



CITY OF
GULF BREEZE
— 1961 —

STRATEGIC PLAN 2025–2030

*A Resilient Waterfront Community with a
Visible Past and a Sustainable Future*



Mariners Landing Grand Opening

June, 2025

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Letter from the Mayor

JB Schluter



JB Schluter
Mayor



Amy Tavai
Councilwoman, Seat A



Tim Burr
Councilman, Seat B



Brittany Simpson
Councilwoman, Seat C



Randy Hebert
Mayor Pro Tem, Seat D

Dear Reader,

On behalf of the City Council and the residents of Gulf Breeze, I am pleased to present the City of Gulf Breeze 2025–2030 Strategic Plan.

Over the past several years, Gulf Breeze has focused on recovery and resilience in response to storms, flooding, and aging infrastructure. Through investments in stormwater systems, utilities, and critical facilities, the City strengthened its ability to withstand future risks and established resiliency as a core community value.

Today, Gulf Breeze is at an important transition point. Many foundational studies and improvements are complete, and the City is actively updating its Comprehensive Plan and Land Development Code. This Strategic Plan builds on that work by shifting from planning to implementation—aligning resiliency investments with waterfront revitalization, public access, and long-term economic vitality.

In 2028, Gulf Breeze will mark 200 years as a community. The City will focus on activating its waterfront and making its history and culture more visible in public spaces, neighborhoods, and arrival points. By coordinating shoreline protection, environmental stewardship, and cultural preservation, Gulf Breeze will continue to grow thoughtfully while strengthening its identity as a resilient waterfront community.

I thank the City Council, staff, advisory boards, and residents who contributed to this plan. Together, we are building a Gulf Breeze that is prepared for the future, connected to its waterfront, and proud of its past.

Sincerely,

JB Schluter

Mayor, City of Gulf Breeze

How to Read This Strategic Plan

A Message from the City Manager

Greetings!

This Strategic Plan should be read as a guide for decision-making rather than a static list of projects. It is intended to inform policy discussions, budget development, grant applications, and intergovernmental coordination over the next five years, reflecting where Gulf Breeze has been and how it will continue to move forward as a resilient waterfront community with a clear civic identity.

How City Staff Uses This Strategic Plan

City staff use this Strategic Plan as an operational guide to:

- Align annual work programs and budgets with City Council priorities
- Guide capital planning and project sequencing
- Comprehensive Plan and Land Development Code updates
- Support grant applications and intergovernmental partnerships
- Coordinate efforts across departments and advisory boards
- Track progress and report outcomes to the City Council and the public

By using this plan as a common reference point, City staff make consistent, transparent decisions that advance Gulf Breeze's long-term goals while remaining responsive to community needs.

The success of this strategy is undeniable: The City's first 5-year strategic plan garnered \$21.95 million in grant investments between 2020 and 2025. Even before this next Strategic Plan is finalized, its priorities have already attracted \$27.87 million in grant funding, more than the previous 5 years combined.

Over the last 3 years, the City has seen more than \$52 million invested in residential housing and more than \$6 million in commercial development. This steady reinvestment reflects strong confidence in the City's commitment to follow through on its plans.

How to Read This Strategic Plan

A Message from the City Manager

To maintain focus on strategy and implementation, detailed survey results are included in the Appendix rather than serving as the plan's primary organizing framework.

Similarly, major priorities from the previous plan—such as stormwater, reclaimed water, undergrounding and streetscapes, septic tank elimination, and mobility—are summarized in the Appendix to document progress while keeping the main body of the plan focused on vision and strategy.

Happy reading!

Respectfully,
Samantha D. Abell, ICMA-CM
City Manager
City of Gulf Breeze

MISSION

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

CORE VALUES



The City of Gulf Breeze strives to preserve and enhance its nationally-recognized high quality of life and hometown character. Gulf Breeze is a community that supports inclusion, collaboration, and service above self.



Inclusion ensures that individuals are valued, respected, and have opportunities to participate. Collaboration occurs when two or more people work together toward a shared goal.



Service Above Self is showing acts of kindness, pushing yourself beyond normal boundaries for the betterment of others, and making yourself uncomfortable to serve others.

STRATEGIC DIRECTION 2025-2030

As Gulf Breeze has evolved, different moments in the City's history have required different leadership approaches. Early growth emphasized unifying the community, while periods following natural disasters and economic disruption required stabilization and recovery. More recently, the City has focused on strengthening infrastructure, improving organizational capacity, and preparing for long-term environmental and growth-related challenges.

The 2020–2025 Strategic Plan established resiliency as the City's core priority. During that period, Gulf Breeze navigated two historic storm seasons that exhausted the alphabet of named storm events—an occurrence that has happened only three times in the nation's history. The City also responded to the global pandemic, a nine-month closure of the Pensacola Bay Bridge, and significant growth pressures in its service areas as one of the fastest-growing areas in Florida. These combined challenges placed sustained stress on public infrastructure, including utilities within public rights-of-way. In response, the City invested in stormwater system upgrades, utility modernization and digitization, critical facilities, and strategic planning efforts that strengthened Gulf Breeze's ability to withstand future risks and protect neighborhood quality of life.

Gulf Breeze now stands at a transition point. With many foundational initiatives complete or underway, and with updates to the Comprehensive Plan and Land Development Code in progress, the focus for the next five years shifts from planning to implementation. The 2025–2030 Strategic Plan aligns resiliency with waterfront revitalization, expanded public access, and cultural stewardship—ensuring that infrastructure investments translate into visible, place-based outcomes along the City's shoreline and in its neighborhoods.

Through coordinated action across departments, boards, and community partners, the City will continue strengthening neighborhoods, protecting its shoreline, activating its waterfront, and reinforcing Gulf Breeze's identity as a resilient waterfront community with a clear civic identity.

The Strategic Story Arc

From Recovery to Resilience to Identity

2020 - 2025 Building the Foundation



Disaster
recovery and
infrastructure
revitalization



Major studies,
assessments, and
organizational
capacity



Resiliency
established as a
core city value



Where We Are Now A Transition Point



Comprehensive
Plan and Land
Development
Code update
underway



Shift from
planning to
implementation



Foundational
work largely
complete

2025 - 2030 Activating A Resilient Waterfront Community



Align resiliency
with waterfront
revitalization



Expand public
access and
shoreline
protection



Make culture
and history
visible in
public spaces



Strengthen
identity,
neighborhoods,
and economic
vitality

2025–2030 STRATEGIC PLAN

A Resilient Waterfront Community

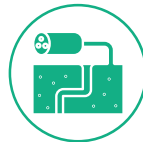
Initiation Timeline



Comprehensive
Plan & Land
Development
Code Review



Trail Expansions:
Soundview Trail Multi-Use
Pathway & Shoreline Multi-
Use Pathway Extension



Neighborhood
Collector
Underground
Utilities –
Phases 2 & 3



Blueways
Improvements –
Recreational
Fishing &
Paddler Access
(\$1.56M)



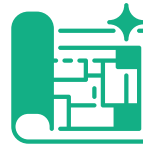
Reclaim Water
Interconnect
with Holley-
Navarre Water
System & SRC



CRA Facade Grant
Program (Continued)



Replace or Line
Clay Sewer Pipes
– Phase 1



Comprehensive Plan
& Land Development
Code Updates
(Adoption Phase)



New Natural
Gas Business
& Marketing
Plan



Thomas E.
Lambert
Reclamation
Facility Opens



Stormwater
Improvements – West
Basin (Gilmore, Berry, &
Nightingale Areas)



Renaming and Re-
Opening of
Mariners Landing

Alignment & Launch
*Policy foundation and
early implementation*

2025

**Infrastructure &
Waterfront Activation**
*Visible progress and
corridor improvements*

2026



Stormwater
Improvements –
Central Basin
(Shoreline Area)



Stormwater
Conveyance Study
for State Highway
System



Septic Tank
Elimination – Phase 2



Blueways &
Shoreline Trail
Network
Expansion



Replace or Line
Clay Sewer
Pipes – Phase 2



Neighborhood
Collector
Underground
Utilities – Phase 1



Gateway Overlay
District
Implementation
Review



Natural Resources
Extension Opens



Replace
Asbestos
Concrete
Water Mains –
Phase 2



Gateway
Overlay District
Code & Design
Standards
Implementation



Septic Tank
Elimination – Phase 1



Replace Asbestos
Concrete Water
Mains – Phase 1



Transportation
Improvements –
Fairpoint & Hoffman
Drive Area (Design)

Partnered Heritage Asset

- Naval Live Oaks Reservation
- Nationally significant historic & natural resource located within Gulf Breeze

Promotion · interpretation · trail connectivity



Heritage Cultural
Advisory
Responsibilities
Designated to
Advisory Park Board



New Resiliency Upgrade Program for Natural Gas & Reclaim Conversions



Heritage & Cultural Infrastructure – Phase 2

From policy alignment to implementation to identity – one continuous strategy.



Transportation Improvements – Fairpoint & Hoffman Drive Area (Construction)



Gateway District Private Redevelopment Incentives (Activation Phase)



Citywide Resiliency Program Performance Review



Long-Term Infrastructure & Utilities Optimization



Heritage Cultural Infrastructure – Phase 1
• Shoreline Park cultural interpretation
• Public history elements



Waterfront Identity & Arrival Experience – Construction



Replace or Line Clay Sewer Pipes – Final Phase



Dredging Master Plan – Implementation

Community, Heritage & Utilities
Neighborhood connection & systems modernization

2027

Waterfront & Environmental Implementation
Place-based outcomes

2028

Major Capital & Systems Completion
Citywide integration

2029

Implementation Maturity
Long-term resilience & identity



Neighborhood Collector Underground Utilities – Final Phase



Living Shoreline & Seagrass Restoration Projects



Reclaim Water Expansion – Construction Phase



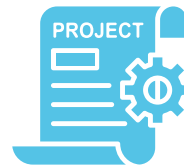
Waterfront, Blueways, & Heritage Network Completion



Replace Asbestos Concrete Water Mains – Phase 3



Dredging Master Plan – Study & Alternatives Development



Gateway District Streetscape & Public Realm Enhancements



Citywide Resiliency Program Performance Review



Replace or Line Clay Sewer Pipes – Phase 3



Blueways & Shoreline Trail Network Expansion



Dredging Master Plan – Implementation



Strategic Plan Outcomes Assessment & Next-Phase Planning



Neighborhood-Based Heritage Programs (Launch)



Septic Tank Elimination – Final Phase

Introduction

In January 2025, Mayor JB Schluter and the City Council convened a strategic planning retreat to establish a shared policy platform to guide City priorities over the next five years. The result is this 5-Year Strategic Plan (2025–2030), which integrates:

- Continuation of **resiliency** as the core priority
- **Waterfront revitalization** as the primary physical and economic strategy
- **Culture and heritage** as civic identity and community value

Together, these priorities reflect the City’s evolution from recovery and preparation toward implementation and place-based outcomes.

I. Executive Summary

The City of Gulf Breeze is a waterfront community shaped by its natural environment, its resilience to storms, and a rich but often unseen cultural history. Building on the previous five-year strategic plan’s emphasis on resiliency, this 2025–2030 Strategic Plan aligns environmental protection, infrastructure investment, waterfront revitalization, economic development, and heritage preservation into a single, cohesive framework.

This Strategic Plan is the second comprehensive strategic planning effort in the City’s history and reflects a more mature, implementation-focused approach. Over the next five years, the City will focus on protecting its shores, activating its waterfront, strengthening neighborhood connections, and making Gulf Breeze’s history and culture visible in public places. By coordinating these priorities through the Comprehensive Plan and Land Development Code update, the City will ensure that policy, investment, and implementation move together—positioning Gulf Breeze for a resilient and distinctive future.

II. Vision

Gulf Breeze will be a resilient waterfront city where:

- Shorelines are protected and restored,
- Public access to the water is expanded,
- The bridge entry announces arrival into a place with identity and history,
- Neighborhoods are proud stewards of their past
- Small business growth supports the community's environmental, cultural, and coastal character, and
- Educational and medical facilities continue to prosper as top-tier in Northwest Florida

III. Strategic Framework

This Strategic Plan is organized around three integrated pillars. Together, they ensure continuity with past priorities while establishing new, place-based goals for the future.

A. Strategic Pillar 1

Resilient Shores & Infrastructure

Goal: Strengthen Gulf Breeze's ability to withstand environmental, infrastructure, and climate-related challenges while protecting natural systems

Key Strategies

Stormwater & Flood Management

- Update the Stormwater Master Plan to incorporate sea level rise, storm surge, and rainfall intensity projections
- Expand green infrastructure such as bioswales, permeable surfaces, and natural filtration areas
- Enhance mitigation planning for an outdated state highway stormwater system using current data to address flood-prone areas

Shoreline Protection & Water Quality

- Implement living shoreline and seagrass restoration projects to reduce erosion and improve water clarity
- Develop a citywide dredging and sediment management master plan
- Create standardized jetty permitting and design guidance that supports resilience and environmental protection

Critical Infrastructure Resilience

- Harden municipal buildings, utilities, and public facilities to meet modern hurricane and resilience standards
- Pursue state and federal funding for resilient utilities, natural resources, and communication systems

B. Strategic Pillar 2

Waterfront Revitalization & Access

Goal: Transform the waterfront into a connected, accessible, and economically productive civic asset while preserving its natural character

Waterfront Revitalization Zones

Key Strategies

Zone 1: Gateway District

Bridge Entry & Waterfront Corridor

Objective: Activate and implement the City's existing Gateway Overlay District through alignment with the Comprehensive Plan and Land Development Code

Key Actions

- Conduct a Gateway District implementation review as part of the Comprehensive Plan update

- Amend land use and development standards, as appropriate, through the Comprehensive Plan and Land Development Code update, to:
 - Support mixed-use redevelopment,
 - Improve waterfront design and form standards,
 - Encourage resilient construction and public access.
- Link redevelopment incentives to public benefits such as shoreline restoration, pedestrian access, and heritage interpretation
- Prepare a non-regulatory Gateway District illustrative master plan to guide redevelopment and investment

Zone 2: Shoreline Park South

Natural & Cultural Corridor

Objective: Establish Shoreline Park South as a living laboratory for environmental education, recreation, and cultural history

Key Actions

- Expand trails, outdoor classrooms, and interpretive features
- Support fort replicas and maritime history elements as educational assets
- Enhance the Natural Resources Extension and related environmental programming
- Integrate cultural and historic interpretation with recreational amenities

Zone 3: Shoreline Restoration & Blueways

Objective: Improve water clarity, habitat, and recreational access along the shoreline

Key Actions

- Restore seagrass beds and coastal dunes using native plantings
- Develop Blueway Trails for kayaking, paddleboarding, and eco-tourism
- Promote responsible water recreation through signage and education

C. Strategic Pillar 3

Culture, Heritage & Community Identity

Goal: Strengthen community pride and heritage tourism by making Gulf Breeze's history visible, accurate, and participatory

Historic Context & Identity

The City will describe its history as:

“A community with documented settlement history dating to 1828, formally incorporated in the twentieth century.”

This approach honors the early Native American presence, Spanish exploration, and documented land use, without overstating the incorporation timelines.

Key Actions

Historic Resource Protection

- Adopt a Historic Preservation Ordinance
- Establish a Historic Preservation Commission (HPC), with staffing and administrative support coordinated through the Advisory Park Board
- Pursue Certified Local Government (CLG) status with the Florida State Historic Preservation Office
- Establish and maintain an official, government-managed repository for historical artifacts and records
- Consider development of a welcome center on the green at Mariners Landing to support heritage tourism

Shoreline Park South – National Register Nomination

- Pursue listing as a cultural landscape reflecting Indigenous occupation, exploration, maritime use, and coastal development.

Neighborhood Heritage Discovery Program

- Heritage Block Captains
- Annual Neighborhood History Day
- Founders Mapping GIS Project

- Neighborhood Marker Mini-Grants
- Oral History Library in partnership with local schools

Founders & Heritage Recognition

- Annual Gulf Breeze Founders recognition
- Rotating exhibits at City Hall, Shoreline Park, and the green at Mariners Landing
- Digital walking tours and archives

Regional & Partnered Heritage Assets

- Coordinate with state and federal partners to promote awareness of Naval Live Oaks Reservation as a nationally significant historic and natural resource located within the City of Gulf Breeze, including interpretive connections to Shoreline Park and the City's broader waterfront and heritage network

IV. Governance & Implementation

Cultural & Heritage Governance Framework

- Regulatory oversight and preservation guidance
- Recreation Advisory Board (Expanded Role) to include Historic Preservation Commission (HPC)
- Cultural programming, public engagement, and annual project recommendations
- Gulf Breeze Heritage Partnership
- A City-recognized collaboration including schools, universities, environmental organizations, and the Gulf Breeze Area Historical Society (ex officio)

V. Implementation Timeline

Year 1 – Policy Alignment & Foundation

- Update the Comprehensive Plan to integrate:
 - Resiliency and shoreline protection,
 - Waterfront revitalization, and

- Cultural and historic resource planning.
- Review and update the Land Development Code to implement the existing Gateway Overlay District
- Conduct a Gateway District implementation audit
- Adopt the Historic Preservation Ordinance and initiate the CLG application
- Begin the Shoreline Park South cultural landscape study

Years 2–3 – Program Launch & Designation

- Achieve CLG status
- Submit the National Register nomination
- Launch the Neighborhood Heritage Discovery Program
- Begin Blueway Trails and shoreline restoration projects

Years 3–5 – Implementation & Maturity

- Implement dredging and jetty frameworks
- Complete waterfront trail and heritage interpretation networks
- Expand waterfront commerce and eco-tourism partnerships
- Fully integrate heritage programming into parks and public spaces

VI. Monitoring & Accountability

- Annual progress reports to City Council
- Public dashboard tracking milestones and investments
- Ongoing community engagement through workshops and forums

VII. Conclusion

This Strategic Plan positions Gulf Breeze to grow thoughtfully while protecting what makes it unique. By aligning resiliency, waterfront revitalization, and heritage preservation through adopted planning tools, the City will strengthen its identity, safeguard its shoreline, and ensure a high quality of life for future generations.

Appendix A: Community Survey Results

In 2025, the City of Gulf Breeze conducted its third National Community Survey (following 2021 and 2023) to measure residents' opinions on community livability, quality of life, local government services, and priorities. Of the 2,373 Gulf Breeze residences that received the survey, 518 households completed it, yielding an overall response rate of 22%, which is within the 19%-25% best practices participation range.

Community Strengths in 2025

- Residents express a very high satisfaction with the overall quality of life in Gulf Breeze (90% positive responses)
- Mobility infrastructure is viewed favorably, including walking, bicycling, street repair, traffic enforcement, and overall transportation quality
- Residents feel safe and confident in local public safety services, scoring higher than the national average in safety from property/violent crimes, as well as police services and crime prevention
- Highly valued for positive natural environment and recreation, like the availability of paths and trails (94%), recreational opportunities (92%), water resources (92%), and recreation facilities (90%)

Focus Areas

- Perceptions of government show some declines since 2023
- Community design and housing remain challenging
- Economic ratings show declines since 2023

Areas of greatest change since 2023:

- 76% of the 2025 survey responses were statistically similar to 2023, with 24% of changes being significant increases or decreases (+/-6%), which are:
 - Expected impact on family income in the next 6 months (+17%)
 - Employment opportunities (-10%)
 - Cost of living in Gulf Breeze (-10%)
 - Code Enforcement (-10%)
 - Gulf Breeze as a place to work (-9%)

Appendix A: Community Survey Results

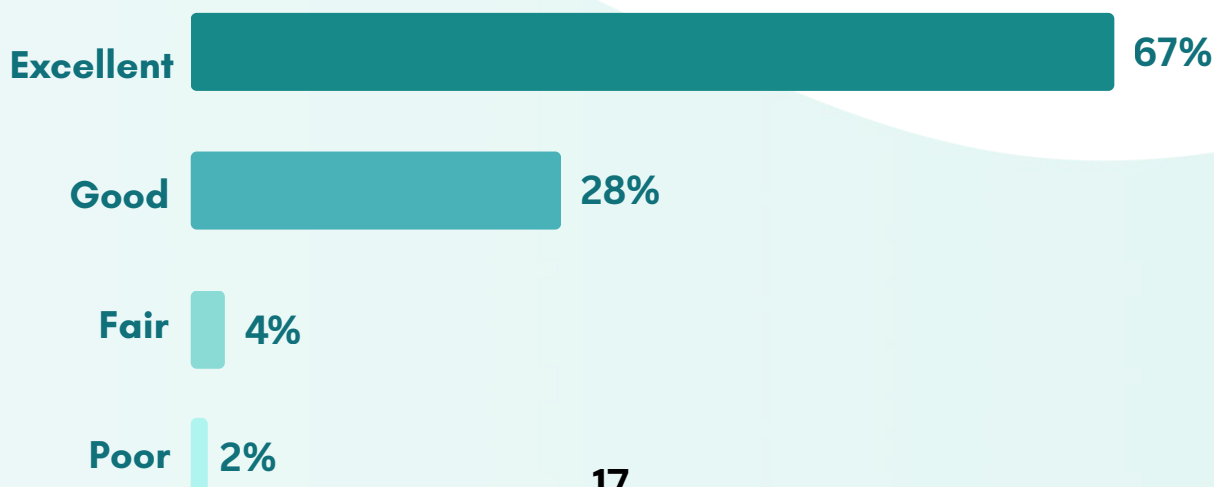
Facets of Livability

The survey uses 10 facets of livability – community aspects that residents place high importance on and therefore prioritize. These facets are rated by community participants and then compared with ratings from national benchmarks across hundreds of other communities. The City of Gulf Breeze's responses below show the percentage of positive responses (rated Excellent or Good).

<u>Facet</u>	<u>Quality</u>
Parks and Recreation.....	94%
Safety.....	94%
Natural Environment.....	91%
Health and Wellness.....	90%
Economy.....	86%
Community Design.....	77%
Inclusivity and Engagement.....	76%
Mobility.....	74%
Education, Arts, and Culture.....	68%
Utilities.....	62%

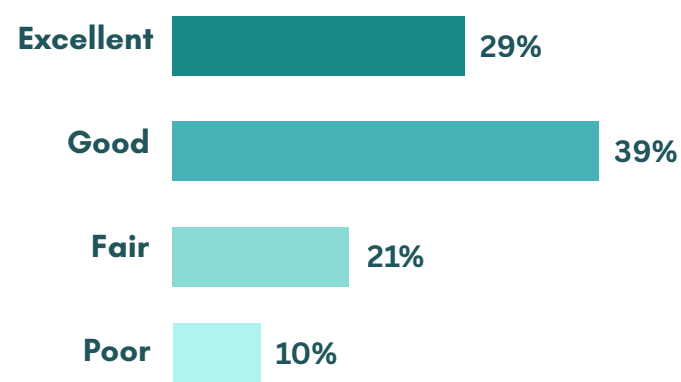
***Percentages in green represent Gulf Breeze resident responses that rank higher than the national average**

Overall Quality of Life in Gulf Breeze, 2025

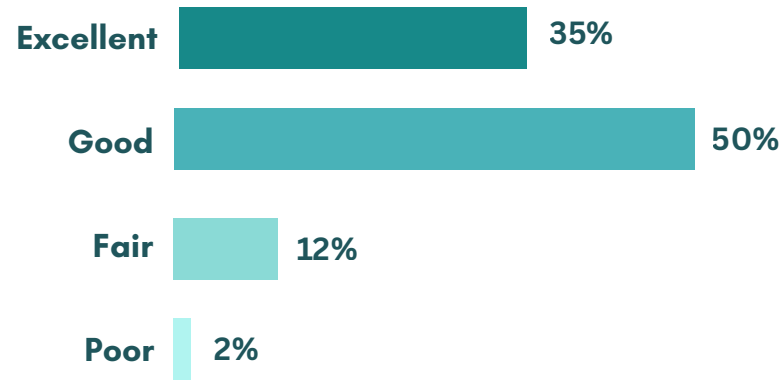


Appendix A: Community Survey Results

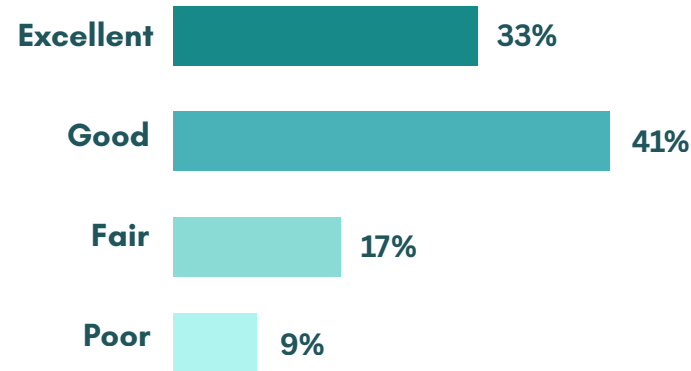
Overall Confidence in City Government, 2025



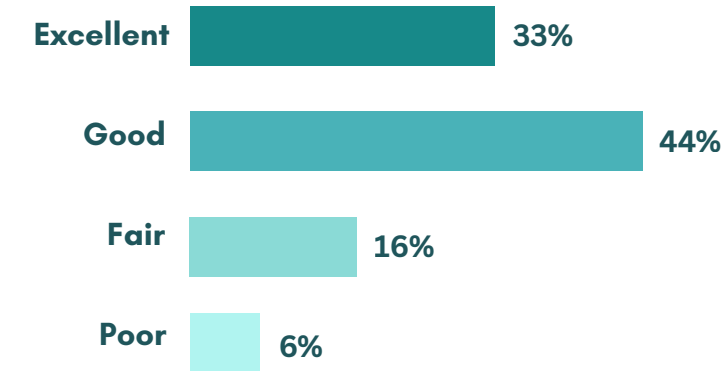
Overall Economic Health of Gulf Breeze, 2025



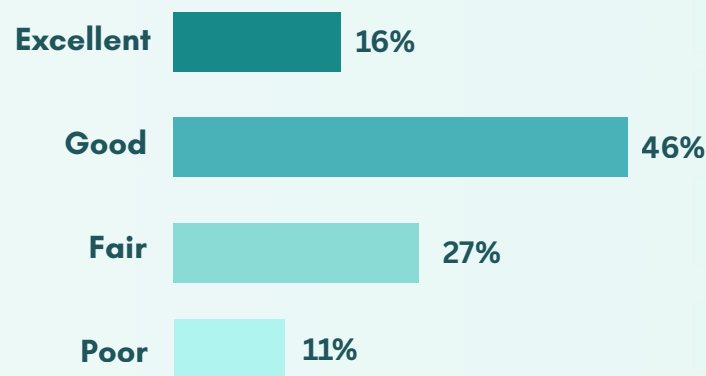
Overall Quality of Transportation System in Gulf Breeze, 2025



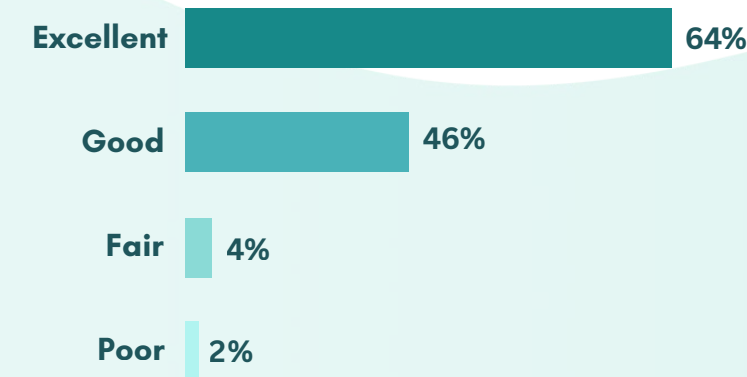
Overall Design/Layout of Gulf Breeze’s Residential and Commercial Areas, 2025



Overall Quality of Utility Infrastructure in Gulf Breeze, 2025

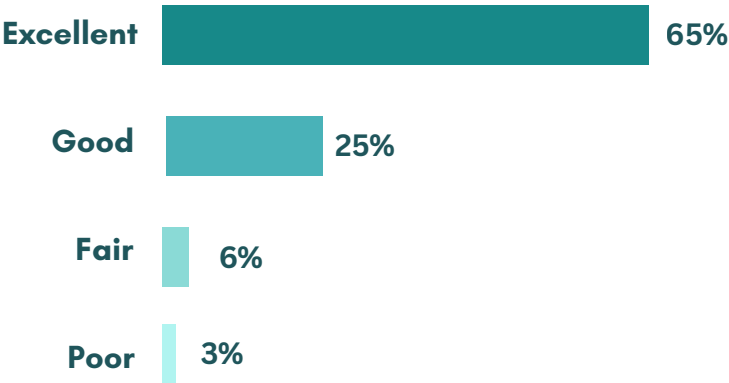


Overall Feeling of Safety in Gulf Breeze, 2025

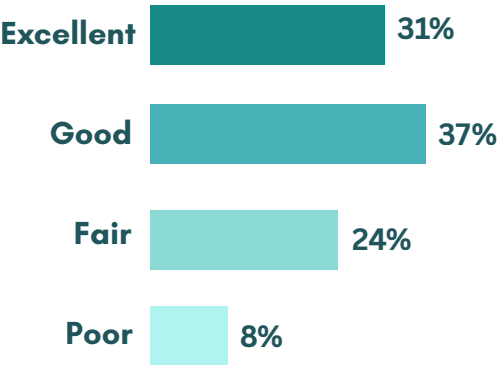


Appendix A: Community Survey Results

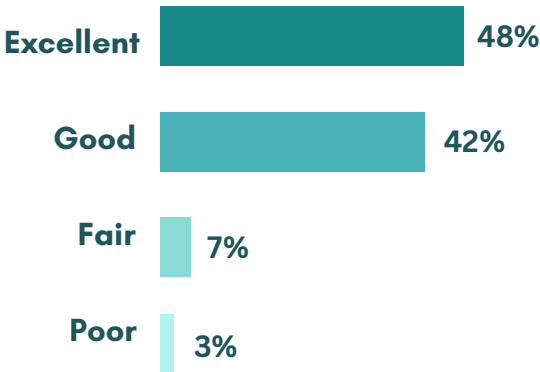
Overall quality of the Natural Environment in Gulf Breeze, 2025



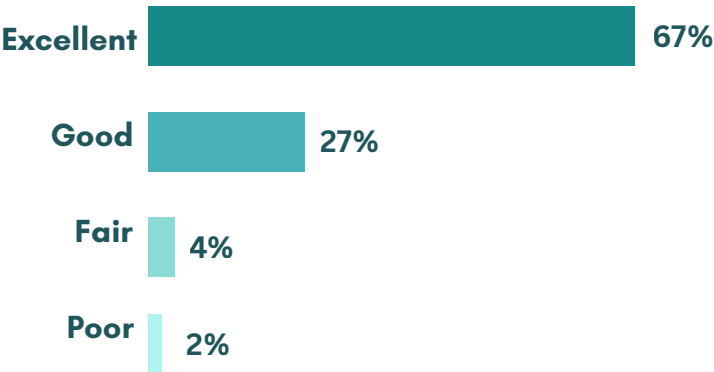
Opportunities for Education, Culture, & Arts in Gulf Breeze, 2025



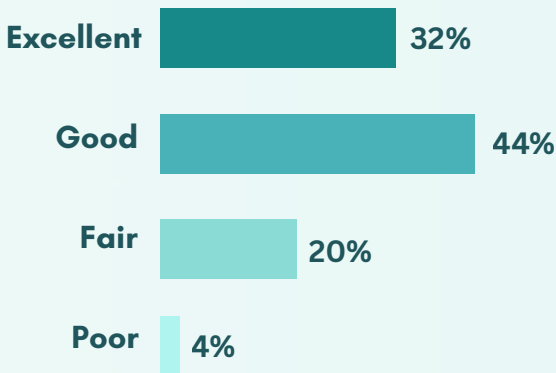
Overall Health and Wellness Opportunities in Gulf Breeze, 2025



Overall Quality of Parks and Recreation in Gulf Breeze, 2025



Overall Resident Connection & Community Engagement in Gulf Breeze, 2025



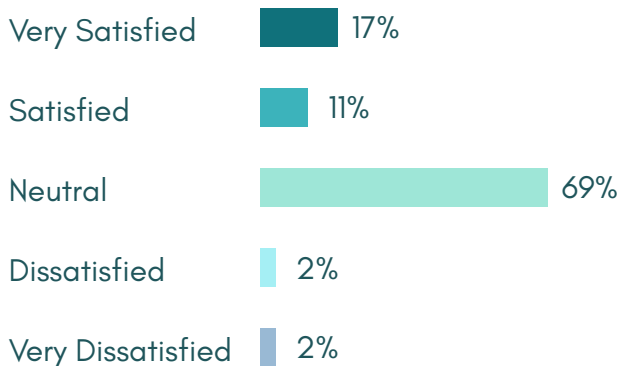
Appendix A: Community Survey Results

Custom Questions

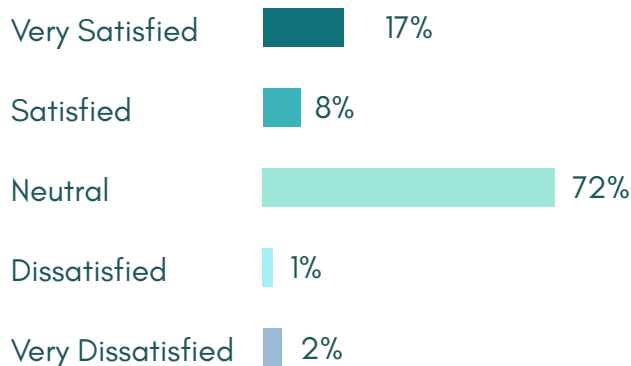
The following two questions were created by City staff to gather feedback on areas specifically related to the City of Gulf Breeze.

Custom Question #1: Please rate how satisfied you are with the following programs currently offered at the Community Center

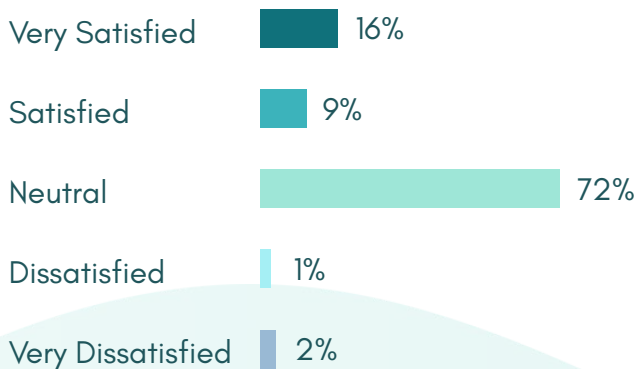
Yoga-Pilates



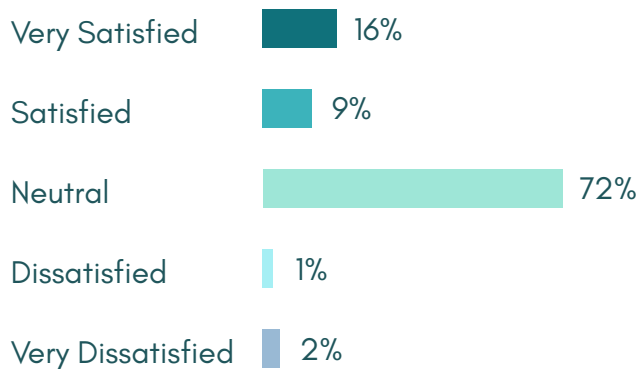
Jazzercise



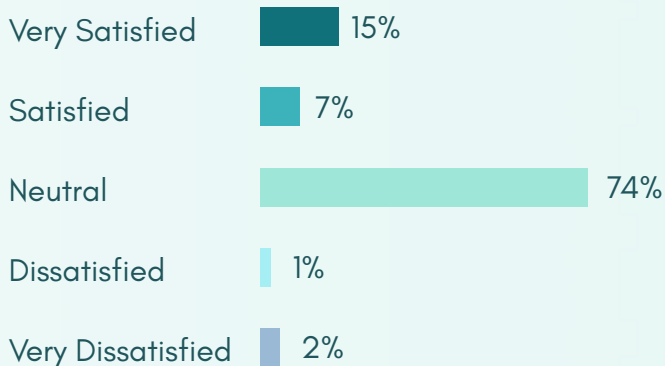
Zumba or Zumba Gold



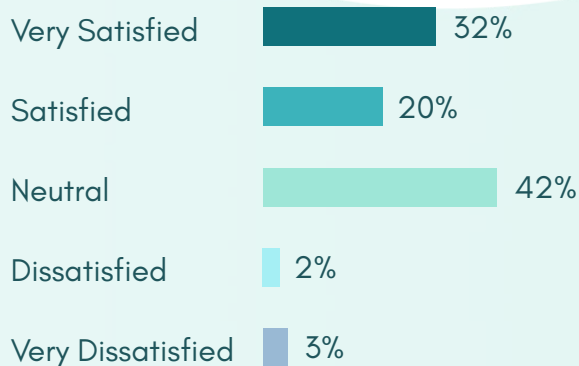
4 Shore Fit



Forever Fit

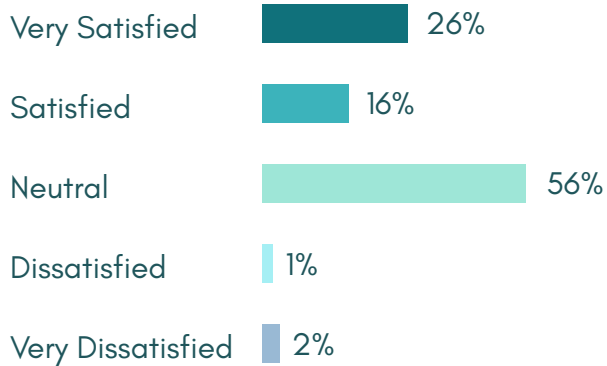


Pickleball

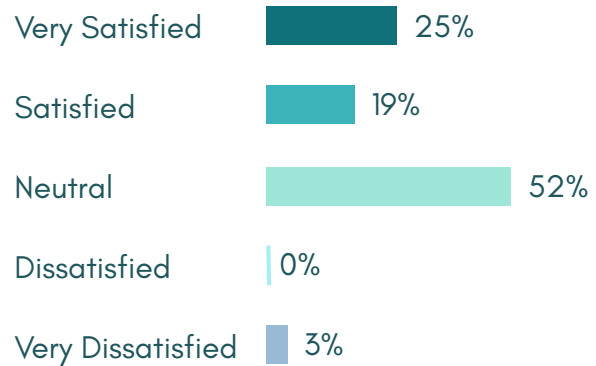


Appendix A: Community Survey Results

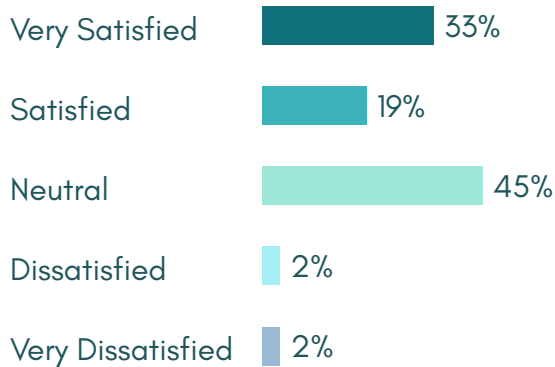
Beach Volleyball



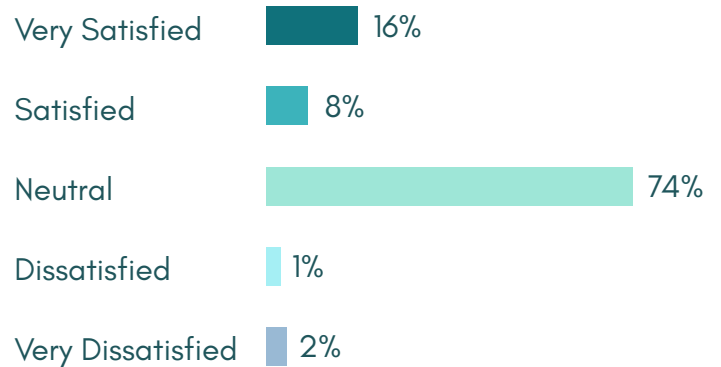
Basketball



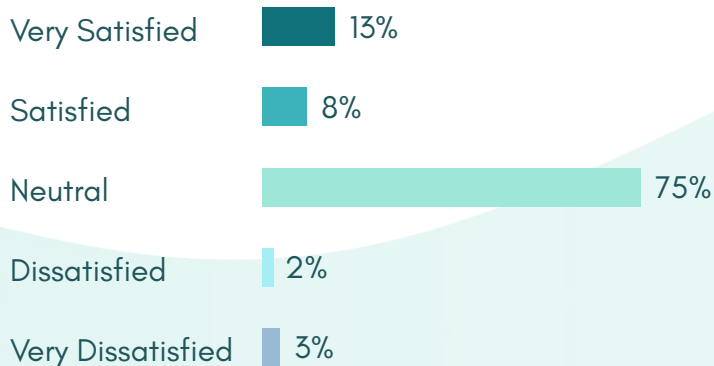
Tennis



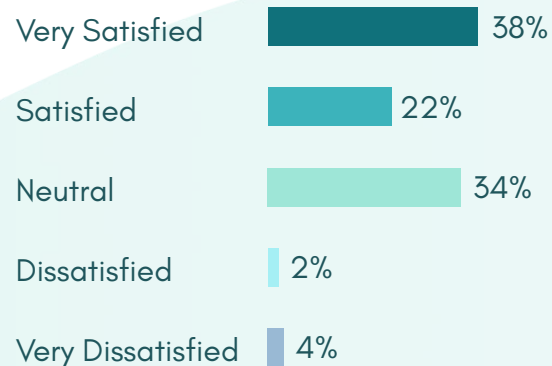
Bridge



Senior Luncheon & Bingo

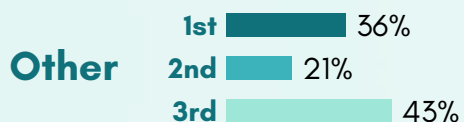


Youth Sports



Appendix A: Community Survey Results

Custom Question #2: What are your top three concerns regarding the use of e-mobility devices (e.g., e-scooters, e-bikes) in the City?



Appendix B: Funding Sources

Strategic Investments & Funding Framework

\$3,391,100 Regional Reclaimed Expansion

***NWFL Water Mgmt District & Utility Reserves**

\$4,000,000 National Seashore/Hwy 98 Water Main Replacement

***FDEP**

***Utility Reserves**

\$12,200,000 City Septic-to-Sewer

***NRDA/BP Horizon Oil Spill**

\$1,564,230 Recreational Fishing & Blueways Improvements

*** NRDA/BP Horizon Oil Spill**

Neighborhood Collectors Undergrounding

***City Reserves**

\$1,080,953 Navy Cove/Berry Stormwater Project

***FDEP**

***RESTORE/BP Horizon Oil Spill**

\$4,000,000 Shoreline Basin Stormwater Project

***HMGP**

***City Reserves**

\$1,500,000 Gilmore West Basin Stormwater

***City Reserves**

\$100,000 Communications Tower

***Santa Rosa County ICP 9-E11**

\$6,000,000 Thomas E. Lambert Reclamation Facility

***Impact Fees**

***FDEP SRF Loan**

***RESTORE/BP Horizon Oil Spill**

Water/Sewer Line Replacements

***Utility Reserves**

***HMGP**

Living Shoreline & Seagrass Restoration Projects

***PPBEP**

***FDEP**

Dredging Master Plan

***PPBEP**

***FDEP**

***Stormwater Utility Reserves**

Appendix C: City of Gulf Breeze Organizational Chart





City of Gulf Breeze

Inclusion • Collaboration • Service-Above-Self

This Strategic Plan was designed by

Joshua D. Smith

Administrative Services Department

City of Gulf Breeze