

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 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	Maximum Density/Intensity <sup>(1)</sup>
Conservation (CNS)	N/A
Parks/Recreation (P/R)	0.25 FAR
Public Facilities/Institutional (PF/I)	1.0 FAR
Low-Density (LDR)	1-4 du per acre <sup>(2)</sup>
Medium-Density (MDR)	5-10 du per acre
High-Density (HDR)	11-25 du per acre
Neighborhood Business (NB)	1-10 du per acre/0.5 FAR
Commercial	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 unless specifically prohibited in an 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 2011 in the LDC and the *City of Gulf Breeze Community Redevelopment Plan*:
  - 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, that shall 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. In addition to meeting the requirements of subsections a through d above, 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 (NFWMD) 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.

**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 without exception. 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:** 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 Northwest Florida Hurricane Evacuation Study, 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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