

## INTRODUCTION

The City of Gulf Breeze Comprehensive Plan 2025 is divided into three volumes: Volume I, Policy Document; Volume II, Adopted Maps Atlas; and Volume III, Technical Document. The Policy Document contains the goals, objectives and policies for each element, the Capital Improvements implementation program, and the Comprehensive Plan monitoring and evaluation procedures. The Adopted Maps Atlas includes all maps required by statute to be adopted. This volume, the Technical Document, contains the technical support data and analyses that form the basis for the various elements of the plan.

In accordance with the applicable requirements of Chapter 163, Florida Statutes (F.S.) and Rule 9J-5, Florida Administrative Code (F.A.C.), the Policy Document contains the following sections of the Comprehensive Plan, which are adopted by the Gulf Breeze City Council:

- The Administration and Implementation Element, including procedures for monitoring and evaluation of the plan; the Concurrency Management System, and public participation procedures, contained in Chapter 2
- The Goals, Objectives and Policies, contained in Chapters 3 through 12, which are the primary mechanism for implementation of the comprehensive plan ; and
- The Plan Adoption Ordinance, contained in Appendix A.

## ADMINISTRATION

The Gulf Breeze City Council is established as the Local Planning Agency whose duties are as specified in Section 163.3174, F.S. Further duties and responsibilities may be specified in the Gulf Breeze Land Development Code, Ordinance No. 10-93, as amended. The City Council will designate such City departments, committees, consultants or persons to prepare or assist in the preparation of the comprehensive plan, amendments thereto or any other land development regulations as it may deem appropriate. The Local Planning Agency shall administer the Comprehensive Plan with the assistance of persons or departments so designated by the City Council. The Local Planning Agency shall make final recommendations to the City Council for their consideration and action.

## DEFINITIONS

The definitions found in Chapter 163, Part II, Florida Statutes, and Rule 9J-5, Florida Administrative Code, are included in the Policy Document by reference. The Gulf Breeze Land Development Code, Ordinance 10-93, as amended, will contain any other specific definitions germane to land development regulations referred to in the various elements of the Comprehensive Plan. There may be other definitions contained in the various elements of the Comprehensive Plan. Unless the context clearly indicates otherwise, singular words include the plural, person or man includes both genders, and words not otherwise defined shall have those meanings commonly and customarily ascribed to them and as can be found in any standard dictionary reference books.

## PLANNING TIMEFRAME

The timeframe for planning used in this comprehensive plan is for the years 2010 through 2025, with a five-year time frame for the Capital Improvements Element beginning with the Fiscal Year 2010/2011.

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## ADMINISTRATION AND IMPLEMENTATION

The Local Government Comprehensive Planning and Land Development Act Section 163.3161, Florida Statutes (F.S.) was created “to utilize and strengthen the existing role, processes, and powers of local governments in the establishment and implementation of comprehensive planning programs to guide and control future development.” This is to be accomplished through a comprehensive planning document that meets the requirements of Senate Bill 360, Section 163.3177, F.S. and Rule 9J-5, Florida Administrative Code (F.A.C.) by incorporating elements with corresponding goals, objectives and policies. The purpose of the plan and its corresponding elements is to spread awareness and support by painting a “big picture” concept of the growth management challenges and successes facing the state on a local level. Of these elements, the following are required:

- Future Land Use
- Transportation
- Housing
- Infrastructure (Sanitary Sewer, Solid Waste, Stormwater Management, Potable Water and Natural Groundwater Aquifer Recharge)
- Coastal Management
- Conservation
- Recreation and Open Space
- Public School Facilities
- Intergovernmental Coordination
- Public School Facilities

In addition to the data and analysis, consistency, financial feasibility and coordination within an orderly and balanced framework are other aspects that must be addressed in all elements and the overall planning process. All of these components, including the visioning process, are included to illustrate to all that the City of Gulf Breeze is truly a sustainable community focused on its hometown character, natural environment and high quality of family life.

### SHORT TITLE

The City of Gulf Breeze Comprehensive Plan shall be known and may be cited as the Plan. The City of Gulf Breeze shall be known and may be cited as the City. The Evaluation and Appraisal Report shall be known and cited as the EAR. All references contained in this document or in any ordinance, resolution or other document of the City of Gulf Breeze, in relation to The City of Gulf Breeze Comprehensive Plan and Evaluation Appraisal Report, shall mean the Plan and EAR, respectively. All references contained in this document to the City of Gulf Breeze, in name only, shall mean the City.

### PURPOSE

*Pursuant to Section 163.3161 and Section 163.3177, Florida Statutes, and Chapter 9J-5 of the Florida Administrative Code*

Incorporated in 1961, Gulf Breeze, Florida is a waterfront community with a 2010 population of 5,7965,763 that prides itself on its fine small town character, quality education, excellent local government and a multitude of waterfront activities. It is located on the end of the Fairpoint peninsula in Santa Rosa County separated on the north by a three-mile bridge across Pensacola Bay from the City of Pensacola and on the south by Bob Sikes Bridge over Santa Rosa Sound to

Pensacola Beach. On the east, landward up the peninsula is the 1,329 acre Naval Live Oaks of the Gulf Islands National Seashore. The geographical location of the City dictates a unique environment that fosters the small town character sought after by its current and future residents.

In keeping with its intended character, the City has always been community-oriented in its design throughout every stage of growth. This is reflected through its initial residential and recreational layout and its subsequent municipal land use planning regulations. As State regulations continue to mandate smart and sustainable growth decision-making to be administered by municipalities, Gulf Breeze has had very little or no challenges complying with these requirements as they are enacted. The Local Government Comprehensive Planning and Land Development Act Section 163.3161, F.S. reinforces the methods that the City has consistently been employing by stating “that its adoption is necessary so that local governments can preserve and enhance present advantages; encourage the most appropriate use of land, water, and resources, consistent with the public interest; overcome present handicaps; and deal effectively with future problems that may result from the use and development of land within their jurisdictions.” These State-identified growth management goals are accomplished through the comprehensive planning process by:

- Mandating local governments to “preserve, promote, protect, and improve the public health, safety, comfort, good order, appearance, convenience, law enforcement and fire prevention, and general welfare;
- Preventing the overcrowding of land to avoid undue concentration of population;
- Facilitation of the adequate and efficient provision of transportation, water, sewer, schools, parks, recreational facilities, housing, and other requirements and services; and
- Conserving, utilizing, sensitively developing and protecting natural resources within their jurisdictions.”

The current Plan was written in 1990 and has not been revised since. The Plan addressed all required statutory regulations at that time through the elements’ goals, objectives and policies. Since then, the City has grown and developed new needs and desires. The Evaluation and Appraisal Report, adopted March 19, 2010, noted this and the need for a complete revision of the comprehensive plan. It also noted the many successes that the City has garnered over the past 20 years as well as challenges it still faces. The Land Development Code was last revised in 2006 reflecting the changes in local needs and state regulations. The Plan will strive to be a strategic document that addresses the needs and aspirations of the community while addressing the requirements of Florida’s growth management program. It provides the City with guidance through tailored goals, objectives and policies that implement the City’s current and future planning needs.

## **VISIONING**

*Pursuant to 163.3177(13), Florida Statutes*

The City of Gulf Breeze embarked upon the tremendous task of revising its 1990 Comprehensive Plan based on the recommendations from the 2010 EAR. A series of visioning workshops was held in 1998 and a set of goals and objectives were established. In 2008, another series of workshops was conducted to evaluate the progress of these goals and objectives. A span of 20 years had come and gone since the comprehensive plan had been evaluated or revised, therefore, recommendations from both the 1998 and 2008 workshops were considered in the development of the vision. Fortunately, several of the workshop participants had attended both series of workshops, in 1998 and 2008. These participants were able to assist with incorporating the current desires of the community based on past achievements and ideas from new residents. A SWOT (Strengths, Weaknesses, Opportunities and Threats) Analysis, adherence to statutory regulations and overall desires for the community shaped the vision statement. Several draft vision statements

were created and ultimately combined for a final statement to be called "Vision 2020." In addition, the City established a mission statement based on past and current visioning information.

### **Mission Statement**

"Gulf Breeze will preserve and enhance its hometown character and natural environment to foster a high quality of family life."

### **Vision 2020**

"Develop a Master Plan to be recognized as the most livable city in America by 2020."

This vision statement reflects core values of the City illustrating that it is a tight-knit community focused on preserving not only its natural beauty but also quality of life through the decades. Many of the same key words and concepts in the 2008 workshops were duplicates of the 1998 series. Not only past but also current residents put these suggestions forth. In fact, the newer residents mentioned that qualities such as safety, recreation, and walkability were the reasons why they chose Gulf Breeze as their home.

Although the attitudes and values reflected in the 1990 comprehensive plan were reflective of the needs of that time, the plan did not directly and succinctly articulate the underlying vision of the community. Therefore, the primary focus for developing and implementing the 2025 comprehensive plan is to ensure that the goals, objectives and policies reflect the City's Vision and Mission Statement for the next 10 years and beyond. The 2025 plan also fulfills current State legislative requirements.

## **CONSISTENCY AND FEASIBILITY**

*Pursuant to Section 163.3177(2), Florida Statutes and Chapter 9J-5.021, Florida Administrative Code*

The EAR was developed with the understanding that all comprehensive plan amendments based on its recommendations must be consistent with current State legislative requirements, complement the plans of surrounding jurisdictions and be financially feasible. Consistency between plan elements is also required in order to identify and avoid duplication of efforts caused by the overlapping nature of some elements. In addition, each element is designed to fulfill the vision of the City through the "...orderly and balanced future economic, social, physical, environmental and fiscal development of the area," pursuant to Section 163.3177(1), F.S. Therefore, implementing development and administrative regulations shall be consistent with the intent of the Local Government Comprehensive Planning and Land Development Regulation Act, Section 163.3161, F.S., in all EAR documents and EAR-based amendments. The EAR recommendations were written in a manner to ensure consistency with:

- The State Comprehensive Plan
- Section 163.3177, 163.3178 and 163.3191, F.S.
- Rule 9J-5, F.A.C
- Northwest Florida Water Management District Water Regional Water Supply Plan
- West Florida Strategic Regional Policy Plan

Financial feasibility of the plan is addressed the Capital Improvements Schedule, and more specifically in the Five-Year Schedule of Capital Improvements, which is required to be updated by December 1st of each year. With the structure of the schedule and the requirement for annual review, feasibility is a key factor in the development of the action sequence defined in the goals, objectives and policies. If these are unattainable, the purpose of the Plan is negated. To ensure

financial feasibility, methods such as the Fiscal Impact Analysis Model (FIAM) or other commonly accepted analyses will be utilized.

## **SUSTAINABILITY**

The ultimate goal of the Plan is to further the development of a sustainable and smart growth community that can ensure that adequate resources are available for present and future generations. As discussed within the 2008 visioning workshops, the City is consistently seeking tangible and intangible resources to continually improve its quality of life for all residents and visitors through its efforts to preserve the environment and provide recreation, safety, agency efficiency, smart growth and economic development programs that enhance the community and its economy.

Sustainability also recognizes the visioning process that the City employs to explore new concepts for the betterment of the City. As time passes, desires and needs change and it is important for the City to adapt to the surrounding internal and external environments. Strategies such as alternative transportation nodes to fit the daily requirements of citizens are able to be pursued in a thoughtful and coordinated manner as a result of forward thinking.

## **GOALS, OBJECTIVES, POLICIES**

All goals, objectives and policies contained within the Plan have been prepared in accordance with the requirements of Chapter 9J-5, F.A.C. and Chapter 163, F.S. Consistent with the requirements of the laws, a goal or goals must be established for each plan element, followed by one or more objectives and subsequent applicable implementation policies. As applied to the comprehensive plan the following definitions apply:

- A Goal is an outcome statement that defines what a community is trying to accomplish both programmatically and organizationally. Goals should be a reflection of the community's vision.
- An Objective is a precise, time-based and measurable action that supports the completion of a goal. Objectives must:
  - Relate directly to the goal
  - Be clear, concise and understandable
  - Be stated in terms of results
  - Be measurable
  - Address major subject areas relating to the goal
- A Policy is an operational action that a community will undertake to implement the goals and objectives.

All goals, objectives and policies should be applied within the context of the overall scope of the Plan in order to realize and achieve the community's vision. Therefore, no objective or policy should be applied in isolation.

### **Goal 1: The Gulf Breeze Comprehensive Plan will be used primarily:**

- As a guide for shaping the City's future;
- As a framework to link the planning and implementation of activities in the City;
- To review development proposals; and
- As a policy document to guide all of the City's activities.

**Objective 1.1:** The City shall continue to maintain a comprehensive planning program throughout each year.

**Policy 1.1.1:** The City shall continue to provide funding for the administration and enforcement of the Plan under the direction of the Community Services Director or such person appointed by the City Manager to be responsible for answering all questions of interpretation, administration and enforcement of the Plan.

**Policy 1.1.2:** The Plan will be administered by the Community Services Department, unless otherwise directed by the City Manager.

**Policy 1.1.3:** The Community Services Director shall work with the staff of other City Departments to ensure that the Plan is implemented and revised on a consistent basis.

**Policy 1.1.4:** The Community Services Department shall prepare and maintain a future land use map and its corresponding amendments that shall be the future land use map for the City upon its adoption by the City Council.

**Policy 1.1.5:** The City shall continue to encourage and provide public participation in all aspects of the comprehensive planning process that also satisfies the requirements within the Florida Statutes concerning public hearings.

**Policy 1.1.6:** The City Council shall adopt public participation policies and procedures for inclusion in the Land Development Code.

**Objective 1.2:** The City shall provide for review and amendment of the Plan in response to State, regional, county and local mandates as needed between EAR cycles and the State required annual revision of the Capital Improvement Element.

**Policy 1.2.1:** The City Council or such person or body appointed by the City Council, is authorized to initiate amendments to the Plan.

**Policy 1.2.2:** The City Manager shall provide and maintain procedures for processing amendments.

**Policy 1.2.3:** Revise the Capital Improvement Element annually and other requirements.

## **MONITORING AND EVALUATION PROCEDURES**

In order to ensure the successful long-term implementation of the goals, objectives and policies of the Plan, the City will monitor this document on a continual basis. This will include the City assessing the individual and cumulative impacts of all proposed plan amendments to determine their degree of consistency with the City's vision.

### **Baseline Data**

The City will review and revise, as needed, the base data contained within the Plan during the preparation of the EAR required every seven years by the Department of Community Affairs (DCA). All data and analysis will be conducted in accordance with the requirements of Chapter 163, F.S. and Rule 9J-5, F.A.C. The focus will be on revising the data and analysis sections directly supporting the goals, objectives and policies of the Plan such as population projections, analysis of the availability of public services and facilities and vacant land analysis within the City.

### **Analysis of Goals, Objectives and Policies**

The EAR will include recommendations for new or modified goals, objectives and policies. These recommendations will be based upon the revised baseline data and an evaluation of the successful achievement of the plan's objectives as outlined below. Unforeseen problems or obstacles relative to each objective will be identified along with remedial actions. At a minimum, the following criteria will be addressed during the evaluation process:

**Data.** Each existing goal, objective and policy related to the City's issues as identified in the visioning workshops will be reviewed to determine its applicability with any new information obtained from the revised baseline data and the like.

**Specificity.** The wording of each current objective and policy will be analyzed to determine if any execution challenges were experienced due to a lack of specific direction within a particular objective and policy. Individual objectives and/or policies will be rewritten to provide a more clear direction.

**Time Frame.** Several objectives and policies identify programs with specific milestones and deadlines for completion. An evaluation shall be performed as to whether these programs have been successfully completed and their implications for the City's comprehensive planning process.

**Implementation Agency.** An evaluation shall be performed as to whether the assignments of specific agencies are still appropriate based upon organizational, program and other factors relating to the City's comprehensive planning process.

### **New Mandates**

Applicable new State, regional and local laws and initiatives shall be reviewed and evaluated to determine their impact upon the Plan, including the need to revise applicable goal, objectives and policies.

### **Evaluation Measures**

Each objective contains evaluation measures within each element of the Plan. The framework for the objectives emphasizes the "achievability" component of Rule 9J-5, F.A.C. definition of objective. When an objective itself is not specifically measurable, the policies underlying the objective are utilized in the evaluation/assessment of progress. The Plan contains policies to ensure compliance with the requirements of the FAC.

### **Coordination on Monitoring and Evaluation**

The Community Services Department shall be responsible for coordination of the monitoring and evaluation of each element of the Plan. It shall review the required portions of the Plan as part of the EAR every seven years to:

- Revise baseline data
- Revise goals, objectives and policies which were not achieved as a result of obstacles or challenges; and
- Include new or modify existing goals, objectives, or policies to correct discovered issues.

The annual update of the Capital Improvements Element will occur following adoption of the City's annual budget.

The Community Services Department shall work with staff of other City Departments to ensure that the adopted components of the Plan are revised as necessary and are consistent with the supporting documentation of the Plan.

## **PUBLIC PARTICIPATION PROCEDURES**

In order to provide for and encourage public participation throughout its comprehensive planning process, the City will adhere to the public participation procedures established by Section 163.3181, F.S. Pursuant to the State of Florida's Growth Management Legislation, these procedures will ensure that the general public and private property owners will be informed and notified of all public meetings regarding amendments to the comprehensive plan and EAR.

These procedures shall ensure that the City will hold all required public hearings and provide ample opportunities for interested parties to provide written and oral comments at the public hearings and consider and respond to such comments. They will also provide real property owners with notice of all official actions that will regulate the use of their property. Prior to the date of a public hearing, the City shall publish legal notice according to the notice procedures outlined in Section 166.041(3)(c)2.b, F.S.

### **Procedures**

A twice-yearly amendment period shall be established by the City in accordance with State Statute requirements. In cases deemed critical by the City Manager, amendments may be presented for approval outside of the twice-yearly amendment period.

Comprehensive Plan Amendments and the EAR shall follow the public participation procedures as established herein. Amendments to the Comprehensive Plan and EAR-based Amendments shall be advertised in accordance with applicable State statutes. Public hearing agendas and minutes will be posted on the City's website.

### **Public Hearings**

#### ***Evaluation and Appraisal Report (EAR)***

The EAR shall be presented and discussed at the following public hearings:

- The City Council, acting as the Local Planning Agency (LPA), shall hold one public hearing during a regular Council meeting or special session, as required by Section 163.3184, F.S., to discuss the EAR and recommend its transmittal to the DCA.
- The City Council shall hold one public hearing to discuss the EAR then may adopt the EAR by resolution and transmit the adopted EAR to the DCA.

#### ***Comprehensive Plan Amendments, Including EAR-based Amendments***

Large Scale Comprehensive Plan Amendments and EAR-based Amendments shall be presented and discussed at the following public hearings, following legal notice published in accordance with Section 166.041(3)(c)2.b, F.S.:

- The City Council, acting as the Local Planning Agency (LPA), shall hold one public hearing during a regular Council meeting or special session, as required by Section 163.3184, F.S., to discuss text and map amendments to the comprehensive plan, and recommend transmittal of the amendment(s) to the DCA.
- The City Council shall hold one transmittal public hearing and first reading of an ordinance adopting the proposed amendments and shall transmit the ordinance to the DCA;

- The City Council shall hold one adoption public hearing and second reading of the ordinance.

Small scale land use plan amendments shall follow the process outlined above, except that transmittal to the DCA is not required. A copy of the final adopted ordinance shall be sent to the State and the West Florida Regional Planning Council for recording purposes only.

#### ***Methods of Public Input***

Drafts of proposed Plan Amendments, the EAR and EAR-based plan amendments are to be made available for public inspection as required by Section 166.041, F.S. The statute does not specify locations or a period of time required for public inspection in advance of the public hearing. The City will make these documents available at City Hall and on the City's website. Adjacent municipalities may request a hard or digital copy to be mailed or emailed.

Written and verbal comments from the public shall be accepted throughout the amendment process and during the preparation of the EAR, both in the public hearings and by direct contact with the Community Services or City Manager Departments. All comments shall be reviewed. All applicable and relevant comments that are beneficial to the City shall be incorporated.

#### ***Administrative Hearing***

An affected person may request an administrative hearing pursuant to Section 120.569 and Section 120.57, F.S. That person shall file the petition no later than 30 days after the public hearing or no later than 30 days after the change or new information is made available to the public, whichever is later. Affected local governments, the DCA, or other affected persons may intervene, according to the procedures provided by the Statute. Aforementioned sections govern all procedures relating to an Administrative Hearing.

### **Monitoring, Updating and Evaluation Procedures**

The City shall adhere to the following monitoring, revising and evaluation procedures to be utilized in the preparation of the EAR:

- The City Council, acting as the LPA, shall solicit public comment in the evaluation and revision of the Plan.
- During the seven-year time frame between EAR submittals, support data shall be informally revised as deemed appropriate and necessary by the Community Services Department. Objectives and policies shall be updated to reflect substantial changes shown by the support data or to address new issues identified during the amendment process.
- At the end of the seven-year time frame, all support data information shall be evaluated and revised to complete and EAR document.

The report shall evaluate the goals, objectives and policies of the plan in terms of:

- Accomplishment and achievement and
- Obstacles or problems

### **Concurrency Management System**

The City's Land Development Code provides the regulatory procedures and processes to ensure that development orders and permits are not issued unless the necessary public facilities and services are available at adopted levels of service, concurrent with the impacts of development or will be available within the specified time frame allowed by the regulations.

A development permit shall only be issued consistent with the Plan and the Land Development Code. The Code provides review criteria intended to implement the goals, objectives and policies of the Plan by providing a mechanism and substantive requirements for the review of development permits, so that such services, facilities and other conditions of approval required from the developer for a development permit shall be installed and completed. The Land Development Code also provides for mitigation to be addressed prior to issuance of a development permit or order.

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## FUTURE LAND USE ELEMENT

Pursuant to Section 163.3177(6), Florida Statutes (F.S.), and Rule 9J-5.006, Florida Administrative Code (F.A.C.), the Future Land Use Element designates future land use patterns as depicted on the Future Land Use Map (FLUM) series and serves as a guide for development that benefits residents by protecting the City's natural character and promoting economic development. It establishes a land use pattern that allows for efficient growth and development, which can be served by adequate public facilities for the current and projected population. To accomplish this, the following must be met:

- Define future land uses and their locations.
- Recognize development trends.

### Goal 1:

**Provide an improved quality of life that balances the natural, physical and economic environment through promotion of a sustainable development pattern that meets the needs of public and private development and redevelopment consistent with adequate levels of service, efficient use of facilities and protection of natural resources.**

**Objective 1.1: Coordinate future land uses with the topography and soil conditions unique to Gulf Breeze and with the availability of facilities and services required to support such development.**

**Policy 1.1.1:** Continue to implement the City's Concurrency Management System, which details procedures whereby facilities and services necessary to serve proposed developments at the adopted level of service (LOS) standards must be confirmed as available concurrent with the impacts of development prior to the issuance of development orders and permits.

**Policy 1.1.2:** Consideration of land use and zoning amendments shall include the relationship of the amendments to the availability of public services and facilities necessary to support proposed densities and intensities.

**Policy 1.1.3:** Require that the owner of any development project be responsible for the provision of sanitary sewer facilities and a stormwater management system that are consistent with soil conditions and natural drainage patterns to the maximum extent possible in compliance with City and State regulations.

**Objective 1.2: Promote the redevelopment and renewal of areas that are exhibiting evidence of decline within the City by implementing programs of the Gulf Breeze Community Redevelopment Agency (CRA) and through participation in County and State community development and housing rehabilitation programs.**

**Policy 1.2.1:** Maintain an active code enforcement program that ensures the maintenance of existing structures and identifies and requires removal of structures that are a hazard to the public health and safety.

**Policy 1.2.2:** Implement the redevelopment plans and programs of the Gulf Breeze CRA as detailed in the *City of Gulf Breeze Community Redevelopment Plan*, adopted in 2009, as amended. Each and every time the Community Redevelopment Plan is mentioned in the FLUE, it shall mean the Community Redevelopment Plan, adopted in 2009, as amended.

**Policy 1.2.3:** Require new development and redevelopment within the CRA to adhere to the *City of Gulf Breeze CRA and Central Business District Design Guidelines*, adopted June 11, 2006, as amended. Each and every time the Design Guidelines are mentioned in the FLUE it shall mean the Design Guidelines adopted June 11, 2006, as amended.

**Objective 1.3:** Land uses that are inconsistent with the FLUM and the character of the City shall be reduced or eliminated over time.

**Policy 1.3.1:** Non-conforming land uses and structures shall be prohibited within the City limits, except as may be essential and necessary to protect the public health and safety, through enforcement of the standards and procedures to ensure the limitations on expansion of non-conforming land uses and as set forth in the Land Development Code (LDC).

**Policy 1.3.2:** Consistency with the character of adjacent land use districts shall be reviewed during land use plan amendments or rezoning requests, considering potential maximum densities, intensities and the manner in which the land uses on the FLUM and zoning districts result in an appropriate transition of uses, densities and intensities.

**Policy 1.3.3:** Determination of inconsistent character shall be included in the review and approval of both new development and redevelopment; however, incompatibility alone will not prohibit the development, provided that techniques including, but not limited to, the following are defined and adopted in the LDC and applied to a proposed development to wholly or partially mitigate the inconsistencies:

- Variable buffers, combining land and landscaping to achieve adequate separation of uses, appropriate open space, reduction of potential noise, light and glare, and screening of physical features of a proposed development;
- Variable setbacks, based upon degree of difference in proposed density, intensity, scale, mass or height;
- Placement and effective screening or shielding of site features such as lights, signs, dumpsters, loading areas, parking areas, outdoor storage or other features with potential negative impacts;
- Effective transitions of on-site densities, intensities, scale, mass or height; and
- Other innovative site design features that strive to achieve compatibility and effectively mitigate potential negative impacts.

**Policy 1.3.4:** The City has established zoning districts and regulations in its LDC that further implement the goals, objectives and policies of the comprehensive plan and the FLUM including:

- Regulations and performance standards that address the use of land in the City's zoning district provisions;
- Subdivision and master planning of land, including transportation and utility infrastructure, and provision of open space;
- Protection of environmental resources and areas subject to seasonal or periodic flooding;
- Design of on-site traffic flow, considering adequate parking facilities;
- Landscape, buffer and screening regulations; and
- Regulations for signage.

**Objective 1.4:** The City shall discourage the proliferation of urban sprawl through a future land use pattern that promotes orderly, compact development and the provision of energy-efficient public facilities and services that minimize costs and environmental impacts.

**Policy 1.4.1:** Coordinate with Santa Rosa County to establish joint policies regarding provision, location and expansion of urban services and facilities.

**Policy 1.4.2:** Adhere to the Public Schools Interlocal Agreement executed in October 2008, as amended, for siting of public school facilities and coordination on population projections.

**Policy 1.4.3:** Prioritize the funding of capital improvement projects in a manner that generally assigns priority to the renewal, reuse and/or rehabilitation of existing facilities or the replacement of existing obsolete or worn out facilities, as a preferred alternative to new construction.

**Policy 1.4.4:** The City shall encourage infill development through the use of higher density and higher intensity land use designations and mixed-use designations in areas desirable for infill development, and through the use of development incentives such as density bonuses, job creation, targeted business relocation bonuses and targeted redevelopment programs.

**Objective 1.5:** Ensure that future development and redevelopment activities occur in an orderly manner and in a pattern that promotes energy conservation, based on the future land uses assigned to appropriate areas of the City on the adopted Future Land Use Map (FLUM).

**Policy 1.5.1:** The adopted FLUM (**Map 3.1, Volume II, Adopted Maps Atlas**) contains and identifies appropriate locations for the land use categories, hereby established at the densities and intensities shown on the following table.

Future Land Use Categories	<u>Percentage Res/Com Use</u>	Maximum Density/Intensity <sup>(1)</sup>
Conservation (CNS)	<u>N/A</u>	N/A
Parks/Recreation (P/R)	<u>N/A</u>	0.25 FAR
Public Facilities/Institutional (PF/I)	<u>N/A</u>	1.0 FAR
Low-Density (LDR)	<u>95% / 5%</u>	1-4 du per acre <sup>(2)</sup>
Medium-Density (MDR)	<u>95% / 5%</u>	5-10 du per acre
High-Density (HDR)	<u>95% / 5%</u>	11-25 du per acre
Neighborhood Business (NB)	<u>10% / 90%</u>	1-10 du per acre/0.5 FAR
Commercial	<u>15% / 85%</u>	5-30 du per acre/2.0 FAR

<sup>(1)</sup> Density is based on gross square feet of parcel

<sup>(2)</sup> DU means dwelling unit and only applies to categories that permit residential uses

<sup>(3)</sup> FAR=Floor Area Ratio (square footage of total building area/square footage of parcel. In calculating the FAR, the square footage of the total building area shall include the square footage of all private parking garages.)

**Policy 1.5.2:** All development and redevelopment located within the Gulf Breeze CRA other than single-family detached dwellings and duplexes will be subject to the requirements established in Policy 1.3.3 relating to mitigation of compatibility issues, and shall undergo a review process that requires compliance with the City of Gulf Breeze *CRA and Central Business District Design Guidelines*.

**Policy 1.5.3:** The following uses are allowed in all land use categories except for the Conservation category and unless specifically prohibited in any other individual category, subject to standards and criteria set forth in this Plan and in the LDC:

- Accessory uses customarily incidental to the primary permitted use(s);
- Churches, schools, parks and open space, municipal facilities and other civic and cultural uses that don't meet the thresholds set within specific land use categories; and
- Minor public utilities such as telephone switching stations, lift stations, drainage infrastructure, small scale electrical generating and distribution facilities, and similar facilities.

**Policy 1.5.4: Conservation Land Use Category (CNS).** The conservation land use category is established for the long-term protection and preservation of publicly-owned lands that contain environmentally sensitive natural resources, such as wetlands, floodplains and unique ecological communities. Passive open space and passive recreational activities shall be the only uses allowed in the conservation category, limited to resource-enhancing facilities such as multi-purpose trails, bike paths and natural area land restoration projects. Interactive areas/facilities may be allowed as long as they are provided and managed consistent with goals, objectives and policies of this element as well as the goals, objectives, policies, standards and criteria set forth in the Conservation Element.

- Lands designated as conservation on the FLUM may be counted toward meeting the adopted level of service standards for recreation and open space for the City.
- The City shall have the option of obtaining a conservation easement from private property owners to protect environmentally sensitive natural resources. Areas covered by a conservation easement shall be permitted the same land use activities as areas designated conservation land use on the FLUM. Regulations shall be included by March 2011 in the LDC to establish the process for conservation easements.

**Policy 1.5.5: Parks/Recreation Land Use Category (P/R).** The parks and recreation land use category is established to provide sufficient space for public parks for active and passive recreation use. The P/R land use category is intended to accommodate existing public parks and recreation areas as well as committed public and semi-public open spaces. The maximum height for all structures within the P/R category is 35 feet.

**Policy 1.5.6: Public Facilities/Institutional Land Use Category (PF/I).** Areas delineated on the FLUM as PF/I land use are established to accommodate public and semi-public services including government administration buildings; public schools and not-for-profit educational institutions; public hospital facilities and health care units; arts, cultural or civic facilities; essential public services and facilities; cemeteries; fire and emergency operation facilities; utilities; public and semi-public open spaces and other similar uses meeting threshold sizes established herein.

- The maximum height for all structures within the PF/I category is 35 feet.
- Churches and religious institutions on parcels greater than two acres shall be designated as public facilities/institutional future land use category on the FLUM, otherwise these uses are allowed in any land use category.
- The City shall monitor the need for increased land area for public/institutional uses and shall ensure that this land use designation on the FLUM is expanded to accommodate the development of public and semi-public facilities such as government administration buildings; fire, police and rescue services; educational institutions and similar public uses.

**Policy 1.5.7: Low-Density Residential (LDR).** Areas delineated on the FLUM as LDR land use shall accommodate a maximum density of up to four (4) dwelling units per acre and shall be comprised of single-family detached homes on individual lots. The maximum height for all structures within the LDR category is 35 feet. Accessory residential uses (i.e., garage apartments) are permitted in the low-density future land use category, subject to standards and performance criteria set forth in the LDC that assures neighborhood character will not be adversely impacted and that infrastructure requirements, including adequate parking, are met.

**Policy 1.5.8: Medium-Density Residential (MDR).** Areas delineated on the FLUM as MDR land use shall accommodate a minimum density of five (5) dwelling units per acre and a maximum density of ten (10) units per acre. Permitted housing types are single-family detached homes, including zero-lot-line and cluster developments, duplexes, townhomes, condominiums and apartments. Nursing homes, assisted living facilities and independent living facilities are also permitted.

- The maximum height for all structures within the MDR category is 35 feet. The LDC shall include performance standards for townhomes, condominiums and apartments that control the location of proposed buildings in relation to the overall dimension of the site, and require that adequate open space is provided, as well as significant landscaping and buffers that will effectively screen these developments from low-density residential zoning districts.
- Condominium or apartment developments of more than 25 units shall provide recreational facilities to meet the needs of the population of the development.

**Policy 1.5.9: High-Density Residential (HDR).** Areas delineated on the FLUM as HDR land use are established to accommodate medium to high density residential development, which includes a variety of housing types such as townhomes, condominiums and apartments. Nursing homes, assisted living facilities and independent living facilities are also permitted.

- The HDR category is not intended for the development of low density, detached, single-family residences. Any existing single-family detached residences will be permitted to remain and shall not be considered a non-conforming use; however, the minimum density for any new residential development is five (5) dwelling units per acre and the maximum density is 25 units per acre.
- The maximum height of all structures in the HDR category is 35 feet.
- The LDC shall include performance standards for townhomes, condominiums and apartments that control the location of proposed buildings in relation to the overall dimension of the site, and require that adequate open space is provided, as well as significant landscaping and buffers that will effectively screen these developments from low-density residential zoning districts.

- Condominium or apartment developments of more than 25 units shall provide recreational facilities to meet the needs of the population of the development.

**Policy 1.5.10: Neighborhood Business (NB).** This land use category is intended to provide for a mixture of low-intensity professional offices and very limited retail shops designed in a way to be compatible with and enhance the general character of the surrounding area. While areas delineated on the FLUM as NB are established primarily to ensure availability of land for small-scale offices and retail, the City also acknowledges the possibility of a certain amount of low to medium density residential development in these areas. The maximum height of all structures in the NB category is 35 feet.

**Policy 1.5.11: Commercial Land Use Category (C).** The C land use category is only allowed within the legal boundaries of the Gulf Breeze CRA and is intended to implement the redevelopment and economic development strategies in the *City of Gulf Breeze Community Redevelopment Plan*. The C category is intended to provide for a mixture of high-quality professional offices, general retail establishments, service businesses, hotels and motels and automobile service and gasoline stations, cultural and tourist facilities, and mixed-use developments. While areas delineated on the FLUM as C are established primarily to ensure availability of land for commerce, the City also acknowledges the possibility of a certain amount of medium to high density residential development in these areas to promote the “urban center” character desired for the CRA.

1. The C category is not intended for the development of low density, detached, single-family residences. Any existing single-family detached residences will be permitted to remain and shall not be considered a non-conforming use; however, the minimum density for any new residential development is five (5) units per acre and the maximum density is 30 units per acre.
2. Nursing homes, assisted living facilities and independent living facilities are permitted in the C category.
3. Although traditional heavy industrial uses are not allowed in the C category, certain industrial-type uses such as warehouses, high technology manufacturing facilities and similar light industrial uses may be considered compatible with the commercial and residential uses in the category, depending on the specific intent and design of the development project.
4. Criteria for the C category may include, but are not limited to, the following:
  - a. A mixed-use development may include a mixture of land uses on the same site and/or in the same building. For a mixed-use building, only offices, retail sales, services and restaurants are permitted on the ground floor.
  - b. The LDC shall include requirements for enhanced landscaping and screening between new development or redevelopment in a mixed-use category and any abutting low-density residential land use categories.
  - c. Unified architectural and streetscape themes are encouraged for all mixed-use developments, provided the themes are consistent with the *City of Gulf Breeze CRA and Central Business District Design Guidelines*.
5. All development within the C category, except for single-family detached residences, shall be required to comply with certain criteria, including but not limited to those listed below, that will be more specifically described in regulations that will be adopted by ~~March–December~~ December 2011 in the LDC, ~~and~~ the *City of Gulf Breeze*

Community Redevelopment Plan, and the City of Gulf Breeze CRA and Central Business District Design Guidelines:

- a. All development shall undergo site plan review for consistency with design guidelines adopted in the *City of Gulf Breeze Community Redevelopment Plan and Central Business District Design Guidelines*;
- b. For all buildings proposed at a height over 35 feet, this site plan review for consistency with design guidelines adopted in the *City of Gulf Breeze Community Redevelopment Plan and Central Business District Design Guidelines* shall include specific review to mitigate any adverse compatibility impacts caused by the additional building height, including:
  - Enhanced landscape buffering;
  - Location of service drives and/or parking areas to mitigate noise and vehicular lights; and
  - Location and type of lighting, signage, dumpsters, etc.
  - Variable buffers, combining land and landscaping to achieve adequate separation of uses, appropriate open space, reduction of potential noise, light and glare, and screening of physical features of a proposed development;
  - Variable setbacks, based upon degree of difference in proposed density, intensity, scale, mass or height;
  - Placement and effective screening or shielding of site features such as lights, signs, dumpsters, loading areas, parking areas, outdoor storage or other features with potential negative impacts;
  - Effective transitions of on-site densities, intensities, scale, mass or height; and
  - Other innovative site design features that strive to achieve compatibility and mitigate potential negative impacts.
- c. By March 2011 the City of Gulf Breeze shall approve an economic development incentive program and amend the Community Redevelopment Plan, as needed, to provide incentives that may be used to foster the relocation or expansion of targeted businesses to Gulf Breeze. This program may include, but not be limited to, development incentives such as targeted business relocation bonuses, job creation financial payments, and job training grants. It shall be the objective of this economic development incentive program to foster the cooperation of government and the private sector by providing an additional tool for the private sector to attract quality tenants with above-average wages that desire well-designed and landscaped quality development.
- d. Based upon research and analysis and at the recommendation of the City Manager, the City Council may also impose reasonable conditions that meet or exceed the compatibility criteria described in Policy 1.3.3 that are intended to mitigate any proven adverse compatibility impacts caused by the additional building height.
- e. Gateway Area Overlay Districts. In order to protect the aesthetic character of the entrances into the City, in addition to meeting the requirements of subsections a through d above, geographic boundaries for gateway overlay districts shall be delineated in the LDC. Within these overlay districts, special regulations on development shall be applied, including prohibition of certain uses permitted in the underlying commercial zoning district(s) and the establishment of special

regulations for buffer, height, and similar performance criteria. Standards shall also be established in the City of Gulf Breeze CRA and Central Business District Design Guidelines for these overlay districts. When establishing the west gateway overlay district the regulations shall specify that within any portion of the C category west of U.S. Highway 98 and north of the Chanteclair Subdivision, no building shall exceed 60 feet in height and any building exceeding 35 feet in height must provide a 250-foot buffer from adjacent residential areas. This buffer area cannot be used for another habitable structure or parking garage, except that ancillary uses such as surface parking, open space, swimming pools, landscaping and landscape features, stormwater areas, and ancillary structures (e.g., gazebos, decks, cabanas, lift stations, fire pits, refuse stations, etc.) shall be allowed within the 250-foot buffer.

**Objective 1.6:** Protect and restore natural and historic resources through identification, classification, planning and management and limitations on use consistent with the degree of protection required. *(Note: There are no existing potable water wells located within the City, nor are any proposed throughout the planning timeframe.)*

**Policy 1.6.1:** Coordinate with the Northwest Florida Water Management District (NFWFMD) in its plans to develop and implement a comprehensive aquifer recharge area protection program and address this in the City's Water Supply Facilities Work Plan, which will be adopted by December 2011 and updated as required.

**Policy 1.6.2:** Require the review and approval of development proposals by the appropriate environmental agencies prior to the issuance of any development permit by the City.

**Policy 1.6.3:** Review the Florida Natural Areas Inventory (FNAI), during the Evaluation and Appraisal process, to update listed species and their habitats in the City.

**Policy 1.6.4:** Require development in identified flood prone areas to be in accordance with the City's Floodplain Management Ordinance. The LDC will continue to implement the FEMA floodplain restrictions by adhering to the Flood Insurance Rate Maps (FIRM), as updated. To prevent duplication of agency requirements for floodplain management, the LDC will be revised, and new definitions included that are consistent with the State and FEMA language.

**Policy 1.6.5:** Environmentally sensitive lands, as designated in the coastal management and conservation elements shall be protected through the process of development, redevelopment, land use plan amendments and changes in zoning. The protection of environmentally sensitive lands shall be accomplished by maintaining provisions in the City's LDC that require one or more best management practices techniques, based on the degree of protection required.

**Policy 1.6.6:** Encourage owners of historically significant housing (i.e. housing over 50 years of age) to apply for and utilize state and federal assistance programs and incentives to redevelop the structure in a manner sensitive to its original character.

**Policy 1.6.7:** The City shall adopt regulations in its LDC by March 2011 that establish the conditions under which development shall require an archaeological survey and processes that will be used for the review of such identified developments

**Policy 1.6.8:** Coordinate with the South Santa Rosa/Escambia Resource Management Plan, as updated, in the implementation of its recommendations.

**Objective 1.7: Development, redevelopment, land use plan amendments and changes to the zoning of a site shall be consistent with the availability of adequate services and facilities, including assurance that land is available for the needed utility facilities and services.**

**Policy 1.7.1:** All development orders or permits, including any redevelopment activities, shall be issued only if there are public facilities and services available with sufficient capacities to maintain the level of service standards concurrent with the impacts of the proposed development. Prior to the issuance of a building permit, the City shall verify that adequate sanitary sewer, potable water, stormwater management and solid waste facilities and services will be available to serve new development no later than the anticipated date of issuance of the certificate of occupancy.

**Policy 1.7.2:** The City of Gulf Breeze has been designated a “Dense Urban Land Area” (DULA) pursuant to Section 163.3164, F.S., and hereby eliminates state mandated transportation concurrency. The City shall monitor transportation as a matter of local law. By July 2011, the City shall adopt land use and transportation strategies to support and fund mobility within the Transportation Concurrency Exception Area (TCEA).

**Policy 1.7.3:** Ensure the availability of suitable land for public services and facilities by requiring dedication of adequate rights-of-way for use as roadways, to provide for potable water, sanitary sewer and stormwater management facilities, and for new construction, service extensions or facility improvements required by utility companies.

**Policy 1.7.4:** Small-scale, site-specific, or off-grid electrical generation systems serving single users or small clusters of users and which use alternative energy sources shall be allowed in all land use categories ~~with~~ the exception of the Conservation category. Such alternative systems shall be allowed to connect to an available electrical energy distribution system to sell excess power to an electric utility provider. All substations adjacent to residential neighborhoods or visible from a public roadway shall be required to provide landscaping and buffering to minimize visual and noise impacts.

**Objective 1.8: Provide the opportunity for use of innovative land development regulations.**

**Policy 1.8.1:** The City shall review its planned unit development provisions in the LDC and make revisions by March 2011, if necessary, to ensure they are consistent with the goals, objectives and policies of the comprehensive plan.

~~**Policy 1.8.2:** Consider and act upon initiatives to allow transfer of development rights and/or other forms of regulatory trade-offs in order to achieve the objectives of the comprehensive plan.~~

~~**Policy 1.8.3:**~~**Policy 1.8.2:** The City shall continue to allow home occupations as long as they do not generate excessive traffic and parking, consistent with the LDC.

**Objective 1.9: Proposed new development, redevelopment and changes in future land use shall be coordinated with the local mitigation strategy and the regional hurricane evacuation study.**

**Policy 1.9.1:** Coastal area population densities shall be coordinated with the ~~1999 Northw~~West Florida ~~RegionalHurricane~~ Evacuation Study 2010, as updated.

**Policy 1.9.2:** The City shall implement the applicable recommendations of the Santa Rosa County Local Mitigation Strategy.

**Objective 1.10:** New development in the City shall comply with “Smart Growth” principles that minimize the emission of greenhouse gases and reduce vehicle miles of travel as opposed to conventional development standards that encourage urban sprawl. The following policies shall be incorporated into the City’s land development regulations by March 2011:

**Policy 1.10.1:** Development in the Gulf Breeze Community Redevelopment Area shall provide pedestrian-friendly street design to encourage walkability. As appropriate based upon size and scale, developments may include high-quality pedestrian networks; designs that encourage a greater use of bicycles, rollerblades, scooters and walking as daily transportation; connectivity to public transit; and a land use mix that demonstrates reduced external trips by encouraging internal trips.

**Policy 1.10.2:** New development and infill development may provide a mix of shops, offices, apartments and homes on site and provide mixed-use within neighborhoods, within blocks and within buildings in the Gulf Breeze Community Redevelopment Area and in planned unit developments.

**Policy 1.10.3:** Promote viable alternative transportation modes, including public transit facilities and connections, sidewalks and bicycle paths as well as, where safety criteria can be met, paths or routes for small electric vehicles.

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## TRANSPORTATION ELEMENT

**Pursuant to Section 163.3177(6)(j), Florida Statutes (F.S.), and Rule 9J-5.019, Florida Administrative Code (F.A.C.),** the Transportation Element addresses the City's existing and future transportation systems, including facilities for automobiles, public transit, bicycles and pedestrians. Transportation system facilities and services should be maintained and developed in a way that achieves the City's vision; therefore, this element provides for the assessment of current and future transportation system needs and enhancements to the community's transportation system by improving the interconnectedness of different modes of transportation, corridor management and connections between neighborhoods and neighboring jurisdictions. It also offers recommendations for public transportation and pedestrian/bicycle facilities to achieve greater multimodal connectivity.

Section 163.3180(5)(a), F.S. states that "...in urban centers transportation cannot be effectively managed and mobility cannot be improved solely through the expansion of roadway capacity, that the expansion of roadway capacity is not always physically or financially possible, and that a range of transportation alternatives is essential to satisfy mobility needs, reduce congestion, and achieve healthy, vibrant centers." The City of Gulf Breeze qualifies as a Dense Urban Land Area (DULA) as defined in Section 163.3164(34) and is designated as a Transportation Concurrency Exception Area (TCEA) pursuant to Section 163.3180 (5)(b)1.a., F.S. Because the City has been designated a TCEA it must adopt into its comprehensive plan land use and transportation strategies to support and fund mobility within the exception area.

The Future Transportation Map Series, **Maps 4.1, 4.2 and 4.3, Volume II, Adopted Maps Atlas,** establish the functional classification of the City's roadway system and its relationship to public transit and pedestrian/bicycling facilities within the City limits.

### Goal 1:

**Promote the development of a financially feasible, safe and energy-efficient multi-modal transportation system that is integrated functionally and aesthetically into the surrounding land use framework and enhances the mobility needs of the City of Gulf Breeze.**

**Objective 1.1: Provide for a safe, convenient, and energy-efficient multi-modal transportation system.**

~~**Policy 1.1.1:** The City has been designated a "Dense Urban Land Area" (DULA) and is exempt from state-mandated transportation concurrency. The City shall monitor transportation as a matter of local law as addressed in this comprehensive plan.~~

**Policy 1.1.1:** The City shall require both new development and substantial redevelopment to provide adequate safe pedestrian facilities on-site, to adjacent sites as practical, and in adjacent right-of-way. Such facilities shall include a direct link between the public sidewalk network and building entrance, lighted sidewalks along both sides of all internal roadways and, as appropriate, on the development side of adjacent roadways. Additionally, mitigation or elimination of existing pedestrian hazards (e.g. upgrading an intersection) may be required, as needed and dependent upon the magnitude of the development or redevelopment project.

**Policy 1.1.2:** Require that new development and infill redevelopment in the Gulf Breeze community redevelopment area provide the minimum vehicular parking spaces adequate to meet the needs of the specific land use, keeping in mind the possibility of sharing parking with adjoining uses if appropriate, and further the pedestrian-friendly character of the redevelopment area by:

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- Where appropriate, locating parking to the side or behind the development to provide pedestrian accessibility to building entrances and walkways to the street, rather than separating the building from the street with parking areas.
  - Providing clearly delineated pedestrian routes through parking lots to safely accommodate pedestrian and bicycle circulation and to minimize potential bicycle/pedestrian and automobile interaction.

**Policy 1.1.3:** When existing City roads are resurfaced or reconstructed or during the design of new City roads, pedestrian and bicycle facilities may be incorporated by providing for wide outside lanes, bicycle lanes, sidewalks, and/or other facilities when the available right-of-way is not physically constrained and when cost and design considerations are not prohibitive. The City shall coordinate with FDOT on improvements to US 98 or SR 399 to ensure that transit, bicycle and pedestrian facilities are incorporated to the maximum extent possible.

**Policy 1.1.4:** Control driveway and road connections through enforcement of regulations in the Land Development Code, such as the requirement for minimum distances between connections, design standards for driveways, minimum spacing and design standards for median cuts, and provisions for joint driveways. These regulations shall be consistent with FDOT's access management policies.

**Policy 1.1.5:** Require the provision of pedestrian and vehicular access to all parts of new development projects, including crosswalks at intersections, pedestrian actuated features at signalized intersections and curb cut sidewalk ramps.

**Objective 1.2: Coordinate the transportation system with the Future Land Use Map (FLUM) and ensure that proposed population densities, housing and employment patterns, and land uses are consistent with the transportation modes and services proposed to serve these areas.**

**Policy 1.2.1:** Review roadway improvements and new construction for consistency with the FLUM.

**Policy 1.2.2:** Applications for future more intense land use amendments or rezonings to more intensive designations shall be accompanied by a transportation impact study analyzing the impacts of the development allowed by the new category on the citywide transportation system.

**Objective 1.3: Protect existing rights-of-way from building encroachment and require the reservation of future rights-of-way to provide for transportation needs within the City.**

**Policy 1.3.1:** Protect existing rights-of-way from building encroachment by continuing to enforce provisions established in the Land Development Code that require:

- Developers to provide for required rights-of-way;
- Building setbacks appropriate to the functional classification of the road; and
- Right-of-way standards appropriate to the functional classification of the road.

**Policy 1.3.2:** Develop and maintain a listing of roadways requiring additional right-of-way to conform to the standards for the different functionally classified roads in the City.

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**Objective 1.4: Coordinate the transportation system with the plans of adjacent jurisdictions and the Florida-Alabama Transportation Planning Organization (TPO), the Northwest Florida Transportation Corridor Authority (NFTCA) and the Florida Department of Transportation (FDOT).**

**Policy 1.4.1:** Continue active membership in the Florida-Alabama TPO to participate in the development of the long-range plan and the transit improvement plan to address regional transportation issues that impact the City of Gulf Breeze.

**Policy 1.4.2:** Review the FDOT Five-year Work Program on an annual basis when updating the Capital Improvements Element to monitor completion of improvements to state roadways in the City or roadways that could potentially impact the City.

**Policy 1.4.3:** Continue to participate in the activities of the NFTCA as it implements projects identified in Phase I of the Master Plan adopted in July 2008 to ensure fair representation of the City's views on regional transportation concerns.

**Policy 1.4.4:** Establish strategies, agreements and other mechanisms with adjacent jurisdictions and appropriate agencies to implement transportation provisions of this element.

**Objective 1.5: Develop strategies through transportation decisions and planning to address the reduction of greenhouse gas emissions, energy conservation and energy-efficient design.**

**Policy 1.5.1:** Require new and infill development and redevelopment when feasible to provide interconnections and access to existing and planned multi-modal transportation facilities, including sidewalks, bicycling and transit facilities.

**Policy 1.5.2:** Coordinate with Escambia County Area Transit (ECAT), when possible, to:

- Address the provision of efficient public transit services based upon existing and proposed major trip generators and attractors;
- Consider a fixed-route service to address transit needs between south Escambia County and south Santa Rosa County;
- Upgrade existing and provide new transit facilities as warranted such as park and ride lots, bus stops, bus shelters and signage.

**Policy 1.5.3:** Coordinate with the West Florida Regional Planning Council, Escambia County, Santa Rosa County and the City of Pensacola to:

- Promote car-pooling opportunities for commuters with the same destination;
- Facilitate bicycle, pedestrian and other non-motorized transportation options; and
- Develop transportation demand management programs to possibly modify peak hour travel demand and reduce the number of vehicle miles traveled per capita within the region.

**Policy 1.5.4:** Develop transportation system management strategies as appropriate to improve system efficiency and enhance safety.

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**Objective 1.6:** ~~As a municipality that qualifies as a Dense Urban Land Area (DULA), the City of Gulf Breeze is designated as a Transportation Concurrency Exception Area (TCEA) and shall adopt land use and transportation strategies to support and fund mobility within the exception area.~~The City of Gulf Breeze shall use Quality/Level of Service (Q/LOS) for monitoring purposes in order to identify where multimodal improvements are needed, for guiding capital improvements facility/operations planning to achieve and maintain mobility, to reduce greenhouse gases, and to assist in determining a fair share that a development should contribute to the achievement of these mobility standards. Q/LOS shall not be used for development approvals based on capacity; however, Florida Statutes require the inclusion of local roadway LOS standards, even within a TCEA, when roadway LOS is not the measure by which development is approved.

**Policy 1.6.1:** The City shall establish the following minimum Roadway Q/LOS standards for monitoring intersection capacity based on annual average daily trips (AADT), as follows:

- Arterials (4-lane and 6-lane) E+10%
- Arterials (2-lane) E + 30%
- Collectors D
- Local Roads D

**Policy 1.6.2:** The City shall annually monitor the Q/LOS status of arterials, collectors and state roadways within the City by obtaining from the State and County their most recent traffic counts at points along all roadways that would be affected by development in the City.

**Policy 1.6.3:** The City shall continue to use standards and guidelines for permitting the payment of proportionate fair-share contributions to mitigate locally and regionally significant transportation impacts consistent with section 163.3180-(16), F.S.

**Policy 1.6.4:** If a development requires roadway improvements, emphasis shall be upon intersection improvements to improve safety and reduce conflicts between modes; signalization/Transportation Demand Management improvements (especially those providing transit and pedestrian priority signalization); bicycle facility improvements, and pedestrian crosswalk/median improvements.

~~**Policy 1.6.4:**~~**Policy 1.6.5:** By July-December 2011, the City of Gulf Breeze shall adopt mobility measures and identify numerical indicators for measuring the achievement of City mobility goals, including, but not limited to: modal splits, annual transit trips per capita, and automobile occupancy rates.

~~**Policy 1.6.2:**~~**Policy 1.6.6:** The City shall amend the Concurrency Management System and any other relevant sections of the Land Development Code to reflect the adoption of the mobility standards and include any possible funding sources that will be used for alternative transportation improvements in the Five-year Schedule of Capital Improvements as updated annually.

~~**Policy 1.6.3:**~~**Policy 1.6.7:** Developments approved prior to the adoption of the mobility standards shall be required to provide any transportation improvements, modifications or mitigation required as part of the original development plan approval.

## HOUSING ELEMENT

**Pursuant to Section 163.3177(6)(f), Florida Statutes (F.S.), and Rule 9J-5.010, Florida Administrative Code (F.A.C.),** the Housing Element promotes the development of a range of housing choices that meet the needs of persons of all income levels and of all age groups and persons with special needs. This element provides for the maintenance or rehabilitation of the existing housing stock and explores the idea of seeking partnerships with housing providers and adjacent jurisdictions to accommodate and encourage the development of affordable and workforce housing units.

### Goal 1:

**Encourage and support the provision of safe and affordable housing for the current and future residents of the City of Gulf Breeze.**

**Objective 1.1: The useful life of the existing housing stock shall be conserved through code enforcement activities and effective implementation of regulatory action programs directed toward preserving neighborhood quality and maintenance of community facilities.**

**Policy 1.1.1:** Continue to enforce building, housing, plumbing electrical and other construction codes to ensure the maintenance of standard housing and to achieve necessary corrective action through code enforcement actions where non-compliance exists.

**Policy 1.1.2:** Encourage eligible low-income homeowners to apply for rehabilitation assistance through county, regional or state programs.

**Policy 1.1.3:** Condemn and require demolition of those housing units which are determined not to be suitable for rehabilitation by public or private means.

**Objective 1.2: It is not economically feasible for the City of Gulf Breeze to meet all affordable housing needs within its jurisdiction because of high property values and very little vacant residential land or vacant land located within the coastal high hazard area. However, the City will continue to participate in agreements with adjacent jurisdictions to assist in the development of affordable housing on a project-by-project basis.**

**Policy 1.2.1:** Coordinate with affordable housing providers and adjacent jurisdictions to ensure that adequate sites and distribution of affordable housing sites, including sites for manufactured homes, are available for existing and future very-low, low- and moderate-income populations in the Gulf Breeze vicinity.

**Policy 1.2.2:** Mobile home subdivisions and parks of ten acres or greater shall be allowed in all residential categories. Mobile home subdivisions and parks are subject to landscape buffering requirements equivalent to commercial districts abutting residential uses. No mobile home subdivisions or parks are allowed in the Coastal High Hazard Area.

**Policy 1.2.3:** Consider the use of Federal, State and local subsidy programs and private for-profit and non-profit programs to provide adequate low and moderate income housing through interlocal agreements.

~~Policy 1.2.3:~~**Policy 1.2.4:** The City shall include affordable housing incentives for development in the Community Redevelopment Area in the Land Development Code by December 2011.

**Objective 1.3: Ensure that opportunities for group homes and foster care facilities as well as housing for the elderly are provided within the City.**

**Policy 1.3.1:** Dwelling units licensed to serve clients of the Florida Department of Children and Family Services that provide a living environment for seven to 14 unrelated residents who operate as the functional equivalent of a family are defined as Community Residential Homes pursuant to Section 419.001(1)(a), F. S., and shall be allowed in any multi-family residential land use category provided it meets the requirements of Section 419.001(3).

**Policy 1.3.2:** Homes of six or fewer residents which otherwise meet the definition of a Community Residential Home pursuant to Section 419.001(1)(a), F. S., shall be deemed a single-family unit and shall not be excluded from establishment within residential neighborhoods, provided that the group home is not located within a radius of 1,000 feet of another group home and that the residential nature of the neighborhood is maintained or upgraded and that such inclusion would not affect the safety of the existing residents or place residents of such facilities at risk.

**Policy 1.3.3:** Include in the City's Land Development Code principles and criteria to guide the location of group homes and foster care facilities. These principles and criteria seek to encourage the development of community residential alternatives to institutionalization while maintaining the character and quality of established neighborhoods.

**Objective 1.4: Encourage the identification and preservation of historically significant housing for residential or low-intensity business use if possible.**

**Policy 1.4.1:** Consider the adoption of a Historic Preservation Ordinance that provides identification criteria and preservation guidelines for historic and archaeological resources in Gulf Breeze. Housing eligible for the National Register will be considered as historically significant.

**Policy 1.4.2:** Coordinate with the Florida Department of State, Division of Historical Resources to assist property owners in applying for and utilizing available state and federal assistance programs for the rehabilitation and adaptive reuse of historically significant housing.

**Objective 1.5: Provide uniform and equitable treatment to persons displaced by public programs and projects, consistent with Section 421.55, F.S.**

**Policy 1.5.1:** Coordinate with appropriate agencies to prepare plans of action regarding relocation of residents before programs are enacted that will create displaced households. Such plans shall include, but are not limited to, the following:

- Timing of the relocation;
- Assessment of the need for the program that will displace households; and
- Costs associated with the displacement of such households.

**Objective 1.6: Coordinate with public, non-profit and private housing providers to formulate affordable housing implementation programs.**

**Policy 1.6.1:** Review regulatory and permitting processes every three years at a minimum and make any changes necessary to improve the public and private housing delivery process. Measures such as waiving processing fees for affordable housing projects and fast-track review of proposals for affordable housing will be considered.

**Policy 1.6.2:** Continue to participate in West Florida Regional Planning Council initiatives directed toward educating local governments about new techniques, especially programs applicable to the region and/or Santa Rosa County, for promoting affordable housing.

**Policy 1.6.3:** Coordinate with Santa Rosa County in facilitating the programs of the State Housing Initiative Partnership (SHIP) program, including down payment assistance, rehabilitation programs and the multi-family construction program for affordable and workforce housing.

**Policy 1.6.4:** Review use of City-owned property within or outside the City limits, for use as affordable housing sites and for placement on the Florida Affordable Housing Inventory of Publicly Owned Lands.

**Objective 1.7: To assist the private sector in providing an appropriate mix of housing types and to apply innovative planning and design techniques to ensure sustainability.**

**Policy 1.7.1:** Coordinate the development of future housing with supporting infra-structure such as schools, parks, emergency service, water and sewer services through private sector funding concurrent with development. Such private sector funding shall be accomplished through provisions such as, but not limited to, impact fees and provision of off-site improvements.

**Policy 1.7.2:** Encourage the development of multi-family and rental housing as a primary land use in areas where employment opportunities and infrastructure are available and where higher intensity development exists or is planned on nearby property, consistent with the Future Land Use Map Series.

**Policy 1.7.3:** Encourage the construction of energy efficient housing by implementing the Florida Model Energy Code.

**Policy 1.7.4:** Promote the use of cluster housing and planned unit developments to conserve open space and environmentally sensitive lands.

**Policy 1.7.5:** Incorporate incentives into the Land Development Code for residential developments that incorporate LEED, Florida Green Building Coalition, or similar professionally accepted green building guidelines and that use recycled or renewable materials and renewable energy sources in construction of residential units and developments.

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## INFRASTRUCTURE ELEMENT

**Pursuant to Section 163.3177(6)(c), Florida Statutes (F.S.), and Rule 9J-5.011, Florida Administrative Code (F.A.C.),** the Infrastructure Element, which includes sanitary sewer, solid waste, stormwater management, potable water and natural groundwater aquifer recharge, establishes guidelines for the provision of these necessary public facilities and services to meet the needs of the current and projected population in a manner that protects natural resources. Conservation was acknowledged as vital to residents in the City's 2008 visioning workshops as the conduit to a livable, environmentally friendly community recognizing that preservation and enhancement of local natural resources is invaluable to the longevity of the community. To achieve this, our modern way of life must coexist in harmony with the surrounding environment as much as possible. The City has developed a Stormwater Utility Master Plan to manage stormwater effectively in a way that protects the City's surface water and groundwater resources. These and other initiatives demonstrate the commitment to accomplish the purpose of this element by addressing the following:

- Design capacity of facilities
- Identify and implement conservation strategies for potable water
- Stormwater discharge standards
- Recycling program review for enhancement
- Further avenues for enhancing current and identifying needed partnerships
- Development of a comprehensive Infrastructure Master Plan for cost effectiveness and to prevent duplication
- Develop and maintain a Water Supply Plan for at least a 10 year period

### Goal 1:

**Provide sanitary sewer, solid waste, stormwater management and potable water facilities and services that meet the needs of current and future residents of the City of Gulf Breeze in a manner that is sensitive to the City's natural resources and protects the quality and quantity of the Floridan aquifer system.**

**Objective 1.1: Correct existing facility deficiencies and provide for future needs by meeting adopted level of service standards, implementing recommendations in infrastructure master plans and through the adoption, implementation, and annual revision of the Capital Improvements Element.**

**Policy 1.1.1:** The following level of service standards are hereby adopted, and shall be used as the basis for determining the availability of facility capacity for all new development and redevelopment activities:

<b>Facility</b>	<b>Level of Service Standard</b>
Sanitary Sewer Facilities	100 gallons per person per day
Solid Waste Facilities	3.60 pounds per person per day
Stormwater Management Facilities ( <a href="#">pursuant to Chapter 62-346, F.A.C.</a> )	25-year storm frequency, 24-hour duration; treatment of the first one-half inch of runoff for sites less than 100 acres, and treatment of the first inch for sites greater than 100 acres

Potable Water Facilities	<p>130 gallons per person per day</p> <p>Maintain minimum daily flow of 1.0 MGD</p> <p>Maximum water capacity is 1.523 MGD</p> <p>Daily potable water pressure shall be no less than 35 pounds per square inch (psi). 20 psi is minimum per FDEP</p> <p>Potable water storage shall be a minimum of projected average daily flow</p>
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**Policy 1.1.2:** Implement the City’s Stormwater Utility Master Plan, and update the plan every five years (beginning in March 2012) at a minimum to include a drainage facility capacity analysis, flood control performance assessment, and assessment of ground and surface water quality impacts. Develop a Master Infrastructure Plan that identifies all sewer, drainage, potable water and road construction needs in order to coordinate the construction of the facilities in a cost –effective manner and included in the Five-year Schedule of Capital Facilities as updated every year.

**Policy 1.1.3:** Pursue all sources of Federal, State and regional agency funds to implement the recommendations of the Master Infrastructure Plan.

**Objective 1.2: Maximize the use of existing infrastructure to the maximum extent possible and coordinate with adjacent jurisdictions for the extension or increase in capacity of facilities to meet future needs of the Gulf Breeze area.**

**Policy 1.2.1:** Correcting existing infrastructure deficiencies will take priority over construction of new facilities to meet future needs. The City establishes the following prioritization in the maintenance of existing infrastructure facilities and construction of new ones:

- Sanitary Sewer Facilities
  - Instances where the health and safety of users are compromised.
  - Reduction of effluent loss due to repetitive leakages and breaks.
- Stormwater Management
  - Reduction of pollutants in impaired water bodies.
  - Reduction of flooding in buildings and structures.
  - Reduction of flooding of highways.
  - Reduction of pollutants where studies show a statistically significant increase in pollutants.
  - Reduction of other types of flooding.
- Potable Water
  - Instances where the health and safety of water users are compromised.
  - Reduction of water loss from repetitive leakages and breaks.
  - Reduction of repetitive issues of quality including color, clarity and taste that do not pose a health risk.

**Policy 1.2.2:** Pursue the provision of regional stormwater management facilities, including those that could take the place of site-specific attenuation facilities. These regional facilities could either be developed by the City and, where appropriate, funded by development in lieu of

construction of onsite private facilities or private landowners could enter into agreements to provide regional stormwater management facilities. Water quality treatment facilities should be located onsite to promote source control of pollutants.

**Objective 1.3: Conserve potable water resources.**

**Policy 1.3.1:** Take the following actions to require and/or encourage conservation of potable water supplies:

- By December 2011, adopt a tiered conservation rate structure for users.
- Encourage Florida-friendly landscaping techniques utilizing native vegetation through a public education program in coordination with the agricultural extension service or other applicable agencies in order to reduce water usage for irrigation.
- Support public education programs encouraging water conservation, including programs sponsored by the NFWFMD,

**Policy 1.3.2:** Comply with procedures for emergency water conservation consistent with the plans of the Northwest Florida Water Management District (NFWFMD).

**Policy 1.3.3:** Adopt a Water Supply Facilities Work Plan by ~~June 2010~~December 2011. The plan, which will be incorporated herein by reference, will address water supply facilities necessary to serve existing and future development within the City's utility service area.

**Policy 1.3.4:** The Water Supply Facilities Work Plan and supporting data and analysis shall be updated within one year of the update of the NFWFMD district water supply plan and will amend this element as necessary to incorporate any applicable policies.

**Policy 1.3.5:** When updating the Water Supply Facilities Work Plan, the City shall seek alternative sources of water in order to meet projected demand increases.

**Policy 1.3.6:** The Water Supply Facilities Work Plan shall be used to set priorities and coordinate the expansion and upgrade of facilities used to withdraw, transmit, treat, store and distribute potable water to meet future demands.

**Objective 1.4: Minimize the degradation of water quality resulting from stormwater management.**

**Policy 1.4.1:** No discharge from any stormwater management facility shall cause or contribute to a violation of water quality standards in waters of the State as provided for in Federal law, State statutes or City or County ordinances.

**Policy 1.4.2:** Encourage developers and property owners to provide a variety of stormwater management and low impact development (LID) practices, so that each practice will provide incremental benefits, and when combined all practices will:

- Preserve existing site assets.
- Minimize and control stormwater runoff at the source.
- Promote infiltration of stormwater runoff.
- Promote stormwater reuse.
- Minimize site disturbance.

**Policy 1.4.3:** Encourage new development and redevelopment to design stormwater management systems to incorporate BMPs including, but not limited to, filtration marshes, grassed swales planted with native vegetation, retention/detention lakes with enlarged littoral zones, upland buffers, preserved or restored wetlands, and meandering flow-ways.

**Policy 1.4.4:** Mitigation measures and best management practices relating to drainage shall be taken during construction activities to ensure that water quality is not degraded during the land clearing and construction or development. No cutting, clearing, grading, or filling shall be accomplished on any site under development unless appropriate devices have been installed to minimize pollution from objectionable materials, to control erosion, and to remove sediment from surface water runoff. Appropriate techniques shall also be used to stabilize and revegetate disturbed land upon completion of the project.

**Objective 1.5: Protect the function of natural systems, including groundwater recharge areas, natural drainage features, wetlands and surface water through the provision of adequate open space and the regulation of land use and building practices.**

**Policy 1.5.1:** Continue to enforce its stormwater management ordinance, which requires require new development to identify percolation areas, impervious surfaces, and potential impacts on groundwater levels and quality prior to approval of development plans.

**Policy 1.5.2:** Require all ~~stormwater surface~~ management facilities ~~which discharge into the waters of the State, including wetlands,~~ to meet or exceed, where possible, the design and performance standards specified in Chapters 62-~~34625~~ and 62-4, F.A.C., ~~and the "Design and Performance Standards," Department of Environmental Protection and NFWFMD Resource Permit Applicant's Handbook, Volumes I and II.~~

**Policy 1.5.3:** If potable water wells are installed in the City, comply with the wellhead protection rules established in Rule 62-521, F.A.C. regarding the designation of wellhead protection areas and groundwater protection measures within the protection areas.

**Policy 1.5.4:** Continue the septic tank testing program in coordination with the Santa Rosa County Health Department to identify any undetected problems with surface or groundwater contamination. Where water quality problems related to septic tanks are determined, the City shall require connection to the central sewer system or, if central sewer is not available, use of on-site wastewater treatment systems shall be limited to the following conditions:

- Existing on-site wastewater treatment systems may remain in service as long as they perform satisfactorily in accordance with Florida Department of Environmental Protection (DEP) and Florida Department of Health (DOH) standards consistent with applicable Florida Statutes and the Florida Administrative Codes;
- For areas not characterized by severely rated soils, use of septic tank systems for new development shall be limited to areas where central service is not available, and shall only be permitted subsequent to the receipt of all applicable DEP and DOH permits; and
- Use of new on-site wastewater treatment systems shall be prohibited, unless there is not other alternative.

## COASTAL MANAGEMENT ELEMENT

**Pursuant to Section 163.3177(6)(g), Florida Statutes (F.S.), and Rule 9J-5.012, Florida Administrative Code (F.A.C.),** the Coastal Management Element acknowledges the importance of the City's coastal resources and identifies methods to conserve and preserve the coast and protect its inhabitants while meeting the needs of residents and tourists. Coastal areas are an important economic asset as a provider of seafood, but are also attractive as a place to live and for tourists to visit. The supervision of this vital resource involves managing human activity to protect the natural resources of the coastal zone and to protect humans from coastal hazards. To fulfill this purpose, the following will be addressed:

- Maintenance, restoration and enhancement of the overall quality of the coastal zone environment, including but not limited to its amenities and aesthetic values.
- Continued existence of viable populations of all species of wildlife and marine life
- The orderly and balanced utilization and preservation, consistent with sound conservation principles of all living and nonliving coastal zone resources.
- Avoidance of irreversible and irretrievable loss of coastal zone resources.
- Ecological planning principles and assumptions to be used in the determination of suitability and extent of permitted development.
- Proposed management and regulatory techniques.
- Limitation of public expenditures that subsidize development in high-hazard coastal areas.
- Protection of human life against the effects of natural disasters.
- Preservation, including sensitive adaptive use of historic and archaeological resources.

### Goal 1:

**Promote coastal development that maximizes aesthetic, environmental, recreational, economic, and safety opportunities by restricting activities that would damage or destroy natural and historic coastal resources and public and private property by limiting public and private expenditures in areas subject to destruction by natural disasters.**

**Objective 1.1: The environmental quality of coastal resources of the City of Gulf Breeze, including wetlands, bayous, estuaries, beaches, living marine resources, and wildlife habitat shall be protected, conserved, and/or enhanced.**

**Policy 1.1.1:** Annually review permitting and enforcement procedures to ensure compatibility with state and federal regulatory programs and to ensure adequate protection of the City's coastal resources.

**Policy 1.1.2:** Protect the quality and quantity of groundwater and surface water from development and redevelopment activity by requiring all developments to comply with the regulation and permitting requirements of the Department of Environmental Regulation and the Northwest Florida Water Management District, and by continuing to enforce the provisions of the City's Stormwater Management and Septic Tank Ordinances.

**Policy 1.1.3:** The wildlife and wildlife habitat of the City of Gulf Breeze will continue to be protected from development and redevelopment activity by preserving at least 48.8 percent of the City's land area in conservation use and by continued implementation of minimum |

~~standards of the City's Resolution Number 10-86, Wildlife and Wildlife Habitat Protection resolution (Resolution Number 10-86, [insert date]), which is hereby incorporated by reference.~~

**Policy 1.1.4:** Develop a program of community awareness of the importance of coastal resources through the City's website and newsletter.

**Policy 1.1.5:** Protect ~~shoreline-coastal~~ resources, including wetlands, from development and redevelopment, through enforcement of the setback requirements, access provisions, buffer provisions and other guidelines contained in the applicable ordinances and the Land Development Code (LDC).

**Policy 1.1.6:** Protect coastal resources from development and redevelopment through the continued implementation of the recommendations of the Santa Rosa/ Escambia County Resource Management Plan.

**Policy 1.1.7:** Require the use of EPA stormwater best management practices (BMP's) during construction activity to limit sedimentation of adjacent waterbodies, protect living marine resources, and to minimize localized instances of estuarine pollution problems associated with construction activity.

**Policy 1.1.8:** The Future Land Use Map directs the future development of high density/intensity uses away from shoreline areas, which will reduce the potential pollution problems associated with stormwater runoff, thereby protecting the habitats of living marine resources from cumulative impacts of development and redevelopment activity.

**Policy 1.1.9:** The City will amend its LDC as required to ensure that:

- Site plans for new development identify the location and extent of wetlands on the property;
- Lot layouts and setbacks may be varied to allow for clustering of development on upland portions of wetland areas; and
- Where alteration of wetlands is necessary to allow for reasonable use of property, site plans must provide measures to maintain the natural hydrology of wetlands, such as roadway and/or driveway culverts.

**Policy 1.1.10:** Upon completion of the water quality component of the Stormwater Management Plan, the City will consider implementation of all recommendations specifying regulatory and/or management techniques for the restoration of natural resources degraded by poor water quality.

**Policy 1.1.11:** The City has designated several publicly owned sensitive natural resource areas as conservation areas on the Future Land Use Map to preserve and protect these areas from potential future disruptions and degradation.

**Policy 1.1.12:** The City will maintain or improve estuarine environmental quality by adopting a water quality component to the drainage level of service standard.

**Objective 1.2: Promote public access to the City's waterfronts consistent with the public need, and promote water vistas and scenic views while protecting natural resources.**

**Policy 1.2.1:** In designating future land use categories, the City has given priority to water-dependent/related uses and low density/intensity development, such as single family residential and conservation uses, for shoreline land uses.

**Policy 1.2.2:** The siting and development of marinas shall be in accordance with the City's Marina Siting Ordinance and will further consider any additional marina siting recommendations contained in the Resource Management Plan for Escambia/Santa Rosa Counties, Florida (1985). Provisions contained in the ordinance include requirements for adequate water depth, the maintaining of water quality standards, and the prohibiting of adverse impacts to historical/archaeological resources.

**Objective 1.3: Protect beach systems by continuing to enforce applicable provisions of the City's Shoreline Protection Ordinance and other protective regulations in the LDC.**

**Policy 1.3.1:** Continue to enforce building code requirements to eliminate unsafe conditions in the coastal area by ensuring that development and redevelopment is consistent with the Coastal Construction Control Line (CCCL) regulations and FEMA.

**Policy 1.3.2:** Development within coastal floodplains shall be in accordance with Federal Emergency Management Agency requirements for participation in the Flood Insurance Program, in addition to the requirements contained in the City's Flood Hazard Reduction and Stormwater Management Ordinances which exceed federal and state requirements.

**Policy 1.3.3:** Beaches shall be preserved and adequate mitigation measures required according to the provisions of the City's Shoreline Protection Ordinance, which requires shoreline protection structure and setback requirements in excess of FDEP and ACOE requirements.

**Objective 1.4: Through public and private recreation sites, Gulf Breeze citizens will continue to be provided access to the beach or shoreline consistent with Florida Department of Environmental Protection (FDEP) recommended standards.**

**Policy 1.4.1:** Continue to maintain City-owned public beach access sites and provide adequate parking facilities for each site consistent with recommendations of the FDEP and provided that encroachment of additional impervious parking areas does not occur in wetland and/or sensitive wildlife habitat areas.

**Policy 1.4.2:** Enforce the beach access component of its Shoreline Protection Ordinance, which prevents piers from hindering lateral movement on the beach, and continue to provide and maintain adequate public access to beaches and shorelines.

**Objective 1.5: Encourage protection, preservation, or sensitive reuse of historic and archaeological resources.**

**Policy 1.5.1:** Continue to cooperate with the Florida Department of State, Division of Historical Resources, in the identification of historic and archaeological resources in the City.

**Policy 1.5.2:** Sensitive reuse of historic resources will be given preference in permitting decisions over activities that would damage or destroy the resource.

**Objective 1.6:** Level of service standards shall take into account the special needs that result from the unique circumstances and dynamics associated with the natural and manmade dynamics of the coastal planning area (CPA), including tidal fluctuations, coastal erosion, tropical storms, high water tables and coastal flooding.

**Policy 1.6.1:** Regularly evaluate existing infrastructure facilities to ensure that they satisfy the unique demands associated with the natural and manmade dynamics of the CPA and revise City regulations and requirements as needed.

**Policy 1.6.2:** The City has established LOS standards for roads, stormwater, parks, potable water, sanitary sewer, schools, and solid waste. The LOS standards that the City has established for these infrastructure items in the CPA are described in their respective elements of the comprehensive plan.

**Policy 1.6.3:** Development in the coastal area will be consistent with the goals, objectives, and policies if the Future Land Use Element, the population densities proposed in the comprehensive plan, and the funding strategy contained in the Capital Improvements Element related to the infrastructure demands generated by development or redevelopment in the coastal area.

**Objective 1.7:** Coordinate coastal resource protection, including estuary protection, with adjacent local governments.

**Policy 1.7.1:** Participate in working meetings with the City of Pensacola and Escambia and Santa Rosa counties to review pertinent land development regulations and comprehensive plan goals, objectives and policies for the purpose of ensuring consistency with regard to siting water-dependent uses, preventing estuarine pollution, controlling surface water runoff, protecting living marine resources, reducing exposure to natural hazards, and ensuring public access.

**Policy 1.7.2:** Coordinate with and review those permits for development in adjacent jurisdictions with the potential to adversely impact interjurisdictional natural resources, including estuaries.

## Goal 2:

**Protect human life and limit public expenditures in areas subject to destruction by natural disasters.**

**Objective 2.1:** Direct population concentrations away from the Coastal High Hazard Area (CHHA) through implementation of the Future Land Use Map.

**Policy 2.1.1:** The CHHA in the City of Gulf Breeze is hereby defined as ~~those~~ the evacuation area below the elevation of the zone for a Category 1 storm surge line hurricane as established ~~on the surge zone maps by the SLOSH computerized model identified in~~ of the most current regional hurricane evacuation study. LOS for hurricane evacuation?

**Policy 2.1.2:** Prohibit high density/intensity development within the CHHA.

**Policy 2.1.3:** Any construction in the CHHA will be in accordance with the FEMA requirements at a minimum, and other requirements within the LDC.

**Objective 2.2:** Public expenditures that subsidize development permitted in the CHHA shall be limited to those developments that can provide evidence of natural disaster mitigation planning, provide for water related or water dependent uses, and/or include designs which restore or enhance natural resources.

**Policy 2.2.1:** Infrastructure improvements in the CHHA will be limited to those necessary to protect human health or safety or those necessary to protect environmental quality.

**Policy 2.2.2:** The City has adopted and will continue to enforce several regulatory programs for general hazard mitigation that address flood hazard reduction, stormwater management, shoreline protection and septic tank setbacks, and specific performance standards for shoreline development.

**Objective 2.3:** Coordinate with Santa Rosa and Escambia counties to maintain or reduce hurricane evacuation times as established in the Northwest Florida Hurricane Evacuation Study through appropriate land use and transportation planning and/or through development mitigation measures.

**Policy 2.3.1:** In the event of a hurricane emergency the City will respond to the direction of the Santa Rosa County Office of Emergency Management in the implementation of emergency plans. Coordinated emergency activities will include warnings, public information, communications, evacuation, public shelters and related services.

**Policy 2.3.2:** Coordinate with the Santa Rosa County Office of Emergency Management and the Florida Department of Transportation (FDOT) to develop evacuation plans that maintain a roadway clearance time for the region consistent with the Northwest Florida Hurricane Evacuation Study.

**Policy 2.3.3:** Coordinate with Santa Rosa County and Escambia County to ensure consistency of evacuation procedures with the regional evacuation plan.

**Policy 2.3.4:** Prohibit the siting of group homes, nursing homes, and mobile homes within the Coastal High Hazard Area.

**Objective 2.4:** Annually review the City's post-disaster redevelopment and hazard mitigation plans to reduce the exposure of human life and public and private property to natural hazards and to promote the health, safety and welfare of the community.

**Policy 2.4.1:** Due to the City's natural configuration of land area, in addition to the existing environmentally protective land development regulations, compliance with the current local, state and federal regulatory requirements will guide interim post-disaster redevelopment activity.

**Policy 2.4.2:** The City's post-disaster redevelopment plan distinguishes between immediate repair and clean-up actions needed to protect public health and safety, and long-term repair and redevelopment activities.

**Policy 2.4.3:** Coordinate and amend the comprehensive plan and ordinances as needed to ensure consistency with the hazard mitigation plans of Santa Rosa County and applicable adjacent jurisdictions.

**Policy 2.4.4:** Immediate recovery actions needed to protect the public health and safety shall take priority in permitting decisions following disaster events.

**Policy 2.4.5:** If rebuilt, structures that suffer damage in excess of 50% of their appraised value shall be rebuilt in accordance with all current land use and building code requirements.

**Policy 2.4.6:** Review and revise land development regulations and participate in the preparation and implementation of a countywide redevelopment plan that include provisions for phasing out inappropriate coastal land uses as part of economic redevelopment and post-disaster redevelopment activities in conjunction with the review and revision of the City's post-disaster redevelopment plan.

**Policy 2.4.7:** Maintain an inventory of areas that have experienced repetitive storm damage in coastal storms.

**Policy 2.4.8:** Annually review and revise policies that address the removal, relocation or structural modification of damaged infrastructure and unsafe structures and that consider alternatives to redevelopment in areas of repetitive storm damage, consistent with federal and state funding provisions and regulations.

**Policy 2.4.9:** Continue to prohibit public expenditures in areas that have received repetitive damage in coastal storms except for those expenditures necessary to protect human health and safety or to protect natural resources.

**Policy 2.4.10:** Demolish structures deemed unsafe by the City Council assessing the property owner of the full costs.

**Policy 2.4.11:** Implement the City's Hurricane Plan that includes guidelines concerning debris clearance, immediate repairs and replacement of infrastructure, permitting needs, safety of residents and the like.

**Policy 2.4.12:** Coordinate with Santa Rosa County regarding hurricane evacuation and make recommendations as necessary to the Gulf Breeze City Council to ensure consistency with the Comprehensive Emergency Plan.

**Objective 2.5: Minimize risks to hospital patients and special needs population during an emergency situation.**

**Policy 2.5.1:** Health care facilities outside the storm surge area should establish aid agreements with similar facilities within the storm surge areas.

**Policy 2.5.2:** Health care facilities are to be responsible for evacuating their own patients or to provide onsite shelters for them.

**Policy 2.5.3:** Prepare an inventory of the special needs population within the City and identify the special needs shelters of the County to assist the County with their evacuation and sheltering.

## CONSERVATION ELEMENT

*Pursuant to Section 163.3177(6)(d), Florida Statutes (F.S.), and Rule 9J-5.013, Florida Administrative Code (F.A.C.),* the Conservation Element was created to promote the conservation, use and protection of natural resources of the City. The natural landscape within the City is a vital component to the residents of Gulf Breeze. During the 2008 visioning workshops, the conservation of the City's natural resources was one of the most discussed topics. This element will address the following items to accomplish the vision:

- Natural environmental resources, including energy conservation;
- Current and projected water needs and sources
- Depict natural resources on the future land use map series;
- Current and projected needs to maintain and enhance conservation practices;
- Capitalize on tourism and natural resource-based opportunities while preserving and improving existing residential quality of life; and
- Recognition, protection, protection and utilization of natural and geographic assets.

### Goal 1:

**Protect, manage, and conserve the natural resources of the City of Gulf Breeze to ensure their continued best use for the current and future residents and visitors of the City.**

**Objective 1.1: Maintain or enhance air quality within the City in accordance with State and Federal standards.**

**Policy 1.1.1:** Any 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 (FDEP) prior to issuance of a development permit by the City.

**Policy 1.1.2:** Encourage alternatives to single-occupancy vehicles, such as use of transit and provision of bicycle paths/lanes and sidewalks as long-term strategies to protect air quality.

**Objective 1.2: Conserve, appropriately use, and protect the quality and quantity of groundwater resources.**

**Policy 1.2.1:** Encourage local water conservation practices by establishing a tiered rate system.

**Policy 1.2.2:** Promote the use of water conservation practices by requiring the installation of water conserving devices in all new construction, such as water conserving toilets, showerheads and faucets, and promote and encourage the use of low-impact, water-efficient development.

**Policy 1.2.3:** Cooperate with the Northwest Florida Water Management District (NWFWMD) in the implementation of the District's Water Shortage Plan.

**Policy 1.2.4:** Implement applicable recommendations of the Escambia/Santa Rosa Counties Resource Management Plan.

**Policy 1.2.5:** Protect the Sand and Gravel Aquifer by ensuring that all abandoned wells are either capped or physically secured.

**Policy 1.2.6:** Implement the recommendations related to water quality in the City's Stormwater Management Plan to prevent and reduce polluted stormwater for the conservation and protection of seagrass beds and other natural resources.

**Policy 1.2.7:** Distribute information pertaining to water conservation through print and electronic methods such as the City newsletter, emails and the City website.

**Policy 1.2.8:** Participate in the strategies set forth in the Regional Water Supply Plan that promote and facilitate water conservation efforts throughout Region II to reduce demand.

**Policy 1.2.9:** Maintain water infrastructure to prevent water loss by conducting annual checks.

**Policy 1.2.10:** Continue to participate as a member of the Fairpoint Regional Water Utility Authority to implement strategies for reducing per capita demand.

**Objective 1.3:** Conserve, appropriately use, and protect the quality and quantity of surface water resources.

**Policy 1.3.1:** Implement applicable and beneficial recommendations from the Pensacola Bay Surface Water Improvement and Management (SWIM) Program.

**Policy 1.3.2:** Pursue funding sources for implementation of water quality management programs through resources such as the Florida Water Protection and Sustainability Program.

**Policy 1.3.3:** Coordinate with environmental agencies having jurisdiction over waterbodies within the City to formally sample and analyze surface waters as needed.

**Objective 1.4:** **Conserve, appropriately use and protect natural and geographic resources, including fisheries, wildlife habitat, marine habitat, minerals, soils, and native vegetative.**

**Policy 1.4.1:** Coordinate with the Florida Fish and Wildlife Conservation Commission (FFWCC) to increase the public's knowledge of habitat protection and best management practices to protect endangered and threatened species, as well as species of special concern.

**Policy 1.4.2:** Recognize and appropriately utilize natural resources for tourism and other such economic development opportunities to preserve and improve the quality of the natural environment and residential quality of life by developing, implementing and enforcing applicable regulations within the Land Development Code.

**Policy 1.4.3:** The City shall encourage new developments to protect existing native vegetation in common areas and buffer zones and shall encourage additional planting of native plant species to enhance sparse vegetation in common areas and buffer zones.

**Policy 1.4.4:** Provide protection to identified endangered or protected species by maintaining over 48 percent of City land area in conservation as designated on the Future Land Use Map. Currently, the only known protected species is the Osprey, located in the Naval Live Oaks

Reservation. When listed species are identified on a site, a habitat management plan shall be developed in coordination with the FFWCC.

**Policy 1.4.5:** Continue to comply with all state and federal regulations that pertain to protection of endangered, rare, and threatened species. If listed species are identified on a site, a habitat management plan shall be developed in coordination with the FFWCC—and consider the protection and conservation of the natural function of habitats identified in the Florida Natural Resources Inventory.

**Policy 1.4.6:** The cumulative effect of development in the City of Gulf Breeze will not be permitted to significantly alter the natural functions of the City's natural resources, inhibit energy conservation or affect residential quality of life. by implementing Policy 1.5 of the Intergovernmental Coordination Element of the Comprehensive Plan and by increasing the amount of land area designated as conservation on the Future Land Use Map.

**Policy 1.4.7:** Coordinate with federal and state agencies to ensure the protection of City, State and Federally-owned natural reservation/conservation areas set aside for the protection of natural resources and public recreation by designating such areas as conservation uses on the Future Land Use Map and requiring assessment of the impacts of proposed adjacent development prior to approving development permits. If listed species are identified on a site, a habitat management plan shall be developed in coordination with the FFWCC.

**Policy 1.4.8:** Coordinate with Escambia and Santa Rosa counties to protect seagrass beds located within more than one jurisdiction by reviewing adjacent shoreline development proposals and recommending mitigative measures for proposed development likely to adversely affect seagrass beds.

**Policy 1.4.9:** Maintain an Environmentally Sensitive Lands Inventory which shall include wetlands under the jurisdiction of the FDEP and/or the U.S. Army Corps of Engineers, and all flood prone land areas classified by the Federal Emergency Management Agency as "A" Zones and "V" Zones on the Flood Insurance Rate Maps, and require that the location of these wetlands be identified on proposed site plans along with measures that will be taken to protect these wetlands.

**Policy 1.4.10:** The City's Land Development Code will require wetlands jurisdictional determinations by the FDEP and/or the U.S. Army Corps of Engineers within areas indicated as wetlands on the City's Natural Resource map, prior to development approval.

**Objective 1.5: Protect against soil erosion associated with development activities.**

**Policy 1.5.1:** Require that an erosion and sediment control plan be submitted prior to commencement of any development activities where necessary; that erosion and sedimentation control devices shall be properly installed and maintained throughout all development activities; and that all disturbed soil areas shall be permanently stabilized upon completion of development activities to reduce soil erosion.

**Policy 1.5.2:** Whenever possible, native trees, shrubs and ground cover will be maintained on development sites to prevent soil erosion.

**Policy 1.5.3:** The City shall prohibit mining operations.

**Objective 1.6: Conserve and protect natural wetlands in accordance with local, regional and state regulations ~~to further Vision 2020.~~**

**Policy 1.6.1:** ~~Continue to Require that proposed development plans protect wetlands and their natural functions by recognizing and identifying~~ the unique nature of ~~each one~~ any wetlands located on the site through consideration of type, value, function, size, and condition and ~~location~~include measures that will be taken to protect these wetlands and their natural functions.

**Policy 1.6.2:** ~~Any future~~ Land uses that ~~may be~~ incompatible with the protection and conservation of wetlands or their corresponding functions shall be ~~directed away from the wetland.~~ Land uses shall be distributed on proposed site plans in such a manner that minimizes the effect and impact on wetlands. ~~If there is a possible incompatible land use that is allowed to occur,~~ Mitigation measures will be implemented required of the property owner to compensate for loss of the natural wetland functions.

**Objective 1.7: Coordinate with the appropriate agencies to ensure that sources of hazardous wastes are identified and monitored.**

**Policy 1.7.1:** Continue the education of residents through a public awareness program to inform citizens of the recycling alternatives and disposal methods for hazardous waste utilizing the City website, newsletter and other communication means available to the City.

**Policy 1.7.2:** Continue to implement the Interlocal Agreement with Santa Rosa County concerning hazardous waste disposal and other corresponding requirements stipulated by the Solid Waste Management Act.

**Objective 1.8: Increase efforts toward sustainable development by developing strategies to reduce greenhouse gas emissions and to implement energy-efficiency measures in public and commercial buildings, where feasible.**

**Policy 1.8.1:** Promote awareness of environmental issues related to the built environment by developing environmental education content for the City's website, including making available environmental data such as water quality testing results from natural water bodies. The website shall also include "Green Building" benefits and highlight sustainable initiatives of the private or public sector.

**Policy 1.8.2:** Encourage the development community to obtain green certifications under the United States Green Building Council, Florida Green Building Coalition, Florida Yards and Neighborhoods Program, Energy Star and Florida Water Star<sup>TM</sup> programs by providing incentives that make these certifications advantageous.

**Policy 1.8.3:** To the extent feasible, all new facilities constructed by the City shall be designed and built according to the principles promoted by the Leadership in Energy and Environmental Design (LEED), Energy Star and Florida Water Star<sup>TM</sup> programs, as appropriate.

**Policy 1.8.4:** Conduct audits of every City facility at least once every five years to determine electric power usage and the potential for energy and cost savings in lighting, heating and cooling of air and water, equipment power usage, and potential alternative/renewable electric power generation sources.

## RECREATION AND OPEN SPACE ELEMENT

*Pursuant to Section 163.3177(6), Florida Statutes (F.S.)*, the Recreation and Open Space Element establishes a comprehensive system of public and private sites for recreational uses including natural reservations, parks and playgrounds, parkways, beaches, open spaces, waterways and other recreational facilities. During the visioning processes over the last two decades, recreation was identified as one of the main assets of the City and is illustrated by the commitment from both public and private recreation providers. A Recreation Master Plan was developed in 2004 to strategically enhance both the recreation and open space aspects of the City and established the framework for the following to be accomplished:

- Identification and installation of desired community facilities, services and amenities (City of Gulf Breeze Redevelopment Plan, Community Redevelopment Objectives, 2009);
- Enhancement and encouragement for public usage of existing facilities by recognizing and promoting the health, safety and welfare of the community;
- Assess current and projected needs for expanding opportunities;
- Encourage citizen participation by aiding service organizations in social and recreational activities; and
- Monitor and maintain areas that directly and indirectly affect recreational activities and designated open spaces.

### Goal 1:

**Provide and maintain a comprehensive economical and aesthetically attractive diverse park and recreation system with suitable and high quality activities for residents and visitors to promote the health, safety and welfare of the community.**

**Objective 1.1: Ensure that all park and recreation facilities are accessible to all residents and visitors.**

**Policy 1.1.1:** Ensure safe and adequate parking for recreational facilities

**Policy 1.1.2:** Identify modes of interconnectivity between present and future facilities and sites with existing and planned transportation systems.

**Policy 1.1.3:** Ensure access for the physically handicapped to all City-owned parks through retrofitting existing facilities and including these facilities in new parks..

**Policy 1.1.4:** Maintain safe and sufficient public shoreline access to recreational surface waters.

**Policy 1.1.5:** Provide for safe, convenient and accessible pedestrian and bicycle shared-use paths to recreational and open space areas.

**Policy 1.1.6:** Identify possible environmentally friendly alternative nodes for inter-city transit to recreational facilities and open space areas such as golf cart paths to promote energy conservation and ease of access.

**Policy 1.1.7:** Recognize and implement means to identify pedestrians as first priority in access of all recreational and open space areas to promote the safety and welfare of residents and visitors.

**Policy 1.1.8:** Sufficiently fund adequate supervision and maintenance of open spaces and recreational facilities for safety of the users and protection of a public investment.

**Objective 1.2: Develop and implement a program to coordinate public and private resources to meet recreation demands.**

**Policy 1.2.1:** The City Council appointed “Parks Advisory Board” will coordinate the use of public recreational resources with private recreational resources.

**Policy 1.2.2:** Continue and expand the use of interlocal agreements with the School Board and any other agency, organization or private interest to ensure sufficient facilities for active recreational opportunities all year to prevent duplication of services and to encourage cost.

**Policy 1.2.3:** Expand Shared Use Path system in a fiscally sound manner while meeting the needs of the residents to provide a “walkable and bikeable community” through a Shared Use Master Plan.

**Objective 1.3: Ensure that parks and recreation facilities are adequately and efficiently provided.**

**Policy 1.3.1:** Provide recreational facilities at a level of service standard of a minimum of five acres per 1,000 residents of the City.

**Policy 1.3.2:** Maintain a prioritized list of projects to overcome deficiencies in parks and recreational facilities, identify alternatives to meet these needs, and implement these alternatives as resources permit.

**Policy 1.3.3:** Maintain a computerized inventory and map of all public and private parks, recreational facilities and open space lands and facilities.

**Policy 1.3.4:** Require preservation of open space by enforcing setback, landscaping, buffer zone, and park dedication requirements in the LDC setting forth specific definitions and standards.

**Policy 1.3.5:** Update the Recreation Master Plan every five years at a minimum and include community workshops to identify parks and recreation needs.

**Policy 1.3.6:** Maintain and review annually a prioritized project list based upon the Master Plan to ensure its fulfillment based on the needs of the residents to properly plan for prevention of deficiencies in recreational and open space accommodations and facilities.

**Policy 1.3.7:** No designated recreational or open space land will be diverted to other uses except in specific cases of overriding public interest and when they can be replaced with the same amount of recreational or open space in a location consistent with the Master Plan and Vision 2020.

**Policy 1.3.8:** Solicit input from residents on planning and design of facilities and activities while maintaining a balance of recreational interests for current and future residents.

**Policy 1.3.9:** Evaluate programs through attendance, surveys and the like to determine its effectiveness and satisfaction to assist in planning current and future activities and corresponding facilities.

**Objective 1.4: Recognize and exploit the significant contribution recreation and open space has as a quality of life factor in the economic prosperity of the community.**

**Policy 1.4.1:** Pursue funding mechanisms to enhance facilities and programs to include private donations when appropriate to fulfill the goals and objectives of the Master Plan.

**Policy 1.4.2:** Promote recreational and open space opportunities with electronic and print media to residents, visitors and commercial interests through the City website, the Chamber of Commerce and local businesses.

**Policy 1.4.3:** Utilize recreational and open space areas as incentives for redevelopment in the Community Redevelopment Area.

**Objective 1.5: Continue to maintain and improve aesthetic appeal of all existing and future recreational facilities, areas and open spaces.**

**Policy 1.5.1:** Develop a beautification plan for the City in concert with the CRA Design Guidelines to ensure visual continuity throughout the City.

**Policy 1.5.2:** Ensure that no foreign species of plants will encroach upon and inhibit the natural growth and sustainability of native species by identifying native and approved foreign species for plantings within the Land Development Code.

**Policy 1.5.3:** Follow standard design guidelines for all recreational and open space areas consulting policies of current Natural Resource Protection Areas and Crime Prevention through Environmental Design (CPTED) criteria.

**Policy 1.5.4:** Continue to upgrade and modernize parks according to the Parks and Recreation Master Plan and the Capital Improvements Schedule.

**Objective 1.6: Ensure adequate planning for activities and access corridors to prevent congestion and overcapacity issues that will diminish the quality of the recreational facilities and open spaces even though the level of service standard may be adequate.**

**Policy 1.6.1:** Continue to partner with the Gulf Breeze Sports Association for proper planning and use of facilities to research and initiate new programs, open space and facilities for residents and non residents.

**Policy 1.6.2:** Continue to implement and expand efforts to ensure public awareness and utilization of programs and facilities to properly meet the needs of the community.

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## PUBLIC SCHOOL FACILITIES ELEMENT

**Pursuant to Section 163.3177(12), Florida Statutes (F.S.),** the Public School Facilities Element establishes the basis for coordination between the county school board and local governments for public school planning, and the review and approval of residential development to ensure that school capacity at the adopted level of service standard is available prior to or concurrent with the student impact associated with residential development.

### Goal 1:

**Collaborate and coordinate with the School Board of Santa Rosa County (School Board) to ensure the availability of high quality public school facilities which meet the needs of the City of Gulf Breeze's existing and future population.**

**Objective 1.1: Coordinate existing and planned public school facilities with the plans for supporting infrastructure.**

**Policy 1.1.1:** Coordinate the timing of new development with adequate school capacity. Where capacity will not be available to serve students from the proposed development and concurrency provisions pursuant to Section 163.3180, Florida Statutes (F.S.) are not met, the City will use the lack of school capacity as a basis for denial of petitions for final subdivisions or site plans for residential development.

**Policy 1.1.2:** The City of Gulf Breeze is a party to the Interlocal Agreement for Public School Facilities Planning in Santa Rosa County (Interlocal Agreement), along with the School Board, Santa Rosa County and the municipalities of Jay and Milton, as required by Section 1013.33, F.S. The interlocal agreement includes procedures for:

- Joint meetings;
- Student enrollment and population projections;
- Coordinating and sharing of information;
- School site analysis;
- Supporting infrastructure;
- Comprehensive plan amendments, rezonings and development approvals;
- Education Plant Survey and Five-Year District Facilities Work program;
- Co-location and shared use;
- Implementation of school concurrency, including levels of service standards, concurrency service areas, and proportionate-share mitigation;
- Oversight process; and
- Resolution of disputes.

If a change or revision to the items addressed by the Interlocal Agreement is proposed by the School Board, Santa Rosa County, the cities of Gulf Breeze and Milton and/or the Town of Jay, it shall be accomplished by the execution of an amendment to the Interlocal Agreement by all parties and the adoption of amendments to the comprehensive plans of all the jurisdictions. The revisions shall not be effective until all plan amendments are effective and the amended Interlocal Agreement is fully executed.

**Policy 1.1.3:** A representative of the school district, appointed by the School Board, shall be included as a nonvoting member of the City's Local Planning Agency, as required by Section 163.3174, F.S.

**Policy 1.1.4:** By February 1 each year, all jurisdictions in Santa Rosa County will provide the School Board with a report on growth and development trends within their jurisdiction. This report will include information such as: future land use map amendments and rezonings that increase residential densities; residential building permits issued during the preceding year and their location; and development orders containing a requirement for the provision of a school site as a condition of approval.

**Policy 1.1.5:** Each year, prior to the adoption of the School Board's Five-Year Facilities Work Program, the School Board shall provide the proposed work program to the City, along with a general education facilities report. The educational facilities report shall contain information detailing existing facilities and their locations and projected needs. After review and consideration, the School Board shall adopt a financially feasible Five-Year Facilities Work Program by October 1 of each year and shall provide the final adopted plan to the County and its municipalities within 15 days after adoption.

**Policy 1.1.6:** The City shall coordinate with Santa Rosa County, the City of Milton, the Town of Jay and the School Board regarding an annual review of school enrollment projections, and procedures for annual update and review of school board and local government plans, including the review of this element.

**Objective 1.2: Enhance community/neighborhood design through effective school facility design and siting standards. Encourage the siting of school facilities so they serve as community focal points and coordinate the location of public schools with the Future Land Use Map (FLUM).**

**Policy 1.2.1:** To ensure compatibility between public school facilities and surrounding land uses, the School Board shall provide notice to a local government prior to acquiring or leasing property in its jurisdiction that may be used for a new public education facility. The local government shall in turn advise the School board of the site's consistency or inconsistency with the land use categories and policies of the local government's comprehensive plan, including any design guidelines, pursuant to the Interlocal Agreement for Public School Facility Planning.

**Policy 1.2.2:** Consistent with policies in the Future Land Use Element, public schools are an allowable use in all future land use categories except Conservation and Parks/Recreation. The Land Development Code may also include siting standards for schools, consistent with the local government comprehensive plan.

**Policy 1.2.3:** To reduce hazardous walking conditions consistent with Florida's Safe Ways to School program, the City, in coordination with the School Board, shall implement the following strategies:

- 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;
- For new development and redevelopment within two miles of an existing or planned school, the City shall promote sidewalks (complete, unobstructed, and continuous

with a minimum width of five feet) along the corridor that directly serves the school, or qualifies as an acceptably designed walk or bicycle route to the school.

- 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, F.S., and specific provisions for constructing such facilities will be included in the City's schedule of capital improvements adopted each fiscal year; and
- Evaluate school zones to consider safe crossing of children along major roadways, including prioritized areas for sidewalk improvements including: schools with a high number of pedestrian and bicycle injuries or fatalities, schools requiring courtesy busing for hazardous walking conditions, schools with significant walking populations, but poor pedestrian and bicycle access, and needed safety improvements.

**Objective 1.3: Coordinate the location of public schools relative to the location of other public facilities to the maximum extent possible.**

**Policy 1.3.1:** Coordinate the location of public schools relative to the location of other public facilities such as parks, libraries and community centers to the maximum extent possible.

**Policy 1.3.2:** Coordinate with the School Board to permit the shared-use and co-location of school sites and City facilities with similar facility needs, pursuant to the Interlocal Agreement, as it may be amended. Participate in the coordination of the location, phasing, and design of future school sites to enhance the potential of schools as recreation areas.

**Policy 1.3.3:** Coordinate efforts to rehabilitate existing or build new school facilities and expansions that may serve as and provide emergency shelters as required by Section 163.3177, F.S., and coordinate with the School Board regarding emergency preparedness issues and plans.

**Objective 1.4: Projects necessary to address existing deficiencies and to meet future needs based upon the adopted levels of service will be included in the School Board's financially feasible Five-year District Facilities Work Program.**

**Policy 1.4.1:** The Five-Year District Facilities Work Program shall be coordinated with the District Educational Facilities Work Plan, the plans of other local governments, and the concurrency service area map.

**Policy 1.4.2:** The Five-Year District Facilities Work Program shall be updated annually to add a new "fifth year" and will include school capacity sufficient to meet anticipated student demand as projected by Santa Rosa County and its municipalities, based on adopted level of service standards in this element. The City shall update its Capital Improvements schedule on an annual basis by December 1 and will incorporate the upcoming five years of the School Board's District Facilities Work Program. The City and the School Board shall coordinate during updates or amendments to the City's comprehensive plan and updates or amendments to long-range plans for School Board facilities.

**Objective 1.5: Coordinate petitions for future land use amendments, rezoning, and approval of subdivision and site plans for residential development with adequate school capacity.**

**Policy 1.5.1:** The City shall coordinate anticipated student growth based on future land use map projections of housing units with the School Board’s long range facilities needs over 5-year, 10-year and 20 year periods.

**Policy 1.5.2:** All school related amendments of the comprehensive plan shall be provided to the School Board at least 45 days prior to transmittal. The School Board may provide comments to the relevant local government either in writing at least 15 days prior to the public meeting or by attending and providing comments at the local planning agency meeting. The City 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

**Policy 1.5.3:** The City shall give priority consideration to petitions for land uses, zoning and final subdivision and site plans for residential development in areas with adequate school capacity or where school sites adequate to serve potential growth have been donated to or set aside as reflected in a written agreement approved by the Santa Rosa County School Board.

**Policy 1.5.4:** In reviewing petitions for future land use amendments, zoning amendments, or subdivision and site plans for residential development that may affect student enrollment or school facilities, the City shall consider:

- The compatibility of land uses adjacent to existing schools and reserved school sites;
- The co-location of parks, recreation and community facilities with school sites;
- The linkage of schools, parks, libraries and other public facilities with bikeways, trails, and sidewalks;
- Ensuring the development of traffic circulation plans to serve schools and the surrounding neighborhood and to include interconnectivity of neighborhoods when feasible;
- Providing off-site signalization, signage, access improvements and sidewalks to serve all schools;
- School Board staff comments and findings of available school capacity for comprehensive plan amendments and other land-use decisions; and
- Available school capacity or planned improvements to increase school capacity

**Objective 1.6: Manage the timing of residential subdivision approvals, site plans or their functional equivalent to ensure adequate school capacity is available consistent with adopted level of service standards for public school concurrency.**

**Policy 1.6.1:** Consistent with the Interlocal Agreement, the City and School Board agree to the following standards for school concurrency in Santa Rosa County;

- Consistent with the Interlocal Agreement, the uniform, district-wide level of service standards are initially set as follows:

Type of School	Level Of Service Standards
Elementary	105% of permanent FISH capacity
Middle	105% of permanent FISH capacity
Combined Jr/Sr High	90% of permanent FISH capacity
High	105% of permanent FISH capacity

Potential amendments to the level of service standards shall be considered at least annually at the staff working group meeting to take place no later than April 15<sup>th</sup> of each year. No level of service standard shall be amended without a finding that the amended level of service standard is financially feasible, supported by adequate data and analysis and can be achieved and maintained within the period covered by the first five years of the Capital Facilities Plan.

- **Concurrency Service Areas:** The concurrency service areas shall be as shown in **Map 10.1, Volume II, Adopted Maps Atlas**. The amended concurrency service area shall not be effective until all plan amendments and the amended Interlocal Agreement are fully executed. No concurrency service area shall be amended without a finding that the amended concurrency service area boundaries are financially feasible.
- **Maximizing Concurrency Service Areas:** Concurrency service areas shall maximize capacity utilization, taking into account transportation costs, limiting maximum capacity student travel times, achieving socio-economic, racial and cultural diversity objectives, and other relevant factors as determined by the School Board's policy on maximization of capacity. Other considerations for amending concurrency service area may include safe access (including factors such as the presence of sidewalks, bicycle paths, turn lanes and signalization, and general walkability), diversity and geographic or man-made constraints to travel
- **Student Generation Rates:** Consistent with the Interlocal Agreement, the School Board staff, working with the county and municipal staffs, will develop and apply student generation multipliers for residential units by type and projected price for schools of each type, considering past trends in student enrollment, in order to project school enrollment. The student generation rates shall be determined by the School Board in accordance with professionally accepted methodologies, shall be updated as necessary and shall be adopted into the City comprehensive plan.
- **School Capacity and Enrollment:** The Department of Education permanent Florida Inventory of School Houses (FISH) capacity is adopted as the uniform methodology to determine the capacity of each school. Relocatable buildings are not considered in the calculation of permanent capacity. School enrollment shall be based on the annual enrollment of each school based on actual counts reported to the Department of Education in October of each year.
- **Concurrency Availability Standard:** The City shall amend the Concurrency Monitoring System in its land development regulations to be consistent with amended Section 163.3180, F.S., as amended.
- **Subdivision and Site Plan:** In the event that the School Board finds that there is not sufficient capacity in the affected concurrency service area to address the impacts of a proposed development, the following shall apply. Either (i) the site plan or final subdivision plat must provide capacity enhancement sufficient to meet its impacts through proportionate share mitigation; or (ii) approval of the site plan or final subdivision plat must be conditioned upon the ability of the capacity enhancement and level of service to be sufficient to meet the impacts. The amount of mitigation required shall be determined by the Department of Education's most current cost per student station applicable to Santa Rosa County.
- **Options for providing proportionate share mitigation for any approval of additional residential dwelling units that triggers a failure of level of service for public school capacity shall include the following:**

1. Contribution of, or payment for, acquisition of new or expanded school sites; or
  2. Construction or expansion of permanent school facilities within the same concurrency service area or an adjacent concurrency service area; and,
  3. Educational Facility Benefit Districts.
- Mitigation shall be directed to projects on the School Board's Five-Year Capital Facilities Plan that the School Board agrees will satisfy the demand created by that development approval, and shall be assured by a legally binding development agreement between the School Board, the City, and the applicant, executed prior to the issuance of the final subdivision plat, site plan or functional equivalent. If the school agrees to the mitigation, the School Board must commit in the agreement to placing the improvement required for mitigation in its Five-Year Capital Facilities Plan. This development agreement shall include the landowner's commitment to continuing renewal of the development agreement upon its expiration.

**Policy 1.6.2:** Proportionate share mitigation will be calculated by multiplying the number of additional student stations projected to be generated by the proposed development by the average cost per student station.

**Objective 1.7: Monitor the Public Schools Facilities Element in order to assure the best practices of the joint planning processes and procedures for coordination of planning and decision-making.**

**Policy 1.7.1:** The City of Gulf Breeze and the Santa Rosa County School Board will coordinate during updates or amendments for long-range plans for School Board Facilities.

**Policy 1.7.2:** Consistent with Section 163.3177(12)(g), Florida Statutes, the Public School Facilities Element shall include future conditions maps showing existing and anticipated schools over the five-year and long term planning periods. The maps of necessity may be general over the long term planning period and do not prescribe land use on a particular parcel of land. Map 10-1, Volume III, Adopted Maps Atlas, is included in this element.

## **INTERGOVERNMENTAL COORDINATION ELEMENT**

**Pursuant to Section 163.3177(5)(b) and 163.3177(6)(h), Florida Statutes (F.S.), and Rule 9J-5.015, Florida Administrative Code (F.A.C.),** the Intergovernmental Coordination Element was created to facilitate communication between adjacent jurisdictions and districts in order to coordinate planning goals, to reduce or eliminate duplication of efforts and to promote partnering withingn the growth management framework. Therefore, in order to accomplish this purposoe, the following will be addressed in this element:

- Identify and resolve incompatible goals, objectives and policies;
- Determine existing coordination mechanisms needs and quality; and
- Evaluate Santa Rosa County, Escambia County, the City of Pensacola and other units of government providing service to or receiving service from the City, independent special districts, regional and State agencies.

### **Goal 1:**

**Provide for coordinated and consistent planning processes necessary and proper for growth and development in the City of Gulf Breeze to ensure the delivery of quality municipal services and facilitate sustainable development practices by maintaining positive and interactive intergovernmental relationships.**

**Objective 1.1: Coordinate the preparation and implementation of the City of Gulf Breeze Comprehensive Plan with the plans of adjacent local governments, Santa Rosa County School Board, and other units of local government providing services but not having regulatory authority over the use of land.**

**Policy 1.1.1:** Continue to further the appropriate goals and policies of the State Comprehensive Plan and the West Florida Regional Planning Council (WFRPC) Strategic Regional Policy Plan (SRPP) as updated.

**Policy 1.1.2:** Coordinate with existing resource protection plans of other government agencies and entities including the Florida Department of Environmental Protection (FDEP), Northwest Florida Water Management District (NFWWMD) and Santa Rosa County, as well as with nonprofit environmental organizations to appropriately conserve and manage natural areas and open space.

**Policy 1.1.3:** Participate in the development of updates to the NFWWMD's Water Supply Assessment and District Water Supply Plan and in other water supply development-related initiatives facilitated by NFWWMD that affect the City.

**Policy 1.1.4:** To the maximum extent feasible, implement recommendations set forth in the Final Report of the Committee for a Sustainable Emerald Coast (CSEC) issued in December 2007 that address:

- Sustainable growth and development;
- Environmental stewardship;
- Economic diversity and prosperity; and
- Supporting educated and healthy citizens.

**Policy 1.1.5:** Coordinate land use planning with the Santa Rosa County School Board's site selection and planning process to ensure future school facilities are consistent and compatible with land use categories and the adjacent land uses of the City.

**Objective 1.2: Coordinate and if needed execute interlocal agreements with adjacent local governments to improve land use compatibility between the respective governments.**

**Policy 1.2.1:** Coordinate with Santa Rosa County, Escambia County and the City of Pensacola, through interlocal agreements if necessary, to improve the notification process regarding new development proposals that may impact the other jurisdiction in the provision of public facilities.

**Policy 1.2.2:** The WFRPC's conflict resolution process will be used for any disputes that cannot be otherwise resolved.

**Objective 1.3: Maintain existing mechanisms, and establish new mechanisms where necessary to coordinate with adjacent jurisdictions to address level of service standards and other issues regarding infrastructure and transportation impacts of new development that affect more than one jurisdiction.**

**Policy 1.3.1:** Coordinate with Santa Rosa County, the Florida-Alabama Transportation Planning Organization (TPO) and the Florida Department of Transportation (FDOT) to monitor operating conditions of major roadways in and around the City.

**Policy 1.3.2:** Coordinate with the NFWFMD, FDEP, Federal Emergency Management Agency (FEMA) and other appropriate state and federal agencies that have jurisdictional authority or responsibility in the City to ensure that water quality, stormwater drainage and flood control measures are addressed consistent with impacts of development.

**Policy 1.3.3:** Continue to cooperate with other local governments, primarily through participation with the Florida-Alabama TPO, the Northwest Florida Transportation Corridor Authority (NFTCA), Santa Rosa County and Escambia County Areawide Transit to secure additional sources of funding and coordinate facilities' improvements for all transportation needs throughout the Pensacola MSA.

**Policy 1.3.4:** Coordinate with Santa Rosa County and the Florida Department of Transportation concerning stormwater management facilities associated with roads under their jurisdiction that are located within the City limits.

**Policy 1.3.5:** Best management practices in the City shall be coordinated with those of solid waste management plans of adjacent jurisdictions to attain regional goals that increase the diversion and recycling of solid wastes to reduce the amount of waste to be deposited in landfills.

**Policy 1.3.6:** Maintain a partnership with local governments by:

- Actively participating in the monthly meetings conducted by the Santa Rosa County Fire Association for all fire and emergency services within the county.
- Actively communicate on a regular basis with the Midway Fire District to prevent duplication of efforts whenever possible for efficiency and cost savings.

**Objective 1.4: Continue to improve the City's level of coordination with the Santa Rosa County School Board to ensure that sufficient school capacity is available to support proposed development and that necessary infrastructure is available to accommodate new schools.**

**Policy 1.4.1:** Coordinate development plans for expansion of existing schools or development of new school facilities within the City to address issues such as the impact of facilities on adopted level of service (LOS) standards for public school facilities, potable water, sanitary sewer, stormwater management and solid waste services consistent with the interlocal agreement between Santa Rosa County School Board, Santa Rosa County and the county's municipalities.

**Policy 1.4.2:** Review Santa Rosa County School Board model projections for consistency with the City's projections and, if necessary, recommend additions or modifications to the model results consistent with the interlocal agreement.

**Policy 1.4.3:** Provide projected development data to Santa Rosa County School Board on a regular basis to assist in development of a long-range planning model to project student enrollment consistent with the interlocal agreement.

**Policy 1.4.4:** Include a member of Santa Rosa County School Board as an ex-officio member on the Local Planning Agency to comment on proposals that have the potential to increase residential density.

**Objective 1.5: Provide appropriate mechanisms to coordinate information and programs for the provision of housing and recreational facilities.**

**Policy 1.5.1:** Solicit recommendations and assistance from various public agencies and quasi-public organizations such as the Florida Department of State, Division of Historic Resources, the Florida Department of Community Affairs (DCA), Farmers Home Administration, HUD, Florida Department of Children & Families and the Santa Rosa County Housing Authority and South Lake Chamber of Commerce to assist in identification of potential areas to be recommended for future community revitalization type actions.

**Policy 1.5.2:** Continue both formal and informal communication with appropriate state and regional agencies, such as the DCA and the WFRPC, to sustain availability of information on specific programs, projects, and legislation pertinent to local governments and to provide technical assistance for potential grants.

**Policy 1.5.3:** Continue to cooperate with state agencies as well as with nonprofit environmental organizations in identifying programs and funding sources to promote further development of community parks, open space and recreation facilities and to coordinate with them in effectively managing existing natural areas and open space.

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## CAPITAL IMPROVEMENTS ELEMENT

*Pursuant to Section 163.3177(3)(A), Florida Statutes (F.S.), and Rule 9J-5.0163, Florida Administrative Code (F.A.C.),* the Capital Improvements Element (CIE) guides the efficient use of public and private funds invested in roads and other public facilities. This investment contributes to the quality of life in the City of Gulf Breeze and it also affects the timing and location of growth and redevelopment within the City.

The State mandates that local governments establish and maintain capacity standards for seven types of public facilities: potable water, sanitary sewer, roads (unless the jurisdiction was designated a Dense Land Use Area pursuant to 2009 SB 360 statute changes), drainage, solid waste, public schools and parks and recreation facilities. These capacity standards, called level of service (LOS) standards, are set by the City Council for six of these facility types and for school concurrency is set by an interlocal agreement with the Santa Rosa County School Board. The process of achieving and maintaining LOS for public facilities is known as Concurrency Management, which is implemented through the CIE and the City's Land Development Code.

A key product of the CIE is a capital improvements schedule, which is a balanced, five-year spending plan setting the priority and timing of construction of projects required to maintain concurrency and is updated annually. The first year of the CIE Schedule becomes part of the City's annual operating budget through its Capital Improvements Program.

### Goal 1:

**Manage growth and redevelopment to ensure that public facilities that meet established level of service (LOS) standards are in place when needed, consistent with a financially feasible capital facilities improvement program.**

**Objective 1.1: Capital improvements will be implemented as necessary to correct deficiencies in public facilities and to serve projected future growth, in accordance with the adopted Five-year Schedule of Capital Improvements.**

**Policy 1.1.1:** The City hereby adopts the following minimum LOS standards, which must be retained in reviewing the impacts of new development and development on public facilities:

- The following minimum Roadway Q/LOS standards for monitoring intersection capacity are established based on annual average daily trips (AADT), as follows:

Arterials (4-lane and 6-lane) E+10%

Arterials (2-lane) E + 30%

Collectors D

Local Roads D

- The **LOS** standard for *Sanitary Sewer* is 100 gallons per person per day pursuant to Policy 1.1.1, Infrastructure Element.
- The **LOS** standard for *Solid Waste* is 3.60 pounds per person per day pursuant to Policy 1.1.1, Infrastructure Element.
- The **LOS** standards for *Potable Water* are as follows: 130 gallons per person per day; maintain minimum daily flow of 1.0 MGD; maximum water capacity is 1.523 MGD; daily potable water pressure shall be no less than 35 pounds per square inch (psi); water

storage shall be a minimum of projected average daily flow pursuant to Policy 1.1.1, Infrastructure Element.

- The LOS standards for Stormwater Management facilities are as follows: 25-year storm frequency, 24-hour duration; treatment of the first one-half inch of runoff for sites less than 100 acres and treatment of the first inch of runoff for sites greater than 100 acres pursuant to Policy 1.1.1, Infrastructure Element.
- The LOS standard for Recreation and Open Space is five acres per 1,000 residents pursuant to Policy 1.3.1, Recreation and Open Space Element.
- The LOS standards for Public School Facilities, pursuant to Policy 1.6.1, Public School Facilities Element, is:

<u>Type of School</u>	<u>Level Of Service Standards</u>
<u>Elementary</u>	<u>105% of permanent FISH capacity</u>
<u>Middle</u>	<u>105% of permanent FISH capacity</u>
<u>Combined Jr/Sr High</u>	<u>90% of permanent FISH capacity</u>
<u>High</u>	<u>105% of permanent FISH capacity</u>

**Policy 1.1.1:Policy 1.1.2:** The City will include projects identified in the relevant Comprehensive Plan elements in a Five-Year Schedule of Capital Improvements which will be updated annually during the City’s annual budgeting process.

**Policy 1.1.2:Policy 1.1.3:** The Capital Improvements Element will be reviewed on an annual basis and will be utilized in preparing the City’s annual budget.

**Policy 1.1.3:Policy 1.1.4:** The Capital Improvements Element shall include those public facility improvements that are greater than or equal to \$25,000.

**Objective 1.2: All development orders and development permits will be issued contingent upon the availability of adequate public facilities, based on adopted LOS standards**

**Policy 1.2.1:** Through adoption and implementation of land development regulations, comprehensive plan goals, objectives and policies, impact fees, other impact exactions, implementation of the annual budget and five-year capital improvements schedule, the City shall ensure the availability of public facilities and services concurrent with the impacts of development.

**Policy 1.2.2:** The City shall implement the Concurrency Management System adopted in the City’s Land Development Code, which is consistent with sections 163.3177 and 163.3180, F.S. and the minimum requirements for concurrency established in Rule 9J-5.0055 (2) and (3), F.A.C., to manage the land development process so that public facility needs created by previously issued development orders or future development do not exceed the City’s ability to fund and provide needed capital improvements.

**Policy 1.2.3:** The concurrency evaluation system shall measure the potential impact of any development proposal on the established minimum acceptable LOS standards for sanitary sewer, solid waste, stormwater, potable water and parks and recreation, unless the

development is exempt from the review requirements of the Concurrency Management System.

**Policy 1.2.4:** No development permit or order shall be issued unless adequate public facilities are available to serve the proposed development as determined by the City's concurrency evaluation in the ~~adopted~~—Concurrency Management System adopted in the Land Development Code, which is consistent with Rule 9J-5.0055 (2) and (3), F.A.C. and sections 163.3177 and 163.3180, F.S.

**Objective 1.3: Ensure that future development will bear a proportionate cost of facility improvements necessary to maintain adopted LOS standards through the assessment of impact fees or developer contributions, dedications and/or construction of capital facilities necessary to serve new development.**

**Policy 1.3.1:** New development shall be responsible for installing all internal water and sewer systems, traffic circulation systems and internal recreation/open space facilities within the development. In addition, connections of internal systems to the City's designated water and sewer systems and traffic circulation network shall be the financial responsibility of the developer. The Developer's fair share of costs will be based on the benefits derived by users of the related facilities.

**Policy 1.3.2:** All development order applications shall be evaluated as to the impact of the development on capital facilities and the operation and maintenance of those facilities. The evaluation shall include, but not be limited to, the following:

- Expected capital costs, including the installation of required new facilities that are related to the development.
- Expected operation and maintenance costs associated with the new facilities required by the development.
- Anticipated revenues from the development, including impact fees, user fees and future taxes.

**Policy 1.3.3:** The Land Development Code shall continue to require land dedication, payment in lieu of dedication or other forms of impact exaction to secure easements for utility and traffic circulation systems.

**Objective 1.4: Manage fiscal resources in order to ensure that capital improvements needed due to previously issued development orders and improvements required by future development orders are provided for in accordance with the Five-Year Schedule of Capital Improvements.**

**Policy 1.4.1:** Adopt a Capital Budget at the same time that the City adopts its Annual Operating Budget. The Capital Budget shall annually program those projects necessary to maintain the adopted LOS standards.

**Policy 1.4.2:** Proposed capital improvement projects shall be evaluated and ranked by the City in order of priority according to the following guidelines listed in order of importance:

- Whether the project is needed to protect public health and safety, to fulfill the City's legal commitment to provide facilities and services, or to preserve or achieve full use of existing facilities;
- Whether the project increases efficiency of use of existing facilities, prevents or reduces future improvement cost, provides service to developed areas lacking full service, or promotes in-fill development; and'
- Whether the project represents a logical extension of facilities and services within a designated urban service area.

In evaluation of projects, consideration will be given to:

- The elimination of public hazards;
- The elimination of existing capacity deficiencies;
- The impact on the annual operating and capital budgets;
- Location in relation to the Future Land Use Map;
- The accommodation of new development and redevelopment facility demands;
- The financial feasibility of the proposed project;
- The relationship of the improvements to the plans of State agencies and the Northwest Florida Water Management District; and
- The relationship of the improvement to the plans of the Florida-Alabama TPO.

**Objective 1.5: Adopt policies and procedures that address the management and utilization of debt for capital project financing.**

**Policy 1.5.1:** The use of revenue bonds as a debt instrument shall be evaluated based on the following criteria:

- Debt will not be issued to finance normal repairs and maintenance.
- Debt can be issued to make renovations, updates, modernizations and rehabilitations provided that the expenditures extend the useful life of the capital asset.
- The maximum ratio of total debt service (principal and interest) to total revenue shall be that percentage deemed most beneficial to the City as determined by the City's financial advisors and its bond counsel based upon criteria set by the rating agencies and credit enhancement organizations.
- The impact of principal and interest revenue bond payments on the operation and maintenance of the affected utility and/or department should not require deferring the current maintenance of existing infrastructure.
- The impact of bond covenants and restrictions on the City's method of accounting for depreciation shall be evaluated, as well as the impact of any reserve account restrictions on the operation and maintenance of the affected utility and/or department.
- Cash restricted due to bond and grant covenants will be budgeted in accordance with the terms of the covenants.
- Capitalized repairs of existing infrastructure will be paid from funds restricted by debt covenants and current revenues. Debt will not be issued to finance capitalized repairs.

**Policy 1.5.2:** The use of tax revenues as a pledge for the repayment of debt shall be evaluated based on the following criteria:

- A five-year projection of revenues from all taxes shall be prepared and updated annually as a part of the City's budget process. An analysis of historic and future trends in the tax revenue stream will be a part of the projection process.
- At the time of issuance of new debt, a review shall be conducted to ensure that the maximum amount of general government debt shall not exceed the City's annually budgeted revenues.

**Objective 1.6:** In order to maintain adopted LOS standards, the City shall coordinate land use decisions and available or projected fiscal resources to correct existing deficiencies identified in the comprehensive plan, accommodate desired future growth and replace worn out or obsolete facilities through the annual adoption of a Five-Year Schedule of Capital Improvements.

**Policy 1.6.1:** The City hereby adopts the Five Year Schedule of Capital Improvements included as **Appendix A** of this element, and will update this schedule on an annual basis.

**Policy 1.6.2:** Capital projects included in the Five-Year Schedule of Capital Improvements shall be defined as those projects identified within the comprehensive plan that are necessary to maintain adopted LOS standards including increasing the capacity or efficiency of existing facilities and/or replacing failing facilities.

**Policy 1.6.3:** The City of Gulf Breeze adopts by reference the Five-Year Facilities Master Plan FY ~~2009-2013~~2010 - 2014 as formally adopted by the Santa Rosa County School Board on September ~~10, 2009~~, 2010, as amended, into the City's Five-Year Schedule of Capital Improvements.

**Policy 1.6.4:** The City of Gulf Breeze adopts by reference the Five-Year Transportation Improvement Program FY ~~2009-2013~~2010-2014 as formally adopted by the Florida-Alabama TPO on ~~September 9, 2009~~June 9, 2010, as amended, into the City's Five-Year Schedule of Capital Improvements.

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**Appendix B****City of Gulf Breeze Five-Year Schedule of Capital Improvements, FY 2010/11 to 2014/15**

Comprehensive Plan Element/Project	Source of Funding	FY 10-11	FY 11-12	FY 12-13	FY 13-14	FY 14-15
<b>STORMWATER MANAGEMENT</b>						
Wetlands Acquisition – 12.5 Acres on Soundview Drive	FEMA	20,000	-	-	-	-
Maintenance of Stormwater Management Facilities	Stormwater Utility Fee	100,000	100,000	100,000	100,000	100,000
<b>POTABLE WATER</b>						
Infrastructure Replacement	Water & Sewer or SSRUS Enterprise Fund	100,000	100,000	100,000	100,000	100,000
Water Plant Improvements	Water & Sewer or SSRUS Enterprise Fund	25,000	25,000	25,000	25,000	25,000
<b>SANITARY SEWER</b>						
Infiltration/Inflow Improvements	Water & Sewer or SSRUS Enterprise Fund	100,000	100,000	100,000	100,000	100,000
Infrastructure Replacement	Water & Sewer or SSRUS Enterprise Fund	100,000	100,000	100,000	100,000	100,000
Lift Station Rehabilitation	Water & Sewer or SSRUS Enterprise Fund	100,000	100,000	100,000	100,000	100,000
<b>PARKS &amp; RECREATION</b>						
Hodges Park Improvements	½ Private Donation ½ General Fund	45,000	-	-	-	-
McClure Park Improvements	FEMA	-	75,000	-	-	-
Williamsburg Park Improvements	FEMA	-	75,000	-	-	-

Comprehensive Plan Element/Project	Source of Funding	FY 10-11	FY 11-12	FY 12-13	FY 13-14	FY 14-15
Rest Rooms at Various Parks	FEMA	100,000	-	-	-	-
Gulf Breeze Recreation Center						
Miscellaneous Repairs	General Fund	22,000	-	-	-	-
R-O-W Improvements	General Fund	65,000	-	-	-	-
Gym Floor Rehabilitation	General Fund	10,000	-	10,000	-	-
Tennis Court Resurfacing	General Fund	40,000	-	-	-	-
<b>TRANSPORTATION</b> (Also see Note 1)						
Street Resurfacing	Local Option Gas Tax	345,146	230,000	230,000	230,000	230,000
Restriping	General Fund	30,000	-	-	-	-
<b>COMMUNITY REDEVELOPMENT AREA</b>						
Business Development	CRA - TIF	75,000	75,000	75,000	75,000	75,000
Resurfacing McClure Drive	CDBG	100,000	-	-	-	-
Resurfacing St. Francis Drive	CRA - TIF	150,000	-	-	-	-
Install Phase II US 98 Streetscape	CRA - TIF	200,000	-	-	-	-
Conceptual Plans for Underground Utilities	CRA - TIF	-	200,000	-	-	-
Construction Documents US 98 Streetscapes	CRA - TIF	-	100,000	-	-	-
Installation of Streetscape Along US 98	CRA - TIF	-	-	200,000	200,000	200,000
<b>PUBLIC SCHOOL FACILITIES</b> (See Note 2)						
<b>PROJECT TOTALS</b>		<b>\$1,727,146</b>	<b>\$1,280,000</b>	<b>\$1,040,000</b>	<b>\$1,030,000</b>	<b>\$1,030,000</b>

**Note 1:** The City of Gulf Breeze adopts by reference the Transportation Improvement Program (TIP) for Fiscal Years 2010/2011-2014/15 as formally adopted by the Florida-Alabama Transportation Planning Organization ~~in~~ July-June 9, 2010, as amended, into the City's Five-Year Schedule of Capital Improvements.

**Note 2:** The City of Gulf Breeze adopts by reference the District Capital Outlay Plan (DCOP) for FY 2010/2011-2014/15 as formally adopted by the Santa Rosa County School Board ~~in~~ September 9, 2010, as amended, into the City's Five-Year Schedule of Capital Improvements.

**Source:** City of Gulf Breeze, 2010