



DRAFT
JULY 2026

[CLEAN]

GOALS, OBJECTIVES & POLICIES



COMPREHENSIVE PLAN

FROM SHORELINE TO SKYLINE

01



FUTURE LAND USE



COMPREHENSIVE PLAN
FROM SHORELINE TO SKYLINE

[DRAFT AUG 2026]

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I. FUTURE LAND USE

Pursuant to Section 163.3177, Florida Statutes (F.S.), the Future Land Use Element designates future land use patterns as depicted on the Future Land Use Map (FLUM) series and guides development in a manner that protects the City's natural character, promotes economic development, and allows for efficient growth served by adequate public facilities for the current and projected population.

GOAL I.1: QUALITY GROWTH

The City shall enhance the quality of life of its residents by promoting a sustainable pattern that balances the natural, built, and economic systems; supports public and private development and redevelopment; ensures efficient use of infrastructure and adequate levels of service; and protects natural resources.

Objective I.1.1: Future Land Use Categories

The City shall ensure that future development and redevelopment activities occur in an orderly manner consistent with the Future Land Use Map (FLUM)).

Policy 1.1.1: The adopted FLUM (identifies the location of the future land use categories, hereby established at the densities and intensities shown on the following table.

Future Land Use Categories	Max. Percent ⁽⁴⁾ Residential	Max. Percent Non-Residential	Maximum Density/Intensity ⁽¹⁾
Conservation (CNS)	N/A	N/A	N/A
Parks/Recreation (P/R)	N/A	N/A	0.25 FAR ⁽²⁾
Public Facilities/ Institutional (PF/I)	N/A	N/A	1.0 FAR
Low-Density Residential (LDR)	100%	5%	1-4 du per acre ⁽³⁾
Medium-Density Residential (MDR)	100%	5%	5-10 du per acre
High-Density Residential (HDR)	100%	5%	11-25 du per acre
Mixed-Use District (MXD)	75%	75%	11-40 du per acre/3.0 FAR
Neighborhood Business (NB)	50%	100%	1-10 du per acre/0.5 FAR
Commercial (C)	30%	100%	5-30 du per acre/2.0 FAR

(1) Density is based on the gross square feet of a parcel

(2) 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.)

(3) DU = Dwelling Unit.

(4) Percentages based on the total floor area of development.

Policy 1.1.2: The following uses are allowed in all land use categories except for the Conservation category and unless specifically prohibited in any other individual

category or zoning district, subject to standards and criteria set forth in this Plan and in the LDC:

- Accessory uses customarily incidental to the primary permitted use(s);
- Minor public utilities such as telephone switching stations, lift stations, drainage infrastructure, small scale electrical generating and distribution facilities, and similar facilities; and
- Floating solar facilities, as defined by Section 163.32051 F.S.

Policy 1.1.3: Resiliency facilities, as defined in Section 163.3210 F.S. shall be allowed in the Neighborhood Business, Mixed Used Development, and Commercial future land use categories.

Policy 1.1.4: Electrical substations, as defined in Section 163.3208 F.S., are allowed in all future land use categories except Conservation (CNS).

Policy 1.1.5: The **Conservation Land Use Category (CNS)** is intended 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.

Policy 1.1.6: The **Parks/Recreation Land Use Category (P/R)** 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.

Policy 1.1.7: The **Public Facilities/Institutional Land Use Category (P/I)** is intended 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.

- Public or institutional uses on parcels greater than two acres shall be designated as P/I 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 1.1.8: The **Low-Density Residential (LDR)** land use category is intended to accommodate a minimum density of one (1) unit per acre and a maximum density of up to four (4) dwelling units per acre and shall be comprised of single-family detached homes on individual lots. 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 1.1.9: The **Medium-Density Residential (MDR)** land use category accommodates a minimum density of five (5) dwelling units per acre and a maximum density of ten (10) units per acre.

Policy 1.1.10: The **High-Density Residential (HDR)** land use category is established to accommodate medium to high density residential development, which includes a variety of housing types such as townhomes, condominiums, and apartments. 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 eleven (11) dwelling units per acre and the maximum density is twenty-five (25) units per acre.

Policy 1.1.11: The **Neighborhood Business (NB)** 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.

Policy 1.1.12: The purpose of the **Mixed-Use Development (MXD)** land use category is to implement mixed-use redevelopment as illustrated on the City's Most Livable City Plan. The MXD land use category is intended to provide for a mixture of offices, retail, businesses, public educational facilities, and residential uses.

1. New residential development shall have a minimum density of (11) units per acre and a maximum density of forty (40) units per acre.
2. Any new non-residential development shall have a minimum FAR. of 0.25 and a maximum FAR. of 3.0.

3. A mixed-use development shall include a mixture of land uses on the same site and/or in the same building. Uses may be mixed either horizontally or vertically.

Policy 1.1.13: The **Commercial (C)** land use category 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, automobile service and gasoline stations, cultural and tourist facilities, and commercial 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. Development criteria for the C category may include, but are not limited to, the following:
 - a. A commercial mixed-use development may include a mixture of land uses on the same site and/or in the same building. For a commercial 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 commercial mixed-use category and any abutting low-density residential land use categories.
 - c. Unified architectural and streetscape themes are encouraged for all commercial mixed-use developments, provided the themes are consistent with the City of Gulf Breeze CRA and Central Business District Design Guidelines.
2. All development within the C category shall be required to comply with certain criteria, including but not limited to those listed below, site plan review for consistency with regulations in the LDC, the City of Gulf Breeze Community Redevelopment Plan, and the City of Gulf Breeze CRA and Central Business District Design Guidelines.

Objective 1.1.2: Redevelopment

The City shall 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: The City shall 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: The City shall implement the plans and programs of the Gulf Breeze CRA as detailed in the City of Gulf Breeze Community Redevelopment Plan, as amended from time to time.

Policy 1.2.3: The City shall require all new development and redevelopment within the CRA, other than single-family detached dwellings and duplexes, to adhere to the City of Gulf Breeze CRA and Central Business District Design Guidelines, adopted June 11, 2017, as amended.

Policy 1.2.4: The City shall strengthen its economic development incentive program and amend the Community Redevelopment Plan, as needed, to provide incentives that foster the relocation and 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. The program shall seek to foster the cooperation between the city and the private sector to attract quality tenants with above-average wages that desire well-designed and landscaped quality development.

Objective 1.1.3: Consistency of Uses

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 public health and safety. Existing non-conforming uses shall be regulated in accordance with the standards and procedures established in the Land Development Code (LDC).

Policy 1.3.2: Consistency with the character of adjacent land use districts shall be evaluated when reviewing land use plan amendments or rezoning requests. The evaluation shall consider objective factors, including the potential maximum densities and intensities, building height, scale, mass, lot size, setbacks, site design, buffering, access, circulation, and landscaping to determine whether the proposed FLUM and rezoning amendments result in an appropriate transition between uses, densities, and intensities.

Policy 1.3.3: A determination of development compatibility shall be included in the review and approval of all new development and redevelopment, including the compatibility of allowable residential uses within a residential zoning district and future land use category. Incompatibility alone shall not preclude approval, provided that mitigation techniques, defined in the LDC, are applied to wholly or partially address identified inconsistencies. Such techniques may include, but are not limited to the following:

- 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 the 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.

Objective I.1.4: Land Development Regulations

Policy 1.4.1: The City shall maintain zoning districts and regulations within the LDC to implement the goals, objectives and policies of the Comprehensive Plan and the FLUM, including:

- Regulations and performance standards governing the uses permitted within the City's zoning districts;
- 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.
- Provisions requiring condominium or apartment developments of more than 25 units to provide recreational facilities to meet the needs of the population of the development.
- Standards for subdivision and master planning of land, including the coordination of transportation and utility infrastructure, and the provision of open space;
- Measures to protect environmental resources and areas subject to seasonal or periodic flooding;
- Requirements for on-site circulation and traffic flow, including the provision of adequate parking facilities;
- Landscape, buffering, and screening regulations; and
- Regulations for signage.

Policy 1.4.2: The City shall continue to allow home occupations as long as they do not generate excessive traffic or demand for parking, consistent with the LDC and Florida Statutes.

Policy 1.4.3: The City shall continue enforcing the Gateway Overlay District regulations to protect the aesthetic character of the entrances into the City.

Policy 1.4.4: The City shall continue enforcing the CRA, US 98, and Central Business District standards to protect the aesthetic character of the CRA District.

Policy 1.4.5: The City shall maintain planned unit development provisions in the LDC to provide flexibility in site design while ensuring they are consistent with the goals, objectives and policies of the comprehensive plan.

Objective 1.1.5: Urban Sprawl/Smart Growth

The City shall discourage the proliferation of urban sprawl through Smart Growth principles and a future land use pattern that promotes orderly, compact development, the provision of energy-efficient public facilities and services that minimize costs and environmental impacts, and the reduction of vehicle miles traveled.

Policy 1.5.1: The City shall coordinate with Santa Rosa County to establish joint policies regarding the provision, location, and expansion of urban services and facilities.

Policy 1.5.2: 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.

Policy 1.5.3: Development in the Gulf Breeze Community Redevelopment Area shall incorporate street design to encourage walkability. As appropriate to the project's size and scale, development may include high-quality pedestrian networks; designs features that support the use of bicycles, rollerblades, scooters, and walking as viable modes of daily transportation; connectivity to public transit; and a mix of land uses that reduces external trips by facilitating internal trip capture.

Policy 1.5.4: The City shall encourage new development and infill development to 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 1.5.5: The City shall identify Subarea Districts comprised of individual adjacent parcels that function as a single mixed-use development. This recognizes that small parcels can be redeveloped as the Mixed-Use District (MXD) future land use classification without meeting the allowable mixture of uses table, provided that other uses within the entire Subarea District meet the mixture criteria. Subareas shall be internally connected by local roadways, cross access easements or pedestrian pathways. Subarea District boundaries shall be mapped on the Official Future Land Use Map. Each Subarea District must include policies that describe the allowable uses, composition of mix, transportation requirements, community design standards, and any unique property characteristics that result in the need for a Subarea District designation.

- **Subarea Policy 1.1.5.5.1: Andrew Jackson Trail Subarea District.** This district is bound by US-98 to the west, Northcliff Drive to the north, existing residential use to the east, and Andrew Jackson Trail to the south. It consists of an existing shopping center plaza, office, commercial outparcels, and planned multi-family residential uses. Development within the Andrew Jackson Trail

Subarea District shall be internally connected by internal roadways and sidewalks. The Subarea District will provide opportunities for residents to live, work, and play without the need to add external trips to the transportation network.

- **Subarea Policy I.1.5.5.2: Live Oak Village Subarea District.** This district is bound by Pensacola Beach Boulevard to the west, US 98 to the north, Naval Live Oaks Nature Preserve to the east, and Santa Rosa Sound to the south. It consists of an existing shopping center plaza, office, commercial outparcels, and medium- and high-density residential uses. The residential and non-residential uses within this Subarea District should be internally connected to provide opportunities for residents to live, work, and play without the need to add external trips to the transportation network. The future extension of McAbee Court to the west, as described in Transportation Policy II-1.8.3, will further promote connectivity within this Subarea District.

Objective I.1.6: Natural Resource Protection

The City shall protect and restore natural resources through identification, classification, planning and management, and limitations on use consistent with the degree of protection required.

Policy 1.6.1: The City shall coordinate with the Northwest Florida Water Management District (NFWFMD) in its plans to implement a comprehensive aquifer recharge area protection program and address this in the City's Water Supply Facilities Work Plan.

Policy 1.6.2: The City shall review the Florida Natural Areas Inventory (FNAI) every seven years, during the Comprehensive Plan Evaluation and Appraisal process, to update listed species and their habitats in the City.

Policy 1.6.3: The City shall require development in identified flood prone areas to meet the City's Floodplain Management Ordinance, and the Santa Rosa Local Mitigation Strategy ordinance.

Policy 1.6.4: Consistent with the Peril of Flood requirements of Section 163.3178 F.S., the City shall implement strategies to reduce flood risk from coastal flooding, flash floods, and stormwater runoff.

Policy 1.6.5: The LDC will continue to implement applicable FEMA floodplain management requirements by referencing the most current Flood Insurance Rate Maps (FIRMs).

Policy 1.6.6: 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, including consideration of current and future flood risk and sea-level rise impacts on sensitive coastal resources.

Objective I.1.7: Historic Resource Protection

The City shall identify, evaluate, and promote the preservation of historically significant resources within the City through ongoing survey efforts and designation programs.

Policy 1.7.1: The City shall, through outreach, education, and technical assistance, encourage owners of structures that could potentially be historically significant to apply for local historic designation and utilize state and federal assistance programs and incentives to redevelop the structure in a manner sensitive to its original character.

Policy 1.7.2: The City shall continue to enforce regulations in its LDC 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 1.7.3: The City shall apply for state funding to update the historic resources survey to evaluate structures that have reached 50 years of age since the previous survey, with the goal of identifying additional historically significant properties.

Objective I.1.8: Concurrency

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 and appropriate soil conditions are available for the needed utility facilities and services.

Policy 1.8.1: Development orders or permits for new development and 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 1.8.2: The City shall continue monitoring the impact of new development on the transportation system considering current and future planned capacity of roadways.

Policy 1.8.3: The City shall adopt land use and transportation strategies to support and fund mobility within the City.

Policy 1.8.4: The City shall 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 1.8.5: 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.

Policy 1.8.6: 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 1.8.7: The City shall require the owner of any development project to 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 1.1.9: Hurricane Evacuation

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 Emerald Coast Regional Evacuation Study , as updated.

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

Policy 1.9.3: The City shall evaluate future land use on “peril of flood” (Chapter 163, F.S.) to mitigate impacts and build resiliency.

Policy 1.9.4: The City shall coordinate with the County to develop an updated Vulnerability Assessment which meets Section 380.093, Florida Statutes, to meet future state grant funding eligibility requirements.

Objective 1.1.10: Most Livable City Plan

The City shall implement the City’s Most Livable City Plan to maintain, protect, and enhance the quality of life for residents and businesses.

Policy 1.10.1: The City shall diversify the business mix and encourage the development of the Catalyst Site projects in the City’s Most Livable City Plan.

Policy 1.10.2: The City shall create new and maintain existing community gathering places to further the Most Livable City Master Plan.



02



TRANSPORTATION



COMPREHENSIVE PLAN
FROM SHORELINE TO SKYLINE

[DRAFT JULY 2026]

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II. TRANSPORTATION

Pursuant to Section 163.3177, Florida Statutes (F.S.), the Transportation Element addresses mobility issues in relationship to the size and character of the City. This document includes goals, objectives, and policies committing the City to creating a safe, convenient multimodal transportation system, coordinated with the future land use map and designed to support the other elements of the comprehensive plan.

GOAL II-1: TRANSPORTATION

The City shall promote the development of a 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 II-1.1: Multi-Modal Transportation

The City shall provide for a safe, convenient, and energy-efficient multi-modal transportation system.

Policy II-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 rights-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. The City shall also require the provision of pedestrian and vehicular access to all parts of new development projects, including crosswalks at intersections, pedestrian activated features at signalized intersections, and sidewalk ramps. Additionally, mitigation or elimination of pedestrian hazards (e.g. upgrading an intersection) may be required, as needed and dependent upon the magnitude of the development or redevelopment project.

Policy II-1.1.2: The City shall 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:

- 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 II-1.1.3: When City roads are resurfaced or reconstructed or during the design of new City roads, pedestrian and bicycle facilities may be incorporated by providing for sharrows (shared rights-of-way) if the vehicular speed at or below 35 miles per

hour, buffered 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.

Policy II-1.1.4: The City shall coordinate with FDOT on improvements to US 98 and SR 399 to ensure that transit, bicycle and pedestrian facilities are incorporated to the maximum extent possible.

Policy II-1.1.5: The City shall 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.

Objective II-1.2: Coordination with the FLUM

The City shall 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 II-1.2.1: The City shall review roadway improvements and new road construction for consistency with the FLUM.

Policy II-1.2.2: Applications for more intensive future land use classifications 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 II-1.3: Existing Rights-of-Way

The City shall 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 II-1.3.1: The City shall 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 II-1.3.2: The City shall 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.

Objective II-1.4: Coordination

The City shall 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 II-1.4.1: The City shall continue active membership in the Florida-Alabama TPO to participate in the development of the long-range plan and the transportation improvement plan to address regional transportation issues that impact the City of Gulf Breeze.

Policy II-1.4.2: The City shall 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 II-1.4.3: The City shall continue to participate in the activities of the NFTCA as it implements projects to ensure fair representation of the City's views on regional transportation concerns.

Policy II-1.4.4: The City shall establish strategies, agreements and other mechanisms with adjacent jurisdictions and appropriate agencies to implement transportation provisions of this element.

Policy II-1.4.5: The City shall continue to coordinate with the Tri-County Community Council to provide paratransit services for eligible residents.

Policy II-1.4.6: The City shall continue to coordinate with FDOT to develop and maintain segments of the SUNTrail along Gulf Breeze Parkway.

Objective II-1.5: Energy Efficiency

The City shall develop strategies to address the reduction of greenhouse gas emissions, energy conservation, and energy-efficient design.

Policy II-1.5.1: The City shall require new and infill development and redevelopment, when feasible, to provide interconnections and access to existing and planned multi-modal transportation facilities, including sidewalks, bicycle facilities, and transit facilities.

Policy II-1.5.2: The City shall 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 transit facilities and provide new ones as warranted such as park and ride lots, bus stops, bus shelters, and signage.

Policy II-1.5.3: The City shall coordinate with the Emerald Coast Regional 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 II-1.5.4: The City shall develop transportation system management strategies as appropriate to improve system efficiency and enhance safety.

Objective II-1.6: Quality/Level of Service

The City 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.

Policy II-1.6.1: The City shall use the minimum Roadway Q/LOS standards in the Capital Improvement Element for monitoring intersection capacity based on annual average daily trips (AADT).

Policy II-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 II-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(5), F.S.

Policy II-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 II-1.6.5: The City shall amend the Land Development Code to reflect the adopted level of service standards.

Policy II-1.6.6: The City shall include any possible funding sources for alternative transportation improvements in the Five-year Schedule of Capital Improvements as they become available.

Policy II-1.6.7: The City shall promote viable alternative transportation modes, including public transit facilities and connections, sidewalks, and bicycle paths, as well as, where safety criteria can be met, designated routes for small electric vehicles and micromobility devices.

Objective II-1.7: Alternatives to US 98

The City shall explore creating parallel alternatives to US 98 to implement the Recommended Transportation Improvements from the City's Most Livable Plan and enhance connectivity and safety for pedestrians, cyclists, transit users and vehicles.

Policy II-1.7.1: The City shall explore the construction a new local street, adjacent to the public school facilities, that connects Fairpoint Drive to Shoreline Drive, as a parallel alternative to US 98. Coordinate with Santa Rosa County School District to promote pedestrian safety, continued educational use and future school expansion. At the time of final street alignment, determine if a grade separation is necessary to access the ballfields.

Policy II-1.7.2: The City shall explore realigning McAbee Court to connect Shoreline Drive to the Live Oak Village as a parallel alternative to US-98.

Policy II-1.7.3: The City shall explore preparing a Complete Street typical cross section for use when designing new local streets identified in the Most Livable City Plan.

Objective II-1.8: Existing Intersections

The City shall improve existing intersections to implement the Recommended Transportation Improvements from the City's Most Livable Plan and enhance connectivity and safety for pedestrians, cyclists, transit users and vehicles.

Policy II-1.8.1: The City shall realign McAbee Court to the east, concurrent with redevelopment and connected to the Live Oak Village redevelopment site. A roundabout may be located at the Pensacola Beach Boulevard and McAbee Court intersection.

Policy II-1.8.2: The City shall coordinate with the Florida Department of Transportation (FDOT) to reconstruct the existing Pensacola Beach Boulevard interchange at US 98 as an at-grade intersection if it becomes necessary to widen US 98 to six lanes. Reconstruct the northbound left movement (off-ramp from bridge) and eastbound right (on-ramp to bridge) as ramps. Convert the existing interchange to a signalized intersection to connect the hospital and shopping campus to the east with the Gulf Breeze community to the west.

Policy II-1.8.3: The City shall continue to coordinate with the Florida Department of Transportation (FDOT) to recommend the easternmost alignment of the Pensacola Bay Bridge reconstruction in order to maximize development potential and access for properties.

Policy II-1.8.4: The City shall make safety improvements to pedestrian facilities along US 98 to ensure pedestrians have sidewalks parallel to and signalized crosswalks along US 98. .

Policy II-1.8.5: The City shall coordinate with FDOT to reclassify US 98 from Suburban Commercial (C3C) to an Urban General (C4) context classification.

Objective II-1.9: Bicycle and Pedestrian Improvements

The City shall implement the bicycle and pedestrian facilities improvements of the City's Most Livable City Plan to enhance connectivity and safety for pedestrians and cyclists.

Policy II-1.9.1: The City shall maintain and expand the multi-use path along Shoreline Drive and Fairpoint Drive to ensure connectivity between the residential areas in western Gulf Breeze with the park, the school campus, and the redevelopment areas adjacent to US 98.

Policy II-1.9.2: The City shall construct pedestrian crossings at US 98 and the Pensacola Beach Boulevard to connect Shoreline Drive and the mixed-use development to the south with the hospital and office to the north.

Policy II-1.9.3: The City shall coordinate with the Florida Department of Transportation (FDOT) to provide on-street bicycle facilities on US-98 that are aligned with the Pensacola Bay Bridge bicycle facilities.



03



HOUSING



COMPREHENSIVE PLAN
FROM SHORELINE TO SKYLINE

[DRAFT JULY 2026]

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III. HOUSING

Pursuant to Section 163.3177, Florida Statutes (F.S.), 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 III-1: SAFE AND AFFORDABLE HOUSING

The City shall encourage and support the provision of safe and affordable housing for the current and future residents of the City of Gulf Breeze.

Objective III-1.1: Existing Housing Stock

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 III-1.1.1: The City shall 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 III-1.1.2: The City shall encourage eligible low-income homeowners to apply for rehabilitation assistance through county, regional or state programs.

Policy III-1.1.3: The City shall condemn and require demolition of those housing units which are deemed unsafe, hazardous, or in violation of building/flood codes.

Objective III-1.2: Affordable and Workforce Housing

The City shall coordinate with public, private, and non-profit housing providers to assist in the development and implementation of affordable and workforce housing programs.

Policy III-1.2.1: The City shall 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 III-1.2.2: The City shall 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 III-1.2.3: The City shall 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 III-1.2.4: The City shall 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 III-1.2.5: The City shall encourage mixed-use development and affordable housing in the areas identified in the Most Livable City Plan.

Policy III-1.2.6: The City shall update the Land Development Code to offer incentives for affordable housing development in the Community Redevelopment Area .

Policy III-1.2.7: The City shall continue to participate in Emerald Coast Regional 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 III-1.2.8: The City shall maintain and update every three years an inventory, that is compliant with Section 166,0451, F.S, of City-owned property within or outside the City limits, which may be appropriate for use as affordable housing.. The inventory list shall be publicly available on the City's website to encourage potential development.

Policy III-1.2.9: 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.

Policy III-1.2.10: No mobile home subdivisions or parks are allowed in the Coastal High Hazard Area.

Policy III-1.2.11: The City shall coordinate with adjacent local jurisdictions to promote the development of affordable housing in the region.

Objective III-1.3: Group Homes, Foster Care, and Housing for the Elderly

The City shall ensure that opportunities for group homes and foster care facilities as well as housing for the elderly are provided within the City.

Policy III-1.3.1: Community Residential Homes with seven to 14 residents as defined in Section 419.001(1)(a), F. S., shall be allowed within the multi-family residential land use category provided they meet the requirements of Section 419.001(3).

Policy III-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 facility 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 III-1.3.3: The City shall review and maintain standards in the City's Land Development Code to guide the location of group homes consistent with State requirements. The standards seek to encourage the development of community residential alternatives to institutionalization while maintaining the character and quality of established neighborhoods.

Policy III-1.3.4: The City shall promote aging in place by considering the adoption of universal design standards in the Land Development Code, developing a home rehabilitation grant program, and enhancing transit and pedestrian access to essential goods and services.

Objective III-1.4: Appropriate Mix of Housing

The City shall assist the private sector in providing an appropriate mix of housing types and encourage innovative planning and development design techniques to ensure sustainability.

Policy III-1.4.1: The City shall coordinate the development of future housing with supporting infrastructure such as schools, parks, emergency service, and 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 the provision of off-site improvements.

Policy III-1.4.2: The City shall encourage the development of multi-family housing 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 III-1.4.3: The City shall promote the use of cluster housing to conserve open space and environmentally sensitive lands.

Policy III-1.4.4: The City shall explore incorporating 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.

Objective III-1.5: Compliance with Section 421.55, F.S.

The City shall provide uniform and equitable treatment to persons displaced by public programs and projects, consistent with Section 421.55, F.S.

Policy III-1.5.1: The City shall 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 III-1.6: Historically Significant Housing

The City shall encourage the identification and preservation of historically significant housing.

Policy III-1.6.1: The City shall implement the Historic Preservation Ordinance that provides identification criteria and preservation guidelines for historic and archaeological resources in Gulf Breeze..

Policy III-1.6.2: The City shall 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 III-1.7: Vacant Waterfront Residential Properties

The City shall continue to enforce coastal environmental and building regulations that are consistent, or more stringent than, applicable local, state, and federal standards, while allowing for the appropriate development and use of remaining vacant waterfront residential properties.

Policy III-1.7.1: The City shall continue to require building construction techniques and flood-resistant construction standards that are consistent with, or more stringent than, the Florida Building Code and applicable floodplain management regulations set forth in 44 C.F.R Part 60.



04



INFRASTRUCTURE



COMPREHENSIVE PLAN
FROM SHORELINE TO SKYLINE

[DRAFT JULY 2026]

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IV. INFRASTRUCTURE

Pursuant to Section 163.3177, Florida Statutes (F.S.), 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.

GOAL IV-1: INFRASTRUCTURE

The City shall provide sanitary sewer, solid waste, stormwater management, and potable water services to 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 IV.1.1: Existing Facility Deficiencies and Future Needs

The City shall 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 IV-1.1.1: The City shall use the level of service standards adopted in the Capital Improvements Element as the basis for determining the availability of facility capacity for all new development and redevelopment activities.

Policy IV-1.1.2: The City shall implement the City's Stormwater Utility Master Plan and shall update it every five years at a minimum to include a drainage facility capacity analysis, flood control performance assessment, and assessment of ground and surface water quality impacts.

Policy IV-1.1.3: The City shall 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 IV-1.1.4: The City shall pursue all sources of Federal, State and regional agency funds to implement the recommendations of the Master Infrastructure Plan.

Policy IV-1.1.5: The City shall continue to coordinate and maintain a water purchase agreement with Fairpoint Regional Utility System to ensure current and future residents have access to potable water.

Objective IV.1.2: Existing Infrastructure

The City shall 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 IV-1.2.1: Addressing existing infrastructure deficiencies shall take priority over the construction of new facilities to meet future needs. The City shall apply the following prioritization in the maintenance of existing infrastructure and construction of new facilities:

- 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 IV-1.2.2: The City shall 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 IV.1.3: Potable Water Conservation

Conserve potable water resources.

Policy IV-1.3.1: The City shall take the following actions to require and/or encourage conservation of potable water supplies:

- 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 Northwest Florida Water Management District (NFWMD).

Policy IV-1.3.2: The City shall comply with procedures for emergency water conservation consistent with the plans of the NFWFMD.

Policy IV-1.3.3: The City shall prepare a Water Supply Facilities Work Plan. The plan, which will be incorporated herein by reference, shall address water supply facilities necessary to serve existing and future development within the City's utility service area.

Policy IV-1.3.4: Following initial adoption, the Water Supply Facilities Work Plan shall be updated within 18 months of subsequent updates of the NFWFMD Region II Water Supply Plan.

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

Policy IV-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 IV.1.4: Water Quality and Stormwater Management

The City shall minimize the degradation of water quality resulting from stormwater management.

Policy IV-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 IV-1.4.2: The City shall 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 IV-1.4.3: The City shall 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 IV-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 IV.1.5: Function of Natural Systems

The City shall 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 IV-1.5.1: The City shall continue to enforce its stormwater management ordinance, which requires new development to identify percolation areas, impervious surfaces, and potential impacts on groundwater levels and quality prior to approval of development plans.

Policy IV-1.5.2: The City shall require all surface management facilities to meet or exceed, where possible, the design and performance standards specified in Chapters 62-346 and 62-4, F.A.C., and the Department of Environmental Protection and NFWMD Resource Permit Applicant's Handbook, Volumes I and II.

Policy IV-1.5.3: If potable water wells are installed in the City, they shall 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 IV-1.5.4: The City shall 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) standards consistent with applicable Florida Statutes and the Florida Administrative Code;
- 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
- Use of new on-site wastewater treatment systems shall be prohibited, unless there is no other alternative.

Policy IV-1.5.5: The City shall continue to transition private properties from septic tanks to central wastewater utility service over the next 20 years.

Objective IV.1.6: Critical Facilities

The City shall maintain and update data on critical facilities, which include hospitals, fire stations, police stations, storage of critical records, and similar facilities, and create new strategies related to climate change impacts to infrastructure and shoreline protection.

Policy IV-1.6.1: In coordination with the County, the City shall maintain a list of critical facilities within areas vulnerable to repeat flooding and analyze the facilities' capacity to accommodate sea-level rise over the life of the infrastructure.

Policy IV-1.6.2: The City shall develop and implement strategies that identify how the City will respond to impacts on critical facilities located in flood areas, considering the potential need and cost to maintain or relocate critical facilities from the areas expected to be affected.

Policy IV-1.6.3: The City recognizes the risk of high tide flooding events, flash flooding, storm surge, and the impacts of a rising sea, and shall continue to ensure that all drainage facilities are properly maintained to reduce flood risk. Facilities will be checked annually, allowing time to effect needed repairs prior to the Atlantic Hurricane Season (June 1), this includes pumping stations as well as drainage infrastructure. Routine maintenance and cleaning will occur on a monthly schedule and prior to major storm occurrences.

Policy IV-1.6.4: The City shall continue to adequately fund local maintenance and operation needs with respect to storm and floodwater drainage.

Policy IV-1.6.5: In coordination with Santa Rosa County and Federal agencies and programs, including the Flood Mitigation Assistance Program (FMAP), Hazard Mitigation Grant Program (HMGP), and Building Resilient Infrastructure and Communities (BRIC), the City shall adhere to the countywide post-disaster redevelopment plan. The City shall support efforts to update the countywide plan and assist in implementing strategies to limit redevelopment in areas subject to repeated hurricane damage, promote mitigation alternatives, such as acquisition, elevation, or relocation, and identify areas suitable for public acquisition to reduce future flood hazards.



05



COASTAL MANAGEMENT



COMPREHENSIVE PLAN
FROM SHORELINE TO SKYLINE

[DRAFT JULY 2026]

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V. COASTAL MANAGEMENT

Pursuant to Section 163.3177, Florida Statutes (F.S.), 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 well as an attractive as a place to live and 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.

GOAL V-1: COASTAL MANAGEMENT

The City of Gulf Breeze shall protect and conserve its coastal resources, promote compatible coastal uses, and reduce community vulnerability to natural hazards.

Objective V-1.1: Environmental Quality

The City shall protect, conserve, and/or enhance the environmental quality of its coastal resources.

Policy V-1.1.1: The City shall review permitting and enforcement procedures annually to ensure compatibility with state and federal regulatory programs and to ensure adequate protection of the City's coastal resources.

Policy V-1.1.2: The City shall protect the quality and quantity of groundwater and surface water from development and redevelopment activity by continuing to enforce the provisions of the City's Stormwater Management and Septic Tank Ordinances.

Policy V-1.1.3: The wildlife and wildlife habitat of the City of Gulf Breeze shall be protected from development and redevelopment activity by preserving land designated as Conservation on the Future Land Use Map and through continued implementation of the City's Wildlife and Wildlife Habitat Protection standards.

Policy V-1.1.4: The City shall promote public awareness of the importance of coastal resources through the City's website, newsletter, and other outreach channels.

Policy V-1.1.5: The City shall protect 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 V-1.1.6: The City shall protect coastal resources from development and redevelopment through the continued implementation of the recommendations of the Pensacola and Perdido Bays Estuary Program's Comprehensive Conservation and Management Plan.

Policy V-1.1.7: The City shall 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 V-1.1.8: The City shall direct high density/intensity development away from shoreline areas through Future Land Use Map designations to reduce pollution problems associated with stormwater runoff and protect living marine resources.

Policy V-1.1.9: The City shall maintain, and update as needed, LDC requirements 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.
- 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.
- Public and private developments in flood risk zones are built to an elevation that is at least the minimum required elevation for the current Community Rating Score of the National Flood Insurance Program.

Policy V-1.1.10: The City shall continue to implement the Stormwater Management Plan recommendations specifying regulatory and/or management techniques for the restoration of natural resources degraded by poor water quality.

Policy V-1.1.11: The City shall retain the conservation future land use map designations for publicly owned natural resource areas that are sensitive to coastal hazards ensuring their long-term preservation and protection from potential future disruption and degradation.

Policy V-1.1.12: The City shall maintain or improve estuarine environmental quality by adhering to the water quality component of its drainage level of service standard, consistent with FDEP stormwater treatment standards and the requirements of the City's NPDES Phase II MS4 Stormwater Permit.

Objective V-1.2: Waterfront Access

The City shall promote public access to the City's waterfronts consistent with the public need and shall promote water vistas and scenic views while protecting natural resources.

Policy V-1.2.1: The City shall prioritize water-dependent and water-related uses and low density/intensity development for shoreline land uses.

Policy V-1.2.2: 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 Pensacola & Perdido Bays Estuary Program's Comprehensive Conservation and Management Plan. Provisions contained in the ordinance include requirements for adequate water depth, maintaining water

quality standards, and prohibiting adverse impacts to historical/archaeological resources.

Policy V-1.2.3: The City shall 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 V-1.2.4: The City shall 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.

Policy V-1.2.5: The City shall retain publicly owned undeveloped lands in the coastal high hazard areas as public recreational sites or for other nonresidential uses.

Objective V-1.3: Shoreline Resilience

The City shall protect beach systems by continuing to enforce proactive shoreline resilience strategies.

Policy V-1.3.1: Development within coastal floodplains shall be in accordance with FEMA 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 V-1.3.2: 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 USACE requirements.

Policy V-1.3.3: The City shall protect coastal areas for public benefit, and, using best practices, restore degraded coastal protection measures, including dunes, dune vegetation, and overall dune systems while enforcing established access points.

Policy V-1.3.4: The City shall evaluate shoreline stabilization strategies to protect and enhance the built and natural environments from erosion and sea-level rise impacts, prioritizing natural green infrastructure approaches.

Policy V-1.3.5: The City shall ensure shoreline stabilization strategies are found to be in the public interest, while taking into consideration the City's vulnerability to climate change impacts.

Policy V-1.3.6: The City shall consider public access to beaches, impacts to neighboring properties and the values and functions of beaches and coastal/marine systems, relative to shoreline stabilization strategies.

Policy V-1.3.7: The City shall monitor shoreline conditions on an ongoing basis and implement shoreline resilience strategies as needed.

Objective V-1.4: Historic Coastal Resources

The City shall protect, preserve, and support the sensitive reuse of historic and archaeological resources within the coastal high hazard area.

Policy V-1.4.1: The City shall continue to cooperate with the Florida Department of State, Division of Historical Resources, in the identification of historic and archaeological resources in the City to better identify any that may be located within the Coastal High Hazard Area.

Policy V-1.4.2: The City shall give preference to the sensitive reuse of historic resources in permitting decisions over activities that would damage or destroy the resource.

Objective V-1.5: Level of Service

The City shall ensure adopted level of service standards take into account the unique conditions of the coastal area, including tidal fluctuations, coastal erosion, tropical storms, high water tables, and coastal flooding.

Policy V-1.5.1: The City shall evaluate existing infrastructure facilities regularly, and consider completing a city-specific Vulnerability Assessment, to ensure that public facilities satisfy the unique demands associated with the natural and manmade dynamics of the coastal area and upgrade them as needed.

Policy V-1.5.2: The LOS standards established for roads, stormwater, parks, potable water, sanitary sewer, schools, and solid waste are described in the Capital Improvements element of the comprehensive plan shall apply within the Coastal High Hazard Area (CHHA).

Objective V-1.6: Coordination

The City shall coordinate coastal resource protection, including estuary protection, with adjacent local governments.

Policy V-1.6.1: The City shall 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 V-1.6.2: The City shall coordinate with adjacent jurisdictions and review development permits that may adversely impact natural resources, including estuaries.

Objective V-1.7: Development in the CHHA

The City shall direct population concentrations away from the Coastal High Hazard Area (CHHA) through implementation of the Future Land Use Map, redevelopment standards, and conservation acquisitions.

Policy V-1.7.1: The City shall prohibit high density/intensity development within the CHHA, defined as the area below the elevation of the Category 1 storm surge line as established by the SLOSH computerized model identified in the most current regional hurricane evacuation study.

Policy V-1.7.2: Any construction in the CHHA shall be in accordance with the FEMA requirements at a minimum, and other requirements within the LDC.

Policy V-1.7.3: All construction occurring within FEMA flood vulnerability zones shall be required to meet storm and flood proofing standards required for a 100-year, or 1% annual chance storm.

Policy V-1.7.4: The City shall identify and pursue opportunities to transition vulnerable properties within the CHHA toward lower intensity uses through conservation land acquisitions, voluntary buyout programs, and redevelopment standards that reduce long-term exposure to storm surge and coastal flooding.

Objective V-1.8: Public Expenditures in the CHHA

The City shall limit public expenditures that subsidize development permitted within the CHHA 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 V-1.8.1: Infrastructure improvements in the CHHA shall be limited to those necessary to protect human health or safety or those necessary to protect environmental quality.

Policy V-1.8.2: The City shall maintain and enforce 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.

Policy V-1.8.3: The City shall provide for general hazard mitigation through the enforcement of adopted floodplain regulations, building standards, and implementation of the Future Land Use Map.

Objective V-1.9: Hurricane Evacuation

The City shall 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 V-1.9.1: In the event of a hurricane emergency, the City shall respond to the direction of the Santa Rosa County Office of Emergency Management in the implementation of emergency plans. Coordinated emergency activities include warnings, public information, communications, evacuation, public shelters and related services.

Policy V-1.9.2: The City shall 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 V-1.9.3: The City shall coordinate with Santa Rosa County and Escambia County to ensure consistency of evacuation procedures with the regional evacuation plan.

Objective V-1.10: Hazard Mitigation and Disaster Response

The City shall minimize the exposure of human life and property to natural hazards through proactive hazard mitigation planning and effective post-disaster redevelopment practices.

Policy V-1.10.1: Interim post-disaster redevelopment activity shall comply with the current local, state and federal regulatory requirements.

Policy V-1.10.2: The City shall implement immediate repair and clean-up actions identified in the Santa Rosa County Post Disaster Redevelopment Plan needed to protect public health and safety, and long-term repair and redevelopment activities.

Policy V-1.10.3: The City shall 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 V-1.10.4: Immediate recovery actions needed to protect the public health and safety shall take priority in permitting decisions following disaster events.

Policy V-1.10.5: 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 V-1.10.6: The City shall review and revise land development regulations and participate in the preparation and implementation of a countywide redevelopment plan that includes provisions for phasing out inappropriate coastal land uses as part of economic redevelopment and post-disaster redevelopment activities in conjunction with the County's post-disaster redevelopment plan.

Policy V-1.10.7: The City shall maintain an inventory of areas that have experienced repetitive storm damage during coastal storms.

Policy V-1.10.8: The City shall review and revise its land development regulations to ensure they address the removal, relocation or structural modification of damaged infrastructure and unsafe structures in areas of repetitive storm damage.

Policy V-1.10.9: The City shall 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 V-1.10.10: The City shall demolish structures deemed unsafe by the City Council and shall recover the full cost of the demolition from the property owner.

Policy V-1.10.11: The City shall implement the City's and the County's Disaster Emergency Response Plans which include guidelines concerning debris clearance,

immediate repairs, and replacement of infrastructure, permitting needs, and the safety of residents.

Policy V-1.10.12: The City shall encourage the use of best practices for development and redevelopment, including planning, design, and engineering strategies that reduce coastal properties' exposure to flood hazards and support removal from FEMA flood zone designations.

Policy V-1.10.13: The City shall support innovative land design that incorporates and enhances existing natural systems and open spaces to function as natural storm buffers and post disaster staging areas.

Policy V-1.10.14: The City shall continue to participate in the Community Rating System administered by the National Flood Insurance Program. The City shall continue to strengthen their sea-level rise adaptation strategies and work to reduce flood risk and losses, to improve their Community Rating Score.

Policy V-1.10.15: The City shall evaluate public and private projects and programs to retrofit, relocate, or acquire properties susceptible to repetitive flooding.

Policy V-1.10.16: The City shall require all future development and redevelopment within flood hazard areas to incorporate additional vulnerability reduction measures, including but not limited to structural hardening, elevated finished flood elevations, and the use of natural infrastructure to enhance resilience.

Policy V-1.10.17: New development of community residential homes, nursing homes, total care facilities, hospitals, correctional facilities and similar developments shall be prohibited in the CHHA.

Objective V-1.11: Special Needs Populations

The City shall minimize risks to hospital patients and special needs population during emergency situations.

Policy V-1.11.1: Health care facilities outside the storm surge area shall establish aid agreements with similar facilities within the storm surge areas.

Policy V-1.11.2: Health care facilities shall be responsible for evacuating their own patients or providing onsite shelters for them.

Policy V-1.11.3: The City shall 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.

Policy V-1.11.4: The City shall coordinate with Santa Rosa County Emergency Management to ensure that vulnerable populations within the Coastal High Hazard Area, including residents without access to a vehicle and those with mobility or other disabilities, are identified, informed of available evacuation resources, and provided with access to transportation assistance and appropriate shelter accommodations during emergency events.

Objective V-1.12: Resiliency

The City shall adopt and implement strategies which increase community resiliency and protect property, infrastructure, and cultural and natural resources from the impacts of climate change, including sea level rise, changes in rainfall patterns, and extreme weather events.

Policy V-1.12.1: The City shall collaborate with the County and other stakeholders to increase regional resilience by sharing technical expertise, assessing local vulnerabilities, and adopting regional mitigation and adaptation strategies.

Policy V-1.12.2: The City shall collaborate with the County and other stakeholders to develop initiatives and goals to address climate change.

Policy V-1.12.3: The City shall explore the feasibility of adopting mitigation strategies to improve energy efficiency and conservation and reduce greenhouse gas emissions. Such strategies may include, but are not limited to, Comprehensive Plan policies and land development regulations that promote compact residential development, mixed use and redevelopment projects that maximize internal trip capture, clustering of residential densities along transit corridors, improved access to transit and non-motorized transportation, interconnectivity among adjoining parcels, and incentives for green building practices.

Policy V-1.12.4: The City shall utilize best practices and initiate mitigation strategies to reduce the flood risk in coastal areas that result from high tide events, storm surge, flash floods, stormwater runoff, and the related impacts of sea level rise.

Policy V-1.12.5: The City shall implement engineering solutions to reduce the risk of flooding in coastal areas, which may include the installation of stormwater drainage improvements.

Policy V-1.12.6: The City shall utilize current National Oceanic and Atmospheric Administration (NOAA) sea level rise projections for the Pensacola region when determining the risks of coastal flooding due to sea level rise.

Policy V-1.12.7: The City's Floodplain Management Regulations shall be consistent with, or more stringent than, the flood-resistant construction requirements in the Florida Building Code and applicable floodplain management regulations.

06



CONSERVATION



COMPREHENSIVE PLAN

FROM SHORELINE TO SKYLINE

[DRAFT JULY 2026]

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VI. CONSERVATION

Pursuant to Section 163.3177, Florida Statutes (F.S.), 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. This element establishes strategies for the conservation, use, and protection of natural resources in the area, including air, water, water recharge areas, wetlands, water wells, estuarine marshes, soils, beaches, shores, flood plains, rivers, bays, lakes, harbors, forests, fisheries and wildlife, marine habitat, minerals, and other natural and environmental resources, including factors that affect energy conservation.

GOAL VI.1: NATURAL RESOURCES

The City shall protect, manage, and conserve the natural resources of the City of Gulf Breeze for the long-term benefit of current and future residents and visitors of the City.

Objective VI.1.1: Groundwater Resources

The City shall conserve, appropriately use, and protect the quality and quantity of groundwater resources.

Policy VI-1.1.1: The City shall continue to enforce a tiered water rate structure to incentivize local water conservation.

Policy VI-1.1.2: The City shall require the installation of water conserving devices in all new construction, and shall promote low-impact, water-efficient development practices.

Policy VI-1.1.3: The City shall cooperate with the Northwest Florida Water Management District (NFWFMD) in the implementation of the District's Water Shortage Plan.

Policy VI-1.1.4: The City shall protect the Sand and Gravel Aquifer by ensuring that all abandoned wells are either capped or physically secured.

Policy VI-1.1.5: The City shall distribute information pertaining to water conservation through print and electronic methods such as the City newsletter, emails and the City website.

Policy VI-1.1.6: Participate in the strategies set forth in the NFWFMD Region II Water Supply Plan that promote and facilitate water conservation efforts throughout Region II to reduce demand.

Policy VI-1.1.7: The City shall maintain water infrastructure to minimize water loss and conduct annual system evaluations to identify and correct leaks and inefficiencies.

Policy VI-1.1.8: The City shall continue to participate as a member of the Fairpoint Regional Water Utility Authority to implement strategies for reducing per capita demand.

Objective VI.1.2: Surface Water Resources

The City shall conserve, appropriately use, and protect the quality and quantity of surface water resources.

Policy VI-1.2.1: The City shall support estuarine habitat restoration within and adjacent to its shorelines, including living shorelines, salt marsh restoration, seagrass recovery, and oyster reef establishment, consistent with recommendations put forth in the Pensacola Bay Surface Water Improvement and Management (SWIM) Program.

Policy VI-1.2.2: The City shall pursue funding sources for implementation of water quality management programs through resources such as the Florida Water Protection and Sustainability Program.

Policy VI-1.2.3: The City shall coordinate with environmental agencies having jurisdiction over waterbodies within the City to formally sample and analyze surface waters on a regular basis.

Policy VI-1.2.4: The City shall implement the recommendations of the City's Stormwater Management Plan and continue implementation of the Municipal Separate Storm Sewer System (MS4) Stormwater Management Program, including public education and outreach, public participation, illicit discharge detection and elimination, construction and post-construction stormwater management, pollution prevention, municipal operations, and permit compliance activities to prevent and reduce stormwater pollution and conserve and protect surface water resources.

Objective VI.1.3: Natural and Geographic Resources

The City shall conserve, appropriately use and protect natural and geographic resources, including fisheries, wildlife habitat, marine habitat, minerals, soils, and native vegetation.

Policy VI-1.3.1: The City shall coordinate with the Florida Fish and Wildlife Conservation Commission (FWC) to promote public awareness of habitat protection and best management practices to protect endangered and threatened species, and species of special concern.

Policy VI-1.3.2: The City shall continue to enforce Land Development Code regulations that protect natural resources while supporting compatible nature-based tourism and recreational uses.

Policy VI-1.3.3: The City shall require new developments to protect existing native vegetation throughout the site, including within common areas and buffer zones, and shall encourage additional planting of native plant species to enhance vegetative cover.

Policy VI-1.3.4: The City shall provide protection to identified endangered or protected species by maintaining over land designated as conservation on the Future Land Use Map. .

Policy VI-1.3.5: When listed species are identified on a site, a habitat management plan shall be developed in coordination with the FWC.

Policy VI-1.3.6: The City shall not permit development that, individually or cumulatively, would significantly alter the natural functions of the City's natural resources or adversely affect residential quality of life.

Policy VI-1.3.7: The City shall coordinate with federal and state agencies to ensure the protection of publicly owned natural reservation and conservation areas by designating such areas as conservation land on the Future Land Use Map.

Policy VI-1.3.8: The City shall require an assessment of impacts to adjacent conservation areas prior to approving development permits for adjacent properties.

Policy VI-1.3.9: The City shall 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 VI-1.3.10: The City shall 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. Proposed site plans shall identify the location of these areas and describe measures that will be taken to protect them.

Policy VI-1.3.11: The City's Land Development Code shall 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 Wetlands Inventory Map (Map VI-1 of the Conservation Element), prior to development approval.

Policy VI-1.3.12: The City shall require that an erosion and sediment control plan be submitted prior to commencement of any development activities that meet the threshold stated in the Land Development Code; that erosion and sedimentation control devices be properly installed and maintained throughout all development activities; and that all disturbed soil areas be permanently stabilized upon completion of development activities to reduce soil erosion.

Policy VI-1.3.13: The City shall require the retention and maintenance of native trees, shrubs and ground cover on development sites to the maximum extent practicable to prevent soil erosion.

Policy VI-1.3.14: The City shall prohibit mining operations.

Policy VI-1.3.15: The City shall require proposed development plans to identify the type, value, function, size, condition, and unique attributes of wetlands on the site and to include measures that will be taken to protect these wetlands and their natural functions.

Policy VI-1.3.16: Land uses that are incompatible with the protection and conservation of wetlands or their corresponding functions shall be located on the site in such a manner that minimizes the effect and impact on wetlands. The City

shall require mitigation measures to compensate for loss of the natural wetland functions.

Policy VI-1.3.17: The City shall encourage the preservation of wildlife movement corridors and habitat connectivity between conservation areas, wetlands, and natural open spaces through the Land Development Code and site plan review process.

Objective VI.1.4: Hazardous Waste

The City shall coordinate with the appropriate agencies to identify and monitor sources of hazardous waste and shall promote proper hazardous waste disposal.

Policy VI-1.4.1: The City shall maintain a public awareness program to educate citizens of the recycling alternatives and disposal methods for hazardous waste by utilizing the City website, newsletter and other communication means available to the City.

Policy VI-1.4.2: The City shall 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 VI.1.5: Sustainable Development Practices

The City shall promote sustainable development practices, the reduction of greenhouse gas emissions, and energy-efficiency measures in public and non-residential buildings.

Policy VI-1.5.1: The City shall promote awareness of environmental issues related to the built environment by maintaining 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 VI-1.5.2: The City shall 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 StarTM programs.

Policy VI-1.5.3: 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 StarTM programs.

Policy VI-1.5.4: The City shall 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.

Objective VI.1.6: Air Quality

The City shall maintain or enhance air quality within the City in accordance with State and Federal standards.

Policy VI-1.6.1: The City shall support 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.



07



RECREATION & OPEN SPACE



COMPREHENSIVE PLAN
FROM SHORELINE TO SKYLINE

[DRAFT JULY 2026]

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VII. RECREATION & OPEN SPACE

Pursuant to Section 163.3177, 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.

GOAL VII.1: PARKS AND RECREATION SYSTEM

The City shall provide and maintain an accessible, interconnected, sustainable, and well-managed park and recreation system with suitable and high quality activities for residents and visitors while promoting the long-term health, safety and welfare of the community.

Objective VII.1.1: Parks and Recreation Facilities

The City shall ensure that parks and recreation facilities are adequately and efficiently provided.

Policy VII.1.1.1: The City shall provide recreational facilities at a level of service standard of a minimum of five acres per 1,000 residents of the City, with supporting level-of-service data and analysis provided in the Capital Improvements Element (CIE).

Policy VII.1.1.2: The City shall maintain a list and a map of all public and private parks, recreational facilities and open space lands within the city limits.

Policy VII.1.1.3: The City shall prepare a new city-wide Parks and Recreation Master Plan that includes programming for all parks, recreational facilities, trails, and connectivity.

Policy VII.1.1.4: The City shall 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 VII.1.1.5: The City shall continue to maintain and expand the multi-use path system in a fiscally sound manner to provide a “walkable and bikeable community.”

Policy VII.1.1.6: The City shall evaluate recreation programs through attendance, surveys and the like to determine their effectiveness and satisfaction to assist in planning current and future activities and corresponding facilities.

Policy VII.1.1.7: The City shall require the preservation of open space by enforcing setback, landscaping, buffer zone, and park dedication requirements in the LDC setting forth specific definitions and standards.

Policy VII.1.1.8: The City shall annually maintain and review a prioritized list of parks and creation projects to support implementation of adopted plans and address identified needs and deficiencies.

Policy VII.1.1.9: The City shall not divert any designated recreational or open space land to other uses except in cases of overriding public interest, and only when such

land is replaced with an equivalent amount of recreational or open space in a location consistent with this Comprehensive Plan, the Vision 2050, and the Most Livable City Plan.

Objective VII.1.2: Park Access

The City shall ensure that all park and recreation facilities are accessible to all residents and visitors.

Policy VII.1.2.1: The City shall identify modes of interconnectivity between present and future facilities and sites with existing and planned transportation systems.

Policy VII.1.2.2: The City shall provide for safe, convenient and accessible pedestrian and bicycle shared-use paths to recreational and open space areas.

Policy VII.1.2.3: The City shall prioritize pedestrian safety and accessibility across all recreational and open space areas to enhance the well-being of the community.

Policy VII.1.2.4: The City shall identify environmentally friendly transit links, including golf cart paths, to connect residents to recreational and open space facilities.

Policy VII.1.2.5: The City shall ensure all parks are accessible to persons with disabilities by retrofitting existing facilities and incorporating universal design standards into all new parks and improvements.

Policy VII.1.2.6: The City shall maintain safe and accessible shoreline access to recreational surface waters.

Policy VII.1.2.7: The City shall ensure safe and adequate parking for recreational facilities.

Objective VII.1.3: Resource Coordination

The City shall develop and implement a program to coordinate public and private resources to meet recreation demands.

Policy VII.1.3.1: The City Council appointed Advisory Park Board shall coordinate the use of public recreational resources with private recreational resources.

Policy VII.1.3.2: The City shall maintain and expand interlocal agreements with the School Board, private organizations, and other agencies to ensure year-round access to active recreational facilities. This will prevent duplication of services and maximize cost efficiency.

Policy VII.1.3.3: The City shall continue to partner with the Gulf Breeze Sports Association to facilitate long-term planning and efficient facility use. This partnership will identify and initiate new programming and infrastructure improvements, ensuring high-quality recreational opportunities for residents and non-residents.

Policy VII.1.3.4: The City shall monitor facility utilization, efficiently schedule activities, and plan access improvements, as needed, to prevent congestion and

overcapacity conditions that may diminish the quality of recreational facilities and open spaces.

Objective VII.1.4: Community and Economic Benefits

The City shall recognize and leverage the significant role that recreation and open space play as a quality-of-life factor in the economic prosperity of the community.

Policy VII.1.4.1: The City shall sufficiently fund adequate supervision and maintenance of open spaces and recreational facilities for safety of the users and protection of a public investment.

Policy VII.1.4.2: The City shall pursue funding mechanisms to enhance facilities and programs, including private donations when appropriate.

Policy VII.1.4.3: The City shall promote recreational and open space opportunities and awareness with electronic and print media to residents, visitors and commercial interests through the City website, the Chamber of Commerce and local businesses.

Policy VII.1.4.4: The City shall utilize recreational and open space areas as incentives for redevelopment in the Community Redevelopment Area.

Policy VII.1.4.5: The City shall solicit input from residents on planning and design of facilities and activities while maintaining a balance of recreational interests for current and future residents.

Objective VII.1.5: Aesthetics and Maintenance

The City shall continue to maintain and improve aesthetic appeal of all existing and future recreational facilities, areas and open spaces.

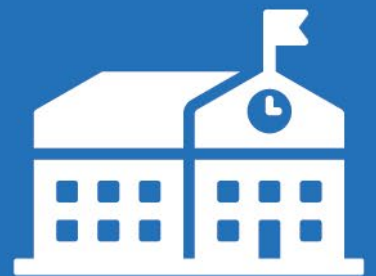
Policy VII.1.5.1: The City shall develop a beautification plan for the City in concert with the CRA Design Guidelines to ensure visual continuity and connection throughout the City.

Policy VII.1.5.2: The City shall ensure that no invasive species of plants encroach upon and inhibit the natural growth and sustainability of native species by maintaining a list of approved species in the Land Development Code.

Policy VII.1.5.3: The City shall follow standard design guidelines for all recreational and open space areas to ensure both environmental sustainability and public safety, including consideration of Crime Prevention Through Environmental Design (CPTED) principles.

Policy VII.1.5.4: The City shall continue to upgrade and modernize parks according to the Shoreline Park Master Plan and the Capital Improvements Schedule.

08



PUBLIC SCHOOL FACILITIES



COMPREHENSIVE PLAN
FROM SHORELINE TO SKYLINE

[DRAFT JULY 2026]

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V. PUBLIC SCHOOL FACILITIES

The Public School Facilities Element (PSFE) is not a required component of Comprehensive Plans. Even though school facility planning is the primary responsibility of the Santa Rosa County School Board, the City of Gulf Breeze recognizes its responsibility to collaborate with the Board to address development impacts on school capacity and support educational facilities. This element addresses the collaboration and coordination between the City and the School Board.

GOAL V.1: SCHOOL COORDINATION

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

Objective V.1.1: Infrastructure Coordination

The City shall coordinate existing and planned public school facilities with the plans for supporting infrastructure.

Policy V.1.1.1: The City shall coordinate the timing of new development with adequate school capacity, according to the adopted LOS.

Policy V.1.1.2: The City of Gulf Breeze is a party to the Interlocal Agreement for Public School Facilities Planning in Santa Rosa County, along with the School Board, Santa Rosa County, and the municipalities of Jay and Milton. 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 V.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..

Policy V.1.1.4: By February 1 each year, the City shall provide the School Board with a report on growth and development trends within the 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 V.1.1.5: Each year, prior to the adoption of the School Board's Five-Year Facilities Work Program, the School Board provides the proposed work program to the City, along with a general education facilities report. The educational facilities report contains information detailing existing facilities and their locations and projected needs. The City shall review the report and provide comments to the School Board. After review and consideration, the School Board adopts a financially feasible Five-Year Facilities Work Program (by October 1 of each year) and provides the final adopted plan to the County and its municipalities within 15 days after adoption.

Policy V.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 V.1.2: School Capacity and Concurrency

The City shall 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 V.1.2.1: Consistent with the Interlocal Agreement, the City and School Board agree to the levels-of-service standards set forth in the Capital Improvements Element for school concurrency in Santa Rosa County:

- **LOS Amendments:** 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 of each year. No level of service standard shall be amended without a finding that the amended level of service standard is 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. Any amendment to the LOS standards shall require adoption by ordinance and amendment of this Comprehensive Plan.

- **School Education Service Areas:** The School Education Service Areas (ESAs) shall coincide with the adopted transportation impact fees areas within Santa Rosa County, as established in the Interlocal Agreement.
- **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.
- **Subdivision and Site Plan:** In the event that the School Board finds that there is not sufficient capacity to address the impacts of a proposed development without exceeding the adopted LOS, 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.
- **Proportionate Share Mitigation:** 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 Commitment:** 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 V.1.2.2: Proportionate share mitigation shall 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 V.1.3: Development Review and School Capacity

The City shall coordinate petitions for future land use amendments, rezoning, and approval of subdivision and site plans for residential development with adequate school capacity.

Policy V.1.3.1: The City shall coordinate anticipated student growth based on Future Land Use Map (FLUM) projections of housing units with the School Board's long-range facilities needs over 5-year, 10-year and 20-year periods.

Policy V.1.3.2: 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 amendments.

Policy V.1.3.3: 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 V.1.3.4: 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 V.1.4: School Facilities Planning

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

Policy V.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 V.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 V.1.5: School Siting and Design

The City shall 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 V.1.5.1: 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 V.1.5.2: Consistent with policies in the Future Land Use Element, public schools are generally an allowable use in most Future Land Use categories, subject to adopted policies in the Plan and Land Development Code, except Conservation and Parks/Recreation. The Land Development Code may also include siting standards for schools, consistent with the local government comprehensive plan.

Policy V.1.5.3: To reduce hazardous walking conditions consistent with Florida's Safe Routes 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 and bicycle network;

- For new development and redevelopment within two miles of an existing or planned school, the City shall promote sidewalks that are complete, unobstructed, and continuous, with a minimum width of five feet, along the corridor that directly serves the school or function as safe and appropriately designed walking or bicycling routes 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 V.1.6: Facility Coordination and Shared Use

The City shall coordinate the location of public schools relative to the location of other public facilities to the maximum extent possible.

Policy V.1.6.1: The City shall 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 V.1.6.2: The City shall 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. The City shall participate in the coordination of the location, phasing, and design of future school sites to enhance the potential of schools as recreation areas.

Policy V.1.6.3: The City shall coordinate with the School Board on the planning and expansion of school facilities, including consideration of emergency preparedness and sheltering needs..

Policy V.1.6.4: The City shall encourage the joint use of school facilities and reciprocal use of municipal recreational facilities.

Objective V.1.7: Monitoring and Coordination

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



09



INTERGOVERNMENTAL COORDINATION



COMPREHENSIVE PLAN
FROM SHORELINE TO SKYLINE

[DRAFT APRIL 2026]

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IX. INTERGOVERNMENTAL COORDINATION

Pursuant to Section 163.3177, Florida Statutes (F.S.), 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 intergovernmental coordination within the growth management framework.

GOAL IX.1: INTERGOVERNMENTAL COORDINATION

The City shall maintain active intergovernmental partnerships to ensure coordinated planning, sustainable growth, and the efficient delivery of quality municipal services.

Objective IX.1.1: Plan Coordination

The City shall 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 governmental entities.

Policy IX.1.1.1: The City shall adhere to the executed Public Schools Interlocal Agreement, as amended, for siting of public school facilities and coordination on population projections.

Policy IX.1.1.2: The City shall continue to further the appropriate goals and policies of the State Comprehensive Plan, the Emerald Coast Regional Council (ECRC), and Strategic Regional Policy Plan (SRPP) as amended from time to time.

Policy IX.1.1.3: The City shall 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 (NFWFMD), and Santa Rosa County, as well as with nonprofit environmental organizations to appropriately conserve and manage natural areas and open space.

Policy IX.1.1.4: The City shall participate in the update of the NFWFMD's Water Supply Assessment and the Regional Water Supply Plan, and other water supply development-related initiatives facilitated by NFWFMD that affect the City.

Policy IX.1.1.5: The City shall 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.

Policy IX.1.1.6: The City shall coordinate with the Florida Master Site File Office to ensure the records of local resources are properly maintained and updated.

Policy IX.1.1.7: The City shall 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 jurisdictions in the provision of public services.

Policy IX.1.1.8: The City shall utilize the ECRC's regional dispute resolution process, as appropriate, to resolve intergovernmental disputes that cannot be resolved through other means.

Objective IX.1.2: Infrastructure Coordination

The City shall maintain mechanisms and establish new ones, if necessary to coordinate with adjacent jurisdictions on level of service standards and other issues regarding infrastructure and transportation impacts of new development that affect more than one jurisdiction.

Policy IX.1.2.1: The City shall 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 IX.1.2.2: The City shall coordinate with the NFWFMD, FDEP, Federal Emergency Management Agency (FEMA), and other appropriate state and federal agencies that have jurisdictional authority or responsibility within the City to ensure that water quality, stormwater drainage, and flood control measures are addressed consistent with impacts of development.

Policy IX.1.2.3: The City shall 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 funding sources and coordinate facility improvements for all transportation needs throughout the Pensacola MSA.

Policy IX.1.2.4: The City shall 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 IX.1.2.5: 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 waste to reduce the amount of waste to be deposited in landfills.

Policy IX.1.2.6: The City shall 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 communicating on a regular basis with the Midway Fire District to prevent duplication of efforts whenever possible for efficiency and cost savings.

Objective IX.1.3: Program Coordination

The City shall provide appropriate mechanisms to coordinate information and programs for the provision of housing and recreational facilities.

Policy IX.1.3.1: The City shall solicit recommendations and assistance from various public agencies and quasi-public organizations such as the Florida Department of State, Division of Historical Resources, the Florida Department of Commerce, USDA Rural Development, Department of Housing and Urban Development (HUD), Florida Department of Children & Families, 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 IX.1.3.2: The City shall continue both formal and informal communication with appropriate state and regional agencies, such as the Florida Department of Commerce, and the ECRC, to sustain availability of information on specific programs, projects, and legislation pertinent to local governments and to provide technical assistance for potential grants.

Policy IX.1.3.3: The City shall 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.

Objective IX.1.4: Regional Resilience

The City shall work with the County and other stakeholders to promote regional resilience which protects property and essential infrastructure as well as cultural and natural resources from the impacts of climate change, including sea level rise and extreme weather events.

Policy IX.1.4.1: The City shall participate in regional climate and coastal initiatives to remain informed and as a leader in understanding and anticipating coastal challenges.



10



CAPITAL IMPROVEMENTS



COMPREHENSIVE PLAN
FROM SHORELINE TO SKYLINE

[DRAFT JULY 2026]

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X. CAPITAL IMPROVEMENTS

Pursuant to Section 163.3177, Florida Statutes (F.S.), 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 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.

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 X-1: GROWTH AND INFRASTRUCTURE PROVISION

The City shall 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 X-1.1: Adopted Levels of Service

Capital improvements shall 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 X-1.1.1: The City hereby adopts the following minimum LOS standards, which must be used to review the impacts of new development and redevelopment on public facilities:

Facility	Level of Service Standard
Roadway	Arterials (4-lane and 6-lane): E+10%
	Arterials (2-lane): E + 30%
	Collectors: D
	Local Roads: D
Sanitary Sewer Facilities	100 gallons per person per day
Solid Waste Facilities	3.60 pounds per person per day
Stormwater Management Facilities (pursuant to Chapter 62 346, F.A.C.	Quantity: 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

Facility	Level of Service Standard	
	Quality: Stormwater discharges shall achieve a minimum 80% reduction in average annual Total Suspended Solids (TSS) loading consistent with FDEP stormwater treatment standards, and shall comply with the Best Management Practices required under the City's NPDES Phase II MS4 Stormwater Permit.	
Potable Water Facilities	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	
Recreation and Open Space	Five acres per 1,000 residents	
Public School Facilities	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

Policy X-1.1.2: The City shall 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 X-1.1.3: The Capital Improvements Element shall be reviewed on an annual basis and utilized in preparing the City's annual budget.

Policy X-1.1.4: The Capital Improvements Element shall include public facility improvements that are equal to or greater than \$35,000.

Objective X-1.2: Adequate Public Facilities

All development orders and development permits shall be issued contingent upon the availability of adequate public facilities, based on adopted LOS standards.

Policy X-1.2.1: Through adoption and implementation of land development regulations, comprehensive plan goals, objectives and policies, impact fees, and 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 X-1.2.2: The City shall continue implementing the Concurrency Management System adopted in the City's Land Development Code, which is consistent with sections 163.3177 and 163.3180, F.S. 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 X-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, and potable water, unless the development is exempt from the review requirements of the Concurrency Management System.

Policy X-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 Concurrency Management System adopted in the Land Development Code

Objective X-1.3: Proportional Cost

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

Objective X-1.4: Fiscal Resources

The City shall 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 X-1.4.1: The City shall 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 X-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 X-1.5: Debt for Capital Project Financing

The City shall adopt policies and procedures that address the management and utilization of debt for capital project financing.

Policy X-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 X-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 X-1.6: Five-Year Schedule of Capital Improvements

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 X-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 X-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 X-1.6.3: Once the City adopts a Water Supply Facilities Work Plan, the City shall amend the Capital Improvements Schedule to reflect any projects identified in that document.

Policy X-1.6.4: The City shall adopt by reference the Five-Year Transportation Improvement Program FY 2026-2030 as formally adopted by the Florida-Alabama TPO on May 12, 2025, as amended, into the City's Five-Year Schedule of Capital Improvements.



Appendix A

City of Gulf Breeze Five-Year Schedule of Capital Improvements, FY 26 through FY 30

Project Description	Funding Source	Total Cost	FY 26	FY 27	FY 28	FY 29	FY 30
TRANSPORTATION							
Loop (Multi-Use Path Phase II)	CRA Fund	\$853,714	\$790,461	\$0	\$0	\$0	\$0
SUN Trail Improvements	CRA Fund	\$3,427,402	\$0	\$678,779	\$1,000,000	\$1,427,402	\$0
RECREATION							
Recreational Fishing Improvements-Shoreline Park & Woodland Park	NRDA Grant	\$1,564,230	\$1,564,230	\$0	\$0	\$0	\$0
Shoreline Park South - Boardwalk Extension	General Fund	\$500,000	\$0	\$500,000	\$0	\$0	\$0
WATER & SEWER							
Eastern Collection System Capacity Improvements	Water, Sewer, WWTP Fund	\$550,000	\$550,000	\$0	\$0	\$0	\$0
City Septic to Sewer Conversion		\$34,652,365	\$7,503,378	\$3,759,574	\$5,000,000	\$8,958,689	\$0
West Bay Shore (County STS)		\$6,000,000	\$6,000,000	\$0	\$0	\$0	\$0
Bay Cliffs STS Area – Sewer Conversions		\$5,200,000	\$4,747,260	\$0	\$0	\$0	\$0
Gulf Breeze Regional Water System Water Reclamation Facility Upgrade and Expansion		\$63,677,117	\$23,800,000	\$6,006,952	\$0	\$0	\$0
STORMWATER							
Navy Cove / Driftwood / Berry Stormwater Improvements	Stormwater Utility Fund	\$1,834,476	\$0	\$250,000	\$1,584,476	\$0	\$0
Nightingale & Fairpoint Gravity System		\$175,000	\$0	\$175,000	\$0	\$0	\$0
Shoreline Basin Project		\$4,294,992	\$0	\$4,000,000	\$0	\$0	\$0

Source: City of Gulf Breeze, 2026

11



PROPERTY RIGHTS



COMPREHENSIVE PLAN
FROM SHORELINE TO SKYLINE

[DRAFT JULY 2026]

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XI. PROPERTY RIGHTS

GOAL XI-1: PROPERTY RIGHTS

The City of Gulf Breeze will make planning and development decisions with respect for property rights.

Objective XI-1.1: Protected Private Property Rights

The City shall respect judicially acknowledged and constitutionally protected private property rights.

Policy XI-1.1.1: The City shall consider in its decision-making the right of a property owner to physically possess and control his or her interests in the property, including easements, leases, or mineral rights.

Policy XI-1.1.2: The City shall consider in its decision-making the right of a property owner to use, maintain, develop, and improve his or her property for personal use or for the use of any other person, subject to state law and local ordinances.

Policy XI-1.1.3: The City shall consider in its decision making the right of the property owner to privacy and to exclude others from the property to protect the owner's possessions and property.

Policy XI-1.1.4: The City shall consider in its decision-making the right of a property owner to dispose of his or her property through sale or gift.