></td>
<td>Gulf Breeze Schools</td>
<td>20</td>
</tr>
<tr>
<td></td>
<td>Wayside Park</td>
<td>5</td>
</tr>
<tr>
<td></td>
<td>Bay Bridge Pier</td>
<td>3.7</td>
</tr>
<tr>
<td>Mini</td>
<td>Woodland Park</td>
<td>1.2</td>
</tr>
<tr>
<td></td>
<td>Highpoint Park</td>
<td>1.2</td>
</tr>
<tr>
<td></td>
<td>McClure Park</td>
<td>1.2</td>
</tr>
<tr>
<td></td>
<td>Williamsburg Park</td>
<td>1.2</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
<td><strong>1,567</strong></td>
</tr>
</tbody>
</table>
7.8 Recommendations

The Santa Rosa County Recreation and Parks Department is responsible for the development, operation and maintenance of County parks and recreation facilities. Forty-one parks and recreation facilities are maintained by the County’s Park and Recreation Department, ranging from small neighborhood parks to community parks. In addition, the County’s Special Purpose Parks are also maintained and operated by the County’s Parks and Recreation Department.

Opportunities to purchase land for parks decreases and/or becomes increasingly expensive as the land values increase due to the increase in development. Therefore, the County should consider developing a Parks and Recreation Master Plan. This Master Plan should include an inventory of the County’s existing park acreage, the conditions and type of County facilities, population projection needs (i.e., unincorporated County or total County and/or seasonal population), specific park needs (based on studies, public meetings, questionnaires, surveys and/or interviews with the Recreation and Parks Department), and the capital improvement needs required to maintain existing parks. The Master Plan should also re-evaluate resource and park management operations, re-evaluate administrative and financial strategies and investigate alternative revenue sources such as, but not limited to, user fees, bond referendum, grant programs and public/private partnerships.

Concepts that could be included in this Master Plan are as follows:

- Special attention to the urbanized Planning Areas (South End and Pace), Commission Districts, or the entire County including current and future needs
- Accessibility and walkability for the urbanized areas – creation of a system of linked recreation facilities including linkages to bicycle and pedestrian planning efforts
- Planning area based systems of play rather than focusing on individual play areas or parks
- Providing age-appropriate opportunities for the physical development of a wide range of age groups, from infants and toddlers to adolescents and adults of all ages; and
- Funding and financing

---

**Town of Jay Parks**

<table>
<thead>
<tr>
<th>Park Classification</th>
<th>Park Name</th>
<th>Acres</th>
</tr>
</thead>
<tbody>
<tr>
<td>Community</td>
<td>Bray Hendricks Town Park</td>
<td>25</td>
</tr>
<tr>
<td>Neighborhood</td>
<td>Jay Rosa Subdivision Park</td>
<td>1.2</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
<td><strong>26.2</strong></td>
</tr>
</tbody>
</table>

**Source:** City of Milton, City of Gulf Breeze, Town of Jay and Santa Rosa County, 2001
7.0 Recreation and Open Space Element

Goal 7.1: Provide parks, recreational facilities and open space to satisfy the health, safety and welfare needs of citizens and visitors, including special groups, such as the elderly, handicapped and pre-school age children.

Objective 7.1.A: Ensure public access to recreation sites, open spaces, beaches and shores on a continuing basis.

Policy 7.1.A.1: The County will maintain public access onto Navarre Beach and will pursue the development of additional areas where feasible.

Policy 7.1.A.2: The County shall continue to install and maintain signage so as to identify public areas, beach access points and other shoreline access points.

Policy 7.1.A.3: The County shall continue to utilize the Florida Boating Improvement Fund proceeds for improvements to the various boat ramps located within Santa Rosa County.

Policy 7.1.A.4: The County shall improve the physical access to recreation sites, open spaces, beaches and shores by:

A) Advocating the addition of bike lanes to State and County Roads.

B) Requiring developments to provide walk/bike paths to connect its internal open space and recreational sites to residential areas.

C) Prioritizing the development of bike facilities, sidewalks, and multi use trails that link neighborhoods to schools and parks.

D) The provision of adequate parking at beach and waterway access points or off-beach/waterway parking shall be located where vehicle and pedestrian traffic identifies that there is a need to increase these facilities.

E) The County shall continue to research and apply for grants and other available funding to acquire and construct parking and access at chosen points.

Policy 7.1.A.5: Santa Rosa County shall require the design of parking areas and access ways to be constructed so that they enhance and protect the waterways adjacent to lands within the County. Such parking areas shall be designed to include (but not limited to) existing trees and use of pervious parking wherever feasible.

Policy 7.1.A.6: The County shall not vacate existing easements, walkways and other access points to Navarre Beach without equivalent or greater mitigation.

Policy 7.1.A.7: The County will encourage the establishment of recreation trails and bike trails to increase, where feasible, the opportunity for biking, walking, in-line skating and other forms of outdoor recreation.

Objective 7.1.B: Continue cooperative efforts between the public and private sectors in the provision of recreational opportunities and assure that such efforts are coordinated.
Policy 7.1.B.1: The County shall continue to maintain and improve the county-owned parks, recreation sites and open spaces within the County.

Policy 7.1.B.2: The County shall continue its cooperative efforts with the Cities of Gulf Breeze, Milton and Jay as well as with other communities within the County and with the private sector and non-profit organizations (i.e., YMCA, Little League, etc.) and the Santa Rosa County School Board in the provision of recreational facilities and open space areas.

Policy 7.1.B.3: The County shall continue to apply for all available state and federal funds to implement recreation programs and provisions of this element.

Policy 7.1.B.4: The County shall work with other public agencies for the development of compatible multi-use programs for the public lands within the County.

Policy 7.1.B.5: Planned Unit Developments and other large developments containing large scale residential development in excess of 300 residential units shall provide neighborhood-sized active parks, playing fields, usable open space, trail systems water access or other recreational or open space areas/facilities as amenable to the development within the development within the development.

Policy 7.1.B.6: The County shall continue to acquire (though lease, acquisition or dedication) open space and natural areas so as to maintain and improve: (1) recreational opportunities for all residents; and (2) the natural function of open space, wetlands and other sensitive lands within the County.

Objective 7.1.C: Establish funding priorities for recreational facilities and open spaces within the County.

Policy 7.1.C.1: In selecting future park sites for site improvements, the County shall give full consideration to those commission districts which require immediate construction, maintenance or rehabilitation of existing facilities.

Policy 7.1.C.2: Public recreational and park sites shall not be diverted to other uses except in cases of overriding public need and when other equivalent sites are supplied.

Policy 7.1.C.3: The County shall continue to provide for the handicapped, elderly and pre-school age children: parking, accessibility to facilities and recreational opportunities.

Policy 7.1.C.4: The County shall continue to seek advice from citizens for the development of recreational opportunities and facilities.
8.0 Capital Improvements Element Supporting Documentation

8.1 Introduction

The Capital Improvements Element (CIE) provides guidance and policy related to the provision of public facilities and services. The public facilities and services are defined in this Element as central water and sewer infrastructure, stormwater infrastructure, solid waste and public school infrastructure and services, recreation and transportation related infrastructure. As discussed previously in the Future Land Use Element of this Plan, the provision of infrastructure is one of the most important functions of local government. These facilities and services are a necessary compliment to economic development and the need for these facilities and services at certain levels is based on the general growth of the County. As such, decisions must be made regarding the construction, timing, extension, and increase in capacity of public facilities and services.

This goals, objectives and policies of this element include standards to ensure the availability of public facilities and services including the adequacy of those facilities to meet established acceptable levels of service. The CIE also has a key relationship to the Future Land Use Element, which is mandated and strengthened through the concurrency requirement stipulated in state regulatory policy. This requirement, simply stated, says that certain facilities and services must be available at their adopted service standard concurrent with the impacts of development. This mandates that decisions concerning the planning of capital improvements and land use correlate with each other. The CIE provides for the continued maintenance of the Concurrency Management System (CMS) to ensure that new development will have adequate infrastructure capacity and that the adopted LOS standards will be maintained.

8.2 Santa Rosa County’s Three Tiered Concurrency Management System (CMS)

The term concurrency indicates that necessary public facilities and services are available to maintain the adopted level of service standards when the impacts of development occur. Accordingly, the Concurrency Management System (CMS) involves the procedures or processes that the County utilizes to assure that development orders and permits are not issued unless the facilities and services deemed necessary are available concurrent with the impacts of development. More specifically, this system is implemented through the County’s Concurrency Management regulations, which establish level of service (LOS) standards for five different types of public facilities and services, including sanitary sewer, potable water, solid waste, stormwater facilities, and public school facilities.

The County’s current concurrency management system is described in the table below. This system is provided for within the County’s Comprehensive Plan and Land Development Code and is statutorily mandated within the Florida Statutes. However, local governments are left with some discretion in the crafting of implementing regulations and policy. Public school facilities, transportation systems (roads, public transit, walking and biking facilities), and parks are now optional concurrency items under state statute while water, sewer, solid waste, and stormwater are mandatory concurrency items. Santa Rosa County has opted out of public school concurrency for those developments not requiring a Future Land Use Map amendment. The County has also opted out of transportation concurrency entirely. However, amendments to the Comprehensive Plan Future Land Use Map must be accompanied by a traffic analysis.
This traffic analysis must be provided by the applicant for large scale amendments (over 10 acres) and must identify potential roadway impacts caused by the development and any necessary improvements. The County has opted out of concurrency for parks and recreational facilities entirely as well. The following table (Table 8-1) summarizes current Land Development Code and Comprehensive Plan policies for central water and sewer, stormwater, and solid waste (Tier 2) for most commercial projects and residential plats. The three tiered system for Santa Rosa County, is also summarized by the following graphic (Figure 8-1). It should be noted that new single family residences requiring building permits are required to connect to a centralized water and/or sewer system if such service(s) are available (basically in front of new house), regardless of whether or not these houses are constructed on a platted or metes and bounds lot (Tier 1). Tier 3 as shown on Figure 8-1 represents developments requiring a large scale comprehensive Plan Future Land Use Map amendment.

For example, if an applicant desired to change from the Agriculture (1 unit per 15 acres) category to the Agriculture Rural Residential category (1 unit per acre), a transportation study or impact analysis in lieu of meeting a concurrency test would be required, with any necessary improvements generated based on the level of development proposed and capacity available on the impacted roadways. This analysis is to be utilized by the Zoning Board and Board of County Commissioners in deliberation of the amendment request. A concurrency analysis would be required for public schools and conducted in cooperation with the Santa Rosa County School Board. Tier 3 developments are required to utilize the methodologies found in the adopted Interlocal Agreement for Schools which is included herein by reference.
<table>
<thead>
<tr>
<th>LOS (Utility) Requirement</th>
<th>Developer Requirement</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Central Water</strong></td>
<td>100 gallons per capita per day</td>
</tr>
<tr>
<td><strong>Central Sewer</strong></td>
<td>90 gallons per capita per day</td>
</tr>
<tr>
<td><strong>Solid Waste</strong></td>
<td>6 lbs. per capita per day for all county residents</td>
</tr>
<tr>
<td><strong>Stormwater</strong></td>
<td>(a) Retain the first inch of run-off; and (b) Drainage systems in areas with no positive drainage outlet shall be designed to include the retention of the twenty-four (24) hour, one hundred (100) year frequency storm with no offsite discharge. Except that, developments that provide a direct stormwater discharge to the Gulf of Mexico, Santa Rosa Sound, Escambia Bay, East Bay, Blackwater Bay, East River, Yellow River, and Blackwater River may have reduced detention storage requirements.</td>
</tr>
</tbody>
</table>
8.3 Relationship to Other Elements

As the main financial tool of the Comprehensive Plan, the Capital Improvements Element (CIE) is dependent upon the other elements pertaining to public facilities for setting standards and needs upon which capital improvements are to be scheduled and funded. The other elements state these standards and needs in terms of levels of service. Projects should be given priority in the CIE based on the levels of service for each affected facility. Other criteria used by Santa Rosa County to evaluate capital projects are: elimination of future public hazards, elimination of any existing capacity deficits, the impact on the annual operating budget and the Capital Improvements program, locational needs based on projected growth patterns, the accommodation of new development and redevelopment demands, financial feasibility and the plans of the public and private utilities operating within the County, the Northwest Florida Water Management District, the water and sewer providers, the Florida Department of Transportation, and other state agencies that provide public services within the jurisdiction of Santa Rosa County.

The Future Land Use Element and its accompanying Future Land Use Map provides the blue print and the strategies for managing the County’s future development.
Likewise, level of service (LOS) standards are contained in the *Transportation Element* to determine the type of roadway section(s) needed to support a proposed development. For the most part, the Florida Department of Transportation contributes funding to these improvements.

The *Infrastructure Element* (which consists of Natural Groundwater Aquifer Recharge, Potable Water, Wastewater, Stormwater Management and Solid Waste), is directly related to the Capital Improvements Element. The impacts of the existing and the proposed facilities (drainage, water supply, sanitary sewer and solid waste), must be concurrent with the development impacts and must be designed based on the adopted level of service standards. The County includes the cost of such services or manages development related contributions to the costs of such services by identifying these improvements in its *Five Year Capital Improvements Schedule*.

The *Recreation and Open Space Element* provides guidance on the development of recreational facilities within the County. This includes analysis of current facilities and policies related to needs.

The *Intergovernmental Coordination Element* provides opportunities to improve both within the County and outside the County coordination mechanisms to provide mutually needed services to support development.

### 8.4 Capital Improvements Programming

The capital improvements program is a blueprint for planning the County’s capital expenditures and is one of the most important responsibilities of local government. It coordinates community planning, financial capacity and physical development. The basic elements utilized for capital improvements programming are the Five Year Schedule of Capital Improvements found within the Capital Improvements Element Goals, Objectives, and Policies (*Table 8-1*), LOS analysis and the County’s capital budget process.

#### 8.4.1 Five Year Schedule

Florida Statute requires that the County Comprehensive Plan include a schedule of capital improvements which includes any publicly funded projects of federal, state, or local government, and which may include privately funded projects for which the local government has no fiscal responsibility. Projects necessary to ensure that any adopted level-of-service standards are achieved and maintained for the 5-year period must be identified as either funded or unfunded and given a level of priority for funding. The County’s planned capital improvement process is implemented through the *Five Year Schedule of Capital Improvements*. Capital improvement programming is an essential function of the Board of County Commissioners (BOCC). The *Five Year Schedule of Capital Improvements* is reviewed and amended annually as part of the budget cycle and as part of the comprehensive planning process.

### 8.5 Inventory of Existing Revenue Sources and Funding Mechanisms

The County’s capability to appropriate the needed revenue for capital improvements must be assessed from various revenue sources, including different types of taxes, fees, service charges, fines and forfeitures, special assessments, bonds, trust funds, and grants and loans. The adopted Santa Rosa County budget is the best source of information regarding existing revenues for the current fiscal year. However, the following graphic (*Figure 8-2*) provides information on the six general sources of revenue that the County utilizes.
## General Sources of County Revenue

### Taxes
- Ad Valorem (Unrestricted)
- Franchise Fees (Unrestricted)
- Communication Service Tax (Unrestricted)
- Tourist Development Tax (Restricted)

### Fuel Tax
- Ninth-cent Sales Tax (Restricted)
- Local Option Fuel Tax (Restricted)
- Constitutional Fuel Tax (Restricted)
- County Fuel Tax (Restricted)

### Licenses and Permits
- Professional and Occupational Licenses (Unrestricted)
- Building Permits and Zoning Fees (Unrestricted)

### Charges for Services
- Court Fees (Restricted)
- E-911 Fees (Restricted)
- Engineering Fees (Unrestricted)
- Navarre Water Fees (Restricted)
- Hangar Lease Fees (Restricted)
- Landfill Fees (Restricted)

### Fines and Forfeits
- Intergovernmental Communications Program (Restricted)

### Miscellaneous
- Donations, Interest Earned, Sale of Surplus Equipment (Unrestricted)
- Impact Fees (Restricted)
- Special Assessment (Restricted)
The following graphic (Figure 8-3) depicts the current breakdown of County revenue sources with a description of each of these following.

Source: Santa Rosa County FY 2015-16 Budget

8.5.1 Taxes

Property taxes are based on a millage rate (one mill is the equivalent of $1 per $1,000 of assessed value or 0.1%) which is applied to the total taxable value of real property and other tangible personal property. Revenue from ad valorem taxes may be used to fund both operating costs and capital projects. As the major sources of revenue for the County, taxes on the average amounted to nearly 62 percent of unincorporated Santa Rosa County’s annual revenue for the years 2014. In 2014, ad valorem taxes (at a millage rate of 6.972) accounted for 40 percent of all General Fund revenue and about 93 percent of all taxes collected. The millage rate has since been reduced to 6.6175 mills.

Sales and use taxes, franchise taxes and utility taxes have represented about 3% of General Fund revenue since 1999. Other tax revenues currently available to the County generally are not restricted by use. These revenues may be pledged to cover all or a portion of bonded indebtedness as long as the use of funds satisfies the restrictions as specified by use.

8.5.2 Licenses and Permits

This category includes professional and occupational licenses, building permits and other licenses.
8.5.3 Intergovernmental Revenues

All local governments in the State of Florida depend on annual disbursements from the state to supplement operating and capital budget revenues. These funds are consolidated under "Intergovernmental Revenues" and are:

a) generated locally, but collected and later returned by state agencies to the County;
b) adopted as a local option tax or license fee, collected and returned by the state; or
c) shared by the state or federal government in the form of grants to local government, but originate from state or federal government in general

Amounts available from these sources may vary from year to year depending on legislative actions and the actual amount of retail sales for consumer generated revenues.

8.5.4 Charges for Services

These charges are derived from the operation of government services. These include, among others, sales of maps and publications, utility fees, zoning fees, recreational fees and fees for special events as well as fire protection services and ambulance fees.

8.5.5 Fines and Forfeitures

Generally, court fines make up most of the revenues in this category. Less than one percent of General Fund revenues could be attributed to this source since 1999.

8.5.6 Miscellaneous Sources of Revenue

Examples are income received as interest from various sources, special assessments, sale by the County of public property, rental income, and all private donations (real estate, gifts, donations, etc.) to the County. Currently, his amounted to 5 percent of General Fund revenues.
8.0 Capital Improvements Element Goals, Objectives, and Policies

Goal 8.1: To provide the public facilities and services (infrastructure) necessary to serve the County's residents, businesses and industries.

Objective 8.1.A: Use the CIE as a financial management tool for the construction, acquisition or development of the capital facilities necessary to meet existing deficiencies, accommodate desired future growth and to replace obsolete or worn out facilities.

Policy 8.1.A.1 The five-year schedule of capital improvements (Table 8.1) shall be the primary tool the County will use for the construction of capital facilities and maintenance of LOS standards.

Policy 8.1.A.2: Capital facilities or improvements in the context of the Comprehensive Plan shall be defined as those public facilities or improvements to physical assets that are limited to a one time expenditure of at least $15,000 (including land) that correct or improve level of service deficiencies or expand capacity to serve existing needs or accommodate projected needs identified in one or more elements of this Plan or through other planning efforts, development plans, or community based needs.

Policy 8.1.A.3: The criteria to evaluate new capital improvement projects directly related to individual elements of this Plan are:

(A) The elimination of existing or future public hazards;

(B) The elimination of any existing capacity deficits;

(C) The impact on the annual operating budget and Capital Improvements Program;

(D) Locational needs based on projected growth patterns;

(E) The accommodation of new development and redevelopment demands;

F) Financial feasibility; and

(G) Plans of the Northwest Florida Water Management District, water and sewer providers, and state agencies that provide public facilities within the jurisdiction of Santa Rosa County including the Florida Department of Transportation.

Policy 8.1.A.4: The County will support and encourage the regionalization of utility services when necessary to improve operational efficiency or increase environmental protection.

Policy 8.1.A.5: The County has established the level of service standards for potable water, sanitary sewer, solid waste, and stormwater management facilities that are within the jurisdiction of Santa Rosa County that shall be maintained in accordance with the County’s Concurrency Management System (CMS) policies and procedures. These standards shall be those found in other elements of this Plan.

Policy 8.1.A.6: Future development subject to a large scale plan amendment will be allowed to mitigate public school impact necessitated by the development in order to meet adopted LOS standards. The LOS standard for public school facilities shall be as specified in the adopted Interlocal Agreement for Public School Facilities. Methodologies are provided in the Interlocal Agreement for Public School Facilities and may be implemented through adoption of a developer’s agreement.
Policy 8.1.A.7: The County shall continue to enforce requirements within the LDC that exact physical improvements to impacted systems (roads, utilities, etc.) by new developments or the redevelopment of existing facilities. This policy will be implemented through the county’s review, permitting and inspection process.

Policy 8.1.A.8: Amendments to the Comprehensive Plan Future Land Use Map shall be accompanied by a traffic analysis that identifies impacts to roadways and any necessary improvements, for large scale amendments, this analysis shall be provided by the applicant.

Policy 8.1.A.9: The County shall require the performance bonding of project-related utility or traffic circulation improvements necessary to accommodate the development of vacant parcels or substantial redevelopment of existing properties.

Policy 8.1.A.10: Consistent with applicable law, the County shall continue to require mandatory dedications as a condition of plat approval.

Policy 8.1.A.11: Public facility and service availability shall be deemed sufficient if the public facilities and services for a development are phased, or the development is phased, so that the public facilities and those related services which are deemed necessary by the County to operate the facilities necessitated by that development, are available concurrent with the impacts of the development.

Policy 8.1.A.12: Encourage and assist neighborhoods in the adoption of Municipal Service Taxing Units or Municipal Service Benefit Units to provide desired services.

Policy 8.1.A.13: The County will update its Capital Improvement Schedule (CIS) on an annual basis.

Policy 8.1.A.14: The County shall assess projected water needs and sources for at least a ten year planning period as part of creating and maintaining a Water Supply Facilities Work Plan (Work Plan) within the Potable Water Element. Capital projects planned during the first five years of the Work Plan shall also be shown in the Capital Improvements element.

Policy 8.1.A.15: A capital budget will be adopted by the Board of County Commissioners as a part of the annual budgeting process. The Capital Budget (Capital Improvement Program) will be developed using this element as a tool.

**Objective 8.1.B:** To limit public expenditures that subsidizes development in Coastal High Hazard Areas.

Policy 8.1.B.1: Except for the provision or support of recreation uses such as parks and walkovers, erosion control devices, increased public access and the correction of deficiencies, public expenditures within the CHHA shall be governed by Objective 5.1.A and its associated policies.

Policy 8.1.B.2: The County shall incorporate into its review processes for infrastructure planning an assessment of the appropriateness of public capital improvements in coastal high hazard areas as identified in the Coastal Management Element of this Plan.
Goal 8.2: The County shall ensure that future needs are addressed consistent with the adopted level of service standards for public schools.

Objective 8.2.A: Review large scale Future Land Use Map amendments to ensure adequate school capacity is available.

Policy 8.2.A.1: Santa Rosa County will update its Capital Improvements schedule on an annual basis by December 1st, to incorporate the upcoming five years of the School Board’s District Facilities Work Program. Santa Rosa County and the Santa Rosa County School Board will coordinate during updates or amendments to the Santa Rosa County Comprehensive Plan and updates or amendments for long-range plans for the School Board facilities.

Policy 8.2.A.2: It is the policy of Santa Rosa County to coordinate petitions for large scale future land use amendments for residential development with adequate school capacity. This goal will be accomplished recognizing the School Board’s statutory and constitutional responsibility to provide a uniform system of free and adequate public schools, and the County’s responsibility for growth management, including the authority to approve or deny petitions for comprehensive plan amendments that generate students and impact the Santa Rosa County school system.

Policy 8.2.A.3: All large scale residential Future Land Use Map amendments of the Comprehensive Plan shall be provided to the School Board at least 45 days prior to transmittal. The School Board shall provide comments to the relevant local government either in writing at least fifteen (15) days prior to the public meeting or by attending and providing comments at the local planning agency meeting. The County shall take into consideration the School Board comments and findings on the availability of adequate school capacity when considering the decision to approve comprehensive plan amendment.

Policy 8.2.A.4: Consistent with the Interlocal Agreement, the uniform, district-wide level of service standards for public school facilities are initially set as follows:

<table>
<thead>
<tr>
<th>TYPE OF SCHOOL</th>
<th>LEVEL OF SERVICE STANDARDS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Elementary</td>
<td>105% of permanent FISH capacity</td>
</tr>
<tr>
<td>Middle</td>
<td>105% of permanent FISH capacity</td>
</tr>
<tr>
<td>Combined Jr./Sr. High</td>
<td>90% of permanent FISH capacity</td>
</tr>
</tbody>
</table>

Policy 8.2.A.5: The County hereby incorporates by reference the Santa Rosa County School District Five-Year Facilities Work Plan, approved by the Santa Rosa County School Board, that includes school capacity sufficient to meet anticipated student demands projected by the County and municipalities, in consultation with the School Board’s projections of student enrollment, based on the adopted level of service standards for public schools.
Policy 8.2.A.6 • The 5-year schedule of improvements ensures the level of service standards for public school are achieved and maintained within the period covered by the 5 year schedule of capital improvements, annual updates to the schedule shall ensure levels of service standards are achieved and maintained within each year of subsequent 5 year schedule of capital improvements. The updated 5 year District Facilities Work Plan shall be sent to the County no later than October 1st of each year for incorporation into the County’s Capital Improvements Element.

Policy 8.2.A.7 • Santa Rosa County will update its Capital Improvements schedule on an annual basis by December 1st, to incorporate the upcoming five years of the School Board’s District Facilities Work Program. Santa Rosa County and the Santa Rosa County School Board will coordinate during updates or amendments to the Santa Rosa County Comprehensive Plan and updates or amendments for long-range plans for School Board facilities.

Policy 8.2.A.8 • The County and School Board will work together in maintaining the adopted levels of service to ensure financial feasibility of the County’s Capital Improvements Program and the School Board’s District Facilities Work Program.

Table 8-1 Five Year Schedule of Capital Improvements FY 2016 – 2020

<table>
<thead>
<tr>
<th>Project</th>
<th>Description</th>
<th>Consistent with Comprehensive Plan</th>
<th>Anticipated Cost</th>
<th>Revenue Source</th>
<th>Year</th>
<th>Funding Status</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Transportation</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>US 90/98 Corridor Management Plan Update</td>
<td>Plan for median improvements on US 90/98</td>
<td>Yes</td>
<td>$150,000</td>
<td>Federal and state</td>
<td>FY 2017-2021</td>
<td>Scheduled</td>
</tr>
<tr>
<td>Traffic signal timing</td>
<td>Traffic signal timing on arterial approximately every five years</td>
<td>Yes</td>
<td>$300,000</td>
<td>Federal and state</td>
<td>FY 2015 – 2020</td>
<td>Funded and scheduled</td>
</tr>
<tr>
<td>Advanced traffic management system</td>
<td>Phase I of Intelligent Transportation System (ITS) on arterials in Escambia and Santa Rosa Counties</td>
<td>Yes</td>
<td>$9,422,000 total shared with Escambia County</td>
<td>Federal and state</td>
<td>FY 2016-2020</td>
<td>Deferred</td>
</tr>
</tbody>
</table>

For transportation projects in the FDOT FY 2017-2021 Work Program, funds are only appropriated for 2017. Beyond 2017, funds are scheduled.
<table>
<thead>
<tr>
<th>Project</th>
<th>Description</th>
<th>Consistent with Comprehensive Plan</th>
<th>Anticipated Cost</th>
<th>Revenue Source</th>
<th>Year</th>
<th>Funding Status</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bagdad Heritage Trail Sidewalks</td>
<td>new sidewalk to an existing boardwalk on the Blackwater Heritage Trail at Jasmine Street, then run west to Susan Street, and South to Walker Street which will connect to the existing sidewalk network in the area</td>
<td>Yes</td>
<td>$132,795</td>
<td>$132,795</td>
<td>FY 2016</td>
<td>Federal and State Funded</td>
</tr>
<tr>
<td>SR 4 Sidewalks in Jay</td>
<td>Sidewalk on the west side of Spring Street from School Street to Mildred Street</td>
<td>Yes</td>
<td>$736,000</td>
<td>Federal and state</td>
<td>FY 2017-2021</td>
<td>Funded</td>
</tr>
<tr>
<td>King Middle School Connection</td>
<td>5 ft sidewalk on northside of Rosasco St. from SR 89 to SR 87 and 5 ft sidewalk on Byrom St from Rosasco St. to Magnolia St.</td>
<td>Yes</td>
<td>$354,963</td>
<td>$283,000</td>
<td>FY 2016 PE  FY 2019 CST</td>
<td>Federal and State Funded</td>
</tr>
<tr>
<td>Glover Lane</td>
<td>5 ft sidewalk on the west side of Glover Lane from Hamilton Bridge Road to Hobbs Middle School</td>
<td>Yes</td>
<td>$295,000</td>
<td>$295,000</td>
<td>FY 2016 PE  FY 2019 CST</td>
<td>Federal and State Funded</td>
</tr>
<tr>
<td>Hamilton Bridge Road from Spencer Field to Emerald Drive</td>
<td>5 ft sidewalk on the North side of Hamilton Bridge Road.</td>
<td>Yes</td>
<td>$597,924</td>
<td>$200,000 - Federal/state $397,924 - Local Match</td>
<td>FY 2017 PE  FY 2018-2019 CST</td>
<td>Federal/ State Funded</td>
</tr>
<tr>
<td>Project</td>
<td>Description</td>
<td>Consistent with Comprehensive Plan</td>
<td>Anticipated Cost</td>
<td>Revenue Source</td>
<td>Year</td>
<td>Funding Status</td>
</tr>
<tr>
<td>----------------------------------------------</td>
<td>------------------------------------------------------------------------------</td>
<td>-----------------------------------</td>
<td>------------------</td>
<td>------------------------------</td>
<td>---------------</td>
<td>-------------------</td>
</tr>
<tr>
<td>Old Bagdad Hwy from Avalon Blvd to Parkmore Plaza</td>
<td>5 ft sidewalk on the North side of Old Bagdad Hwy and north on the east side of Parkmore Plaza.</td>
<td>Yes</td>
<td>$30,000</td>
<td>Federal and State</td>
<td>FY 2018 PE</td>
<td>Scheduled</td>
</tr>
<tr>
<td>Watkins Street Extension</td>
<td>Extend Watkins Street from its southern terminus to Sterling Way</td>
<td>Yes</td>
<td>$3,200,000</td>
<td>Developer contribution</td>
<td>FY 2020</td>
<td>Unfunded</td>
</tr>
<tr>
<td>Navarre Community Access Road</td>
<td>Feasibility study to connect existing roads north of US 98 from Edgewood Drive to east of Panhandle Trail including crossing over Williams Creek</td>
<td>Yes</td>
<td>$500,000</td>
<td>Half TRIP &amp; Half Local Match</td>
<td>FY 2017-2018</td>
<td>Scheduled</td>
</tr>
<tr>
<td>I-10 from Escambia Bay Bridge to Avalon Blvd.</td>
<td>6-laning - Add Lanes and reconstruct</td>
<td>Yes</td>
<td>$47,043,493</td>
<td>Federal and state</td>
<td>FY 2015</td>
<td>Funded</td>
</tr>
<tr>
<td>SR 87 from 2 miles south of the Yellow River to CR 184</td>
<td>4-laning - Add Lanes and reconstruct</td>
<td>Yes</td>
<td>$34,259,000</td>
<td>Federal and state</td>
<td>FY 2016</td>
<td>Funded</td>
</tr>
<tr>
<td>SR 87 from Eglin AFB to 2 miles south of the Yellow River</td>
<td>4-laning - Add Lanes and reconstruct</td>
<td>Yes</td>
<td>$18,367,000</td>
<td>Federal and state</td>
<td>FY 2015</td>
<td>Funded</td>
</tr>
<tr>
<td>US 98 from Bayshore Road to Portside Drive</td>
<td>ROW for future 6 -laning</td>
<td>Yes</td>
<td>$1,090,000</td>
<td>Federal and state</td>
<td>FY 2017</td>
<td>Funded and scheduled</td>
</tr>
<tr>
<td>Project Description</td>
<td>Consistent with Comprehensive Plan</td>
<td>Anticipated Cost</td>
<td>Revenue Source</td>
<td>Year</td>
<td>Funding Status</td>
<td></td>
</tr>
<tr>
<td>---------------------</td>
<td>-------------------------------------</td>
<td>------------------</td>
<td>----------------</td>
<td>------</td>
<td>----------------</td>
<td></td>
</tr>
<tr>
<td>US 98 from Portside Drive to Okaloosa County Line PD&amp;E for future 6 -laning</td>
<td>Yes</td>
<td>$2,244,000</td>
<td>Federal and state</td>
<td>FY 2016</td>
<td>Funded</td>
<td></td>
</tr>
<tr>
<td>US 90 from Escambia County line to Glover Lane PD&amp;E for future 6 -laning</td>
<td>Yes</td>
<td>$2,828,000</td>
<td>Federal and state</td>
<td>FY 2016</td>
<td>Funded</td>
<td></td>
</tr>
<tr>
<td>CR 399 – East Bay Blvd Multi-use path</td>
<td>Yes</td>
<td>$986,426.00</td>
<td>Local impact fees</td>
<td>FY 2016</td>
<td>Funded</td>
<td></td>
</tr>
<tr>
<td>SR 87 S and SR 87N Connector Preliminary Engineering for New Alignment</td>
<td>Yes</td>
<td>$7,874,000</td>
<td>Federal and State</td>
<td>FY 2019</td>
<td>Scheduled</td>
<td></td>
</tr>
<tr>
<td>CR 182 / SR 89 Turnlanes</td>
<td>Yes</td>
<td>$305,875</td>
<td>Local impact fees</td>
<td>FY 2017</td>
<td>Funded</td>
<td></td>
</tr>
</tbody>
</table>

**Water Supply**

<table>
<thead>
<tr>
<th>Project Description</th>
<th>Consistent with Comprehensive Plan</th>
<th>Anticipated Cost</th>
<th>Revenue Source</th>
<th>Year</th>
<th>Funding Status</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pace Water System Various Water Main Upgrades for Fire Suppression</td>
<td>Yes</td>
<td>Unavailable</td>
<td>Pace Water System</td>
<td>FY 2015-2020</td>
<td>Unavailable</td>
</tr>
<tr>
<td>Pace Water System Water Meter Upgrades</td>
<td>Yes</td>
<td>Unavailable</td>
<td>Pace Water System</td>
<td>FY 2015-2020</td>
<td>Unavailable</td>
</tr>
<tr>
<td>Pace Water System Asbestos Pipe Replacement</td>
<td>Yes</td>
<td>Unavailable</td>
<td>Pace Water System</td>
<td>FY 2015-2020</td>
<td>Unavailable</td>
</tr>
<tr>
<td>Pace Water System Install PRV’s in Existing Waterlines</td>
<td>Yes</td>
<td>Unavailable</td>
<td>Pace Water System</td>
<td>FY 2015-2020</td>
<td>Unavailable</td>
</tr>
<tr>
<td>Bagdad Garcon Point System Wide Meter Upgrades</td>
<td>Yes</td>
<td>$800,000</td>
<td>Grants</td>
<td>2015-2019</td>
<td>Grant Submitted</td>
</tr>
<tr>
<td>City of Milton Wastewater Treatment Plan</td>
<td>Yes</td>
<td>$30,000,000</td>
<td>Still Pending</td>
<td>2015-2019</td>
<td>Unfunded</td>
</tr>
<tr>
<td>Midway Rehabilitation to Improve Fire Protection</td>
<td>Yes</td>
<td>$750,000</td>
<td>CDBG</td>
<td>2015-2019</td>
<td>Grant Submitted</td>
</tr>
<tr>
<td><strong>Project</strong></td>
<td><strong>Description</strong></td>
<td><strong>Consistent with Comprehensive Plan</strong></td>
<td><strong>Anticipated Cost</strong></td>
<td><strong>Revenue Source</strong></td>
<td><strong>Year</strong></td>
</tr>
<tr>
<td>------------------------</td>
<td>----------------------------------------------------------------------------------</td>
<td>----------------------------------------</td>
<td>----------------------</td>
<td>-------------------------------------------------</td>
<td>-----------------</td>
</tr>
<tr>
<td>Navarre Beach</td>
<td>Upgrade Well House #2</td>
<td>Yes</td>
<td>$500,000</td>
<td>Navarre Beach Water/Sewer System</td>
<td>2015-2019</td>
</tr>
<tr>
<td>Recreation</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Navarre Park</td>
<td>Navarre Park Improvements</td>
<td>Yes</td>
<td>$400,000 (200,000 grant and 200,000 match)</td>
<td>Land and Water Conservation Fund</td>
<td>FY 2016</td>
</tr>
<tr>
<td>Floridatown Park</td>
<td>Floridatown Park Improvements</td>
<td>Yes</td>
<td>$50,000</td>
<td>Florida Recreation Development Assistance Program (FRDAP)</td>
<td>FY 2016-2017</td>
</tr>
<tr>
<td>Godwin Connector Trail</td>
<td>An 1,100 ft. long, 12 ft wide asphalt multi-use trail connecting Soundside Drive and Madura Lane</td>
<td>Yes</td>
<td>$203,076.20 (127,510.20 grant and 75,566.00 match)</td>
<td>FDEP – Florida Recreational Trails Program</td>
<td>FY 2016</td>
</tr>
<tr>
<td>Environmental</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Navarre Beach Restoration Project</td>
<td>Beach Re-Nourishment for 4.1 miles on Navarre Beach</td>
<td>Yes</td>
<td>$18,400,000</td>
<td>USACE FEMA Local</td>
<td>FY 2015-2018</td>
</tr>
</tbody>
</table>
9.0 Intergovernmental Coordination Element Supporting Documentation

9.1 Introduction

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

9.2 Relationship to Other Elements of the Comprehensive Plan

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

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

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

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

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

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

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

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

9.3 Key Interlocal Agreements and Other Formal Coordination Mechanisms

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

9.3.1 Santa Rosa County Agreements with Federal Agencies

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

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

9.3.2 Coordination with Regional Agencies

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

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

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

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

**Formal Coordination Mechanisms**

- **Local Emergency Planning:** The WFRPC serves as staff to the District I Local Emergency Planning Committee (LEPC). With financial assistance from the State, the LEPC provides education and training for emergency fire and rescue and other personnel involved in responding to accidents that may involve hazardous materials.

- **Intergovernmental Coordination and Review:** As the regional clearinghouse for federally funded projects, the WFRPC reviews proposed grant applications to ensure consistency with the comprehensive plans of local governments and the strategic plans of the region. This process of review helps to avoid and/or mitigate potential impacts to other entities and it reduces duplication and conflict with other area programs. In the event conflicts arise or are identified, the WFRPC provides a voluntary dispute resolution program.

- **Transportation Disadvantaged Program:** Serving as the Designated Official Planning Agency for the seven counties in the west Florida region, the Council conducts planning studies in order to coordinate and increase transportation services to low-income individuals, elderly individuals, and persons with disabilities.

- **Local Government Comprehensive Plan:** The Council is responsible for reviewing local government comprehensive plans and plan amendments for consistency with other local governments and the applicable strategic regional policy plan.

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

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

• An agreement to conduct the annual Small Quantity Hazardous Waste Generator Program in Santa Rosa County.

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

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

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

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

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

9.3.4 Coordination with Adjacent Counties

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

• Agreement authorizing the Escambia County Housing Authority to operate and issue bonds for single family mortgage loans in Santa Rosa County.
Agreement with Escambia County, City of Pensacola, City of Gulf Breeze and the City of Milton admitting the City of Milton into the Bay Area Resource Council (BARC).

Agreement with Walton County, Okaloosa County, City of Destin, City of Fort Walton Beach, City of Freeport, City of Mary Esther, City of Niceville and the City of Gulf Breeze creating the Walton/Okaloosa/Santa Rosa Regional Utility Authority.

Agreement with Escambia and Okaloosa Counties to employ combined resources in response to events where great loss of life and property occurs, i.e., plane crash.

Agreement between Florida, Alabama and Georgia to provide mutual assistance in the event of natural disasters (hurricanes, tornadoes, floods, etc.).

Statewide Mutual Aid Agreement with other fire and rescue personnel for catastrophic disaster response and recovery.

9.3.5 Coordination with Municipalities

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

City of Milton

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

Town of Jay

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

City of Gulf Breeze

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

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

9.4 Coordination with the Santa Rosa County School Board

9.4.1 Existing Facilities

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

9.4.2 Interlocal Agreement for Public School Facilities

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

9.5 Coordination with Authorities, Special Districts and Advisory Committees

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

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

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

9.5.1 Operating Authorities

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

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

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

9.5.2 Special Districts
Avalon Beach/Mulat Fire Protection District
Purpose: To provide fire control and prevention.
Status: Independent.
Board Selection: A board is elected by residents of their district.
Revenue Source: The board can levy assessments or millage within the district.

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

Midway Fire Protection District
Purpose: To provide fire control and prevention.
Status: Independent.
Board Selection: A board is elected by residents within the district.
Revenue Source: The board can levy assessments or millage within the district.
**Blackwater Soil and Water Conservation District**

**Purpose:** To provide technical assistance to agricultural producers, local government agencies and property owners in making land use decisions. In addition, it encourages practices that conserve soil and water while maintaining or improving production.

**Status:** Dependent.

**Board Selection:** The District is composed of five (5) supervisors who are non-salaried, locally elected public officials. The members work with the USDA, Natural Resources Conservation Service (formerly known as the Soil Conservation Service), to protect and improve land and water resources within the County.

**Revenue Source:** Funded by the U.S. Department of Agriculture and Santa Rosa County.

9.5.3 Citizen Advisory Committees

**Bagdad Architectural Advisory Board (AAB)**

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

**Santa Rosa County Building Code Board of Adjustments and Appeals**

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

**Santa Rosa County Zoning Board**

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

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

**9.6 Coordination with Utility Companies**

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

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

Objective 9.1.A: To coordinate this Plan with the plans of the Santa Rosa County School Board, other units of local government providing services but not having regulatory authority over the use of land, the municipalities within the county, and with adjacent counties.

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

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

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

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

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

(D.) Activities having extra-jurisdictional impacts;

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

(F.) Expected impacts of development;

(G.) Notification of affected jurisdictions;

(H.) Measures to mitigate impacts of development;

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

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

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

Policy 9.1.A.3: The County shall disseminate information on developments in Santa Rosa County that may impact upon adjacent local governments and shall require the notification of affected jurisdictions of proposed development in cases where the proposed development would impact the infrastructure of another local government.
Policy 9.1.A.4: The County shall utilize the TPO, and meetings with the FDOT, state environmental permitting agencies, adjacent counties and municipalities, and any local entity having responsibilities in providing facilities and services concurrent with the impacts of development, to exchange information and coordinate adopted levels of service standards.

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

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

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

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

Policy 9.1.B.2: The County shall assess projected water needs and sources for at least a ten year planning period as part of creating and maintaining a Water Supply Facilities Work Plan (Work Plan) within the Potable Water Element. Capital projects planned during the first five years of the Work Plan shall also be shown in the Capital Improvements element. The Work Plan shall address each major type of water supply project – groundwater use optimization, conservation, reuse, and development of alternative water supply sources and water resources. For each project type, a detailed description of the project schedule, major activities and capital projects shall be provided and updated, as necessary.

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

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

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

**Objective 9.1.C** • To coordinate the impacts of development proposed by this Plan upon development in adjacent municipalities, counties, the region, and the state during the planning time frame covered by this Plan. Ensure Santa Rosa County’s participation and cooperation in regional level planning and economic development based organizations and activities, recognizing that the overall growth and development of the region has an impact on Santa Rosa County.
Policy 9.1.C.1 • The County shall maintain its membership on the West Florida Regional Planning Council, the Transportation Planning Organization, and other active multi-regional and multi-jurisdictional bodies such as the Strategic Partnership Committee, the Okaloosa County Comprehensive Plan Committee, and the Bay Area Resource Council.

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

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

Policy 9.1.C.4 • The County shall continue to maintain information on level of service standards.

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

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

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

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

1. Joint meetings;
2. Student enrollment and population projections;
3. Coordinating and sharing of information;
4. School site analysis;
5. Supporting infrastructure;
6. Education Plant Survey and Five-Year District Facilities Work program;
7. Co-location and shared use;
8. Implementation of school capacity related Future Land Use Map amendment review criteria, including levels of service standards, service areas, and proportionate-share mitigation;

9. Oversight process; and

10. Resolution of disputes.

Policy 9.1.D.3: The County shall include a representative of the school district, appointed by the School Board, as a nonvoting member of the local planning agency, as required by Section 163.3174, F.S.