



CHAPTER 1

JOINT LAND USE STUDY



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Section 1 Study Background

Altogether, there are eight airfields located within Santa Rosa County utilized by the Navy and one County airport. These are: Peter Prince Field; NAS Whiting Field North and South; and the Navy Outlying Landing Fields (NOLFs) Spencer, Harold, Santa Rosa, Choctaw, Holley and Pace. The location of these installations is depicted on Map 1-1.

Santa Rosa County is experiencing rapid population growth as well as increasing urbanization. The population in Santa Rosa County increased by 36,135 from 81,608 to 117,743 between the 1990 census and the 2000 census. This represented a 44.3 percent change in ten years ranking Santa Rosa County tenth in the state in terms of population change.

In recent years development pressures have increased as future residents recognize the outstanding natural resources and pleasant environment that Santa Rosa County offers coupled with a lower cost of living. The three fastest growing areas of the County are the Holley-Navarre area, the Pace area, and the Midway area. Between the years 1991 and 2000 a combined total of 13,572 residential building permits were issued in these areas alone.

Unfortunately, Santa Rosa County's accelerated development may have an unintended and unwanted impact on the County's military installations. Lands adjacent to bases are attractive for development because of their proximity to the military bases; however, they are also subject to noise pollution and accident potential. As such, there is a need for the systematic evaluation of existing and potential land uses in areas adjacent to all nine of the airfields listed previously.



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Section 2 Study Purpose

The primary purpose of this Joint Land Use Study (JLUS) is for Santa Rosa County to develop a compatible land use plan and set of land development regulations for the properties adjacent to and affected by Peter Prince Airport and NAS Whiting Field and six of its outlying landing fields.

This will:

- Protect the health, safety and welfare of citizens through compatible land use.
- Ensure continued good relations between the Navy and Santa Rosa County.
- Enable the Navy to continue operations and carry out its important missions.
- Ensure the viability of these installations and therefore the viability of a portion of Santa Rosa County's economic base.
- Prevent future encroachments that could jeopardize the capacity of these installations.
- Prevent encroachments that could negatively affect the quality of life for residents of Santa Rosa County.

Section 3 What is a Joint Land Use Study (JLUS)?

A joint land use study (JLUS) is a cooperative land use planning effort between affected local government and a military installation. For the Santa Rosa County JLUS, the affected parties are Santa Rosa County government and NAS Whiting Field. Through this joint effort, the two parties work together to prepare growth management strategy designed to alleviate existing land use conflicts and to prevent the emergence of future land use conflicts. The growth management strategy may recommend modifications to the Santa Rosa County Comprehensive Plan, Land Development Code, or other County ordinances for the purpose of implementing strategies that minimize current or future problems, encouraging compatible future development, and preventing incompatible future development near airfields. The JLUS recommended strategy may also identify opportunities to adjust flight paths and patterns in air space near airfields, if feasible and practical.

Section 4 Study Area Defined

The area for the JLUS incorporates nine separate and distinct airfields: Peter Prince Field; NAS Whiting Field North and South; and the Navy Outlying Landing Fields (NOLFs) Spencer, Harold, Santa Rosa, Choctaw, Holley and Pace. The study boundary will encompass those areas specifically designated as part of Accident Potential Zones or Noise Contours within the existing Air Installation Compatibility Use Zones (AICUZ) surrounding these installations. Study areas boundaries typically extend approximately one-half mile or more from an airfield's perimeter. The location for each of the nine airfields included as part of the Santa Rosa County JLUS is illustrated in Map 1-1.



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Section 5 Program Goals and Actions

The Santa Rosa County Joint Land Use Study (SRC JLUS) has the following goals:

- Protect the health, safety and welfare of the civilian and military communities near Peter Prince Field, NAS Whiting Field North and South, and the Navy Outlying Landing Fields (NOLFs) Spencer, Harold, Santa Rosa, Choctaw, Holley and Pace.
- Identify and update appropriate regulatory and non-regulatory measures to ensure compatibility between existing and future land uses at these installations.
- Increase communication and cooperation between these installations and Santa Rosa County.
- Protect and promote the present and future operational capabilities of these installations.

Section 6 Study Organization

The Santa Rosa County Joint Land Use Study addresses nine separate and distinct airfields. Current development characteristics differ among these eight airfields. Flight patterns, air traffic, and aircraft types also vary among them. To accommodate individual characteristics and needs for each airfield, a separate land use study was prepared for each airfield. Chapters 2 through 9 in this document each present analysis and land use recommendations for each airfield's study area.

Section 7 General Study Recommendations

Each joint land use study prepared for the Santa Rosa County JLUS includes recommendations to minimize development encroachment and to alleviate existing or potential land use/airfield conflicts. While some characteristics and conditions are unique to individual airfields, many airfield study areas evaluated as part of the Santa Rosa County JLUS share common or similar development characteristics, land use problems, and study recommendations. General recommendations that apply to all or several of the airfields are presented below instead of repeated within each chapter.

7.1 Land Use and Construction Regulatory Techniques

A. Airport Environs Ordinance (Chapter 11, Land Development Code)

The Airport Environs Ordinance is confusing and vaguely distinguishes differences between different land use protection needs for helicopter and fixed-wing aircraft. The County needs to update this ordinance to address recommendations presented in the Santa Rosa County JLUS report, and to make the regulations more user-friendly.

B. Special Airport Environs Designation

A "Military Airport Zone" should be established within the Comprehensive Plan and/or Land Development Code to organize and direct land use management techniques and applicable noise insulation construction standards to airport environs surrounding military airfields. A similar planning area should be established for Peter Prince Field.



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C. Noise Insulation Construction Standards and Incentives

The County's building construction standards should incorporate construction techniques that improve noise insulation for residential and certain non-residential structures within the JLUS study area boundaries and accident potential zones. Noise insulation construction standards can be reduced or waived when residential development is clustered or located away from airfield perimeters or placed outside of Accident Potential Zones, Clear Zones, and Noise Zones.

D. Small Area Studies

Industrial, commercial, and residential land uses occur or are planned to occur in areas adjacent to Peter Prince Airport, NOLF Santa Rosa, and NAS Whiting Field, particularly where access can occur from highways or major county roads. Small areas studies could be prepared by the County for these three airfields to address transition of land use from industrial and commercial areas to residential areas, plan roadway systems and access management, identify suitable locations for industrial and commercial development, and prepare for the planned provision of public facilities.

E. Outdoor Lighting Standards

The County should evaluate and update outdoor lighting standards applicable to areas near airfields used during night hours as well as airfields where night goggle training is proposed. Ground lighting should not interfere with an aviator's vision or with night vision instrumentation or equipment. Outdoor lighting should also not cause pilot confusion with landing approach flight patterns. Lighting standards need to promote compatibility with aircraft operations within the vicinity of airfields.

F. Communication Tower Regulations

The County should revise development regulations for communications towers to address specific concerns for aircraft safety and to establish procedures for communication tower applicants to obtain written notice of review from NAS Whiting Field regarding potential conflicts with aircraft operations. This letter should be submitted to the County prior to commencing County staff review of such applications. In addition, cell tower height limits should be considered for areas within the County that are used for low level tactical training.

G. Military Participation in County Development Review Process

Santa Rosa County should formalize its policy to include military participation in its development review and planning process.

H. Zoning and Land Use Amendment Procedures**HARTMAN & ASSOCIATES, INC.**

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County should establish a policy to discourage zoning and land use amendments that increase residential development density within airport environs.

I. Comprehensive Plan and Land Development Code Update

The County should modify its Comprehensive Plan and Land Development Code to implement recommendations provided in Chapters 2 through 9 of the Santa Rosa County JLUS, as accepted by the Santa Rosa County Board of County Commissioners. The Department of Defense's Air Installation Compatible Use Zone (AICUZ) Program's "compatible land uses" into the Comprehensive Plan and Land Development Code where determine applicable.

7.2 Communication Techniques

A. Update Disclosure Form and Requirement

The County should develop more effective disclosure procedures and broaden the geographical area where disclosure will be required as part of property transactions. Property owner disclosure regarding the potential for safety and noise hazards near airfields, as required by Article 11, requires amendment to foster more practical implementation and enforcement. Disclosure requirements need to be expanded to include all properties within the study area including residential owner and renter housing and non-residential uses.

B. Web-Site Mapping and Information

Santa Rosa County should place maps on its website to illustrate boundaries of Accident Potential Zones and noise zones. Copies of such maps should also be available to the public at the County's Planning and Zoning Department. The maps would be accompanied by text defining these terms. The NAS Whiting Field should also make these maps available through its public information website.

C. Development Review Process

The County should require delineation of all boundaries for Noises Zones, Accident Potential Zones and Airport Environs (Military Airport Zones) on subdivision and site plans submitted for development review.

D. Airport Environs Signage

The County should post signage in residential areas screened from airfields. The intent of this recommendation serves to notify visitors or prospective homeowners or renters to the presence of aircraft and related airfield noise. Trees, vegetation, or terrain screen airfields from many residential areas near airfields.

F. Proposed Noise Zones



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The County should amend its Land Development Code and Article 11 to include the revised noise zones for Peter Prince, Choctaw Field, and Whiting Field.

7.3 Land Acquisition Program

The County should rank and prioritize land acquisition recommendations presented in the NAI Halford Land Acquisition Study. Using this study, the County should establish a land acquisition management program and develop criteria to rank properties near airfields for potential acquisition. As part of this program, the County should identify potential funding sources and explore alternative mechanisms to fee simple purchase such as restrictive use easements and land exchanges. Acquisitions should be programmed into the County's five-year capital improvement program.

7.4 Divesture Preparation

Santa Rosa County should commence evaluation of the future potential use at NOLFs Spencer and Holley, including search for adequate replacement sites.

NOLFs Spencer and Holley exhibit potential for Santa Rosa County to find alternative airfield sites. To prepare for this situation, the County should commence coordination with other communities that have experienced divesture of military installations, and then prepare appropriate plans and strategies for the transition from military use to other uses. Potential sites would be presented to NAS Whiting Field for evaluation and appropriate approvals.



LIST OF REFERENCES

The following resources were used to assist with the preparation of the Santa Rosa Joint Land Use Study.

Air Installation Compatible Use Zone Update, NAS Whiting Field, Naval Facilities Engineering Command. February 1990.

Joint Land Use Study Program, Office of Economic Adjustment, Department of Defense. Fall 2002.

Fixed-Wing Standard Operating Procedures Manual, US Navy Commander Training Air Wing Five, December 27, 2000.

Rotary-Wing Operating Procedures Manual. US Navy Commander Training Air Wing Five. December 27, 2000.

A Phased Plan To Limit Encroachment at NAS Whiting Field, Florida, NOLF Pace, Florida, and NOLF Harold, Florida Through The Use Of Real Estate Purchases, Agricultural Conservation Easements and Zoning Mechanisms, NAI Halford. April, 2003.

Soil Survey of Santa Rosa County, Florida United State Department of Agriculture, Soil Conservation Service. May 1980.

Santa Rosa County Land Development Code, Santa Rosa County, Florida. August 22, 1991.

Santa Rosa County Comprehensive Plan Foundation Document, Santa Rosa County, Florida.

(Current) Comprehensive Plan, Santa Rosa County, Florida.

(Proposed) Comprehensive Plan 2002 – 2020. Santa Rosa County, Florida.

Integrated Natural Resources Management Plan for the Naval Air Station Whiting Field Complex, Naval Facilities Engineering Command. November 2001.

Peter Prince Airport Master Plan Update, Santa Rosa County, Florida. August 15, 2002.

Florida Natural Areas Inventory, Tallahassee, Florida. Source for map locations of endangered, threatened, or species of special concern, June 2003.

NAS Whiting Field web-site, <https://www.cnet.navy.mil/naswf>.



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NAS Whiting Field power-point presentation regarding NAS Whiting Field and its NOLFs, NAS Whiting Field, April 2003.

On-site airfield windshield survey conducted by NAS Whiting Field, Solin and Associates and Santa Rosa County planning staff, April 8, 2003.

AICUZ Program Procedures And Guidelines For Department Of The Navy Air Installations, OPNAVINST 11010.36B, Department of the Navy, December 19, 2002



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Insert Map 1-1



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APPENDIX 1B

Technical Memorandum No. 1

Evaluation of Communication Mechanisms Used for NAS Whiting Field and Santa Rosa County Coordination

- A. Current Methods of Communication between the County and NAS Whiting Field
- B. Citizen Coordination Mechanisms and Involvement Opportunities
- C. Summary of Communication Mechanisms
- D. Suggestions for Improved Communications

The Santa Rosa County Board of County Commissioners (BCC) and the NAS Whiting Field (NASWF) have mutually resolved that a land use study is necessary to identify planning solutions leading to more effective management of development for areas near airfields. Encroachment by development increases potential for conflicts between people and airfield operations. Noise, safety, and air pollution affect those living and working near airfields. To minimize air operation impacts and risks to properties adjacent to or near airfields, the NASWF and Santa Rosa County (County) would have to curtail air operations at their respective airfields. Reducing or altering air operations may result in ineffective use of airfield property or even lead to potential facility closure. Development encroachment experienced in other areas of the United States has contributed to military base closures or relocation of military operations to other installations.

By jointly working together, the NASWF and Santa Rosa County can identify practical solutions to better manage development activity near airfield operations. Effective communications, then, between the NASWF and Santa Rosa County becomes an important component in the process to identify potential solutions to alleviate existing and future conflicts.

The purpose of this technical memorandum is to outline existing methods used to foster communications and dialogue between Santa Rosa County and the NASWF. Suggestions are provided to identify potential enhancement or efficiency in current communication activities and methods.

A. Current Methods of Communication between the County and NASWF. Project consultants (Solin and Associates) interviewed County and NASWF staff and officials to identify current mechanisms used to communicate issues between the two entities. A summary of the communication mechanisms is provided below.

1. **Formal Mechanisms.** All formal coordination and correspondence involving official county matters are ultimately made by the BCC, Commission Chairman, or the County Administrator. All formal coordination and correspondence involving official matters involving the Naval Air Station Whiting Field and its six Navy Outlying Landing Fields (NOLF) are made by the



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Navy's Officer in Command (hereafter Commanding Officer). Formal correspondence addressing official matters or policy typically occurs through written documentation or meetings between the County officials and the Commanding Officer or the Aviation Community Planner.

The Commanding Officer or Aviation Community Planner may appear at advertised public hearings of the BCC to speak on behalf of the NASWF. On matters before the BCC that may affect military base operations, the County as a courtesy may notify the Commanding Officer by mail, e-mail, or telephone of the upcoming public meeting.

Complying with notification procedures adopted by the County Commission or provided by State law, Santa Rosa County, when applicable, mails written notification to property owners or residents whose property is located within a prescribed distance to a site subject to certain types of zoning changes, future land use map amendments, or development applications. The NASWF receives written notification when one of its properties lies within the required notification area.

Currently, the County does not have any adopted resolution or interlocal agreement addressing protocol for official coordination and communication with the NASWF. Historically, regular and cooperative coordination has occurred, leaving no immediate need to establish formal communication protocol or procedures in a resolution or intergovernmental agreement.

2. **Coordination through County Advisory Committees.** Coordination between the County and the NASWF also occurs through dialogue conducted at County advisory committee meetings. The NASWF has a seat on the County's Land Planning Board as well as the Aviation Advisory Committee. From time-to-time, the BCC establishes ad hoc committees to advise them on particular issues confronting the County. The NASWF may be invited to service as a member on these ad hoc committees.

Although the NASWF does not hold a seat on the Zoning Board of Adjustment, it often appears at their hearings or workshops when issues may directly or indirectly affect the US Naval Air Station or its NOLFs.

- a. **Special Ad Hoc Committees.** The BCC may establish an ad hoc committee composed of representatives from the County and the NASWF. Formed to address a specific issue, the ad hoc committee serves as an advisory board to the BCC. An example of an ad hoc committee is the Joint Land Use Study Policy Committee formed by the BCC to review and make recommendations for the Santa Rosa Joint Land Use Study. Representation on the Policy Committee includes County staff, Navy representatives, and members from the County's Land Planning Agency.
- b. **Aviation Advisory Committee.** The purpose of the Aviation Advisory Committee is to advise the BCC on matters pertaining to operational activities and capital improvement expenditures



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for Peter Prince Airport, the County's general aviation facility. The NASWF (i.e., Aviation Community Planner) holds a seat on the Aviation Advisory Committee.

- c. **County Advisory Boards.** Development or land use applications or issues affecting the NASWF or its NOLFs often appear before the Local Planning Board (LPB) or the Board of Zoning Adjustments. Issues relevant to the NASWF involve the LPB more often than they do the Board of Zoning Adjustments. Examples of issues that may concern the NASWF include comprehensive plan amendments, zoning changes, site plan and subdivision development applications, or variances to building or structure heights.

In April 2003, the BCC established an ex officio seat on the Local Planning Board (LPB) for the NASWF. While the NASWF representative will serve the LPB as a nonvoting member, opportunities to voice comments and concerns can occur more efficiently. As a member of the LPB, the NASWF receives agenda items and meeting notifications directly from County staff. Prior to holding an ex officio seat on the LPB, the NASWF regularly attended and provided comments at meetings when matters affected its property or operations. Prior to holding a seat on the LPB, County staff, as a courtesy, would mail meeting notices or agenda to the NASWF prior to hearing dates or workshops held by the Local Planning Board. The NASWF would also receive official hearing notices from the County under special circumstances. These circumstances occurred when County notification procedures or State law required property owners or residents within a certain distance to receive written notification of scheduled hearings.

As for matters appearing before the Board of Zoning Adjustments that may affect NASWF property, County staff, as a courtesy, may verbally inform or send an agenda to NASWF regarding relevant agenda items and hearing dates. For some matters appearing before the Board of Zoning Adjustments, County procedures or State law may require certain property owners or residents to receive written notice. When applicable, hearing notifications were mailed to NASWF to comply with notification requirements.

3. **Informal Coordination.** Coordination frequently occurs between County and NASWF staff on matters that may affect the other party. County planners often coordinate with NASWF community planners to discuss or review development applications or County land use planning efforts affecting lands or roadways near US Navy facilities. This coordination typically occurs through informal meetings, telephone conversations, or e-mail exchanges.

The purpose of informal coordination usually occurs to exchange information and to coordinate planning activities affecting the other party.

4. **Community Involvement.** The NASWF often obtains information about potential activities or prospective development that may affect its airfields through its involvement with adjacent communities. Information concerning potential development or activities near airfields appears in the local newspaper or on the Internet. The NASWF community planners regularly review local newspaper and the Internet for opportunities to participate and coordinate.



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Information is also obtained at community meetings attended by NASWF personnel. The Commanding Officer, Aviation Community Planners, or other NASWF staff attend or speak at meetings held by community organizations such as the local chamber of commerce or civic organizations.

The NASWF regularly coordinates with others in the military community, especially Eglin Air Force Base and other military bases within the region. NASWF officials are contacted by other military bases when they become aware of potential issues or activities that may affect NAS Whiting Field or any of its NOLFs.

- B. Citizen Coordination Mechanisms and Involvement Opportunities.** From time-to-time citizens raise concerns regarding airfield operations and their impacts. In most cases, these concerns are raised by property owners or residents whose property or home is adjacent to or near a US Navy facility. The most common mechanisms used to communicate with or receive comments from residents and property owners are summarized below.

Based on interviews with County and NASWF planners, Whiting, Pace, Santa Rosa, Holley and Spencer fields generate some complaints from residents or property owners. Among the US Navy airfields located in Santa Rosa County, these five fields have the greatest concentration of residential development within adjacent areas. While the number or frequency of complaints is not significant, the Navy does keep record of the complaints it does receive.

Based on their professional experience in Santa Rosa County, County and NASWF community planners have identified the following trends:

- Airfields experiencing higher concentrations of residential development at their outskirts typically receive the most complaints from adjacent residents and property owners.
- The number of complaints may increase as more residents and development move into areas near airfields.
- Concerns are more often received by those homebuyers, renters and property owners new to areas adjacent to airfields than they are from those who have lived there for a longer duration.
- Lack of documented notification that makes prospective land or home buyers aware, prior to closing, of a property's proximity to a nearby airfield, noise zone, or Accident Potential Zone.

- 1. Communication with County and NASWF staff and officials.** Citizens with concerns regarding airfield operations near US Navy bases will initially contact either County staff or NASWF community planners. Concerns directed to the County staff are relayed to the NASWF community planners. Concerns regarding US Navy operations received by the County are usually handled by the County Administrator's office or the Department of Planning and Zoning. These concerns are relayed to and discussed with the NASWF community planners. Concerned citizens will also direct concerns to their district County commissioner, who will relay concerns to County staff or the NASWF community planners.



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Citizen concerns regarding operations at the County's airfield, Peter Prince Field, are made to the County Engineer, the County Administrator's office, or the County Department of Planning and Zoning.

Based on the type of concern or complaint received by the NASWF, its community planners will often contact the concerned citizen by telephone or meet with them in person.

2. **County Website.** Santa Rosa County maintains a website (www.co.santa-rosa.fl.us/) that can be accessed by the public to obtain information regarding minutes and agenda for County board and committee hearings and workshops. The site is also used to update citizens regarding programs and special projects administered by the County. For citizens who prefer communicating through the Internet, the County's website includes e-mail links where concerns can be forwarded to County administrator, County department heads, and County Commissioners. The County's website is a tool used by the public to convey concerns and complaints.

NASWF is developing a location at its website to provide airfield information. This information will be accessible to the public.

3. **Televised Meetings.** All regularly scheduled and special meetings of the County Commission are televised. Visual recordings of County Commission and most board meetings can also be viewed from the County's website. For issues before the County Commission and its advisory boards, citizens with cable television and computers can observe Commission meetings to keep informed. This method is useful to inform citizens but does not allow them an opportunity to directly communicate concerns or provide comment.
4. **Public Meetings and Workshops.** Santa Rosa County citizens and property owners also have opportunities to convey issues at public meetings or workshops held by the County Commission, Local Planning Board, or other County committees. All meetings are advertised consistent with County procedures and Florida Sunshine Laws. In many cases, the County has demonstrated that it provides more notification and advertisement of meetings and events than required by state law or its procedures. County staff has mailed notices to property owners and residents regarding County studies or planning activities.
5. **Communications with Prospective Residents or Property Owners.** Many of the complaints and concerns about airfield operations are raised by residents or property owners who move into areas near airfields or purchased property near them not understanding airfield impacts. In many cases, the new resident or property owner is aware that the airfield is nearby but does not have sufficient experience with Santa Rosa County or the communities near the airfields to comprehend the long-term affect impact may place on their desired quality of life.

Currently, Santa Rosa County has established through Article 11 of its Land Development Code a requirement that property owners or sellers must disclose to a prospective buyer or lessee that the property is in an Airport Hazard Area. The County's Code provides a form to



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be signed by the seller and buyer (or lessee). As currently written, the disclosure requirement is difficult to implement, enforce and monitor. To create a more effective disclosure process, the County will need to consider amendments to Article 11. Although a thorough evaluation of alternatives has not been conducted, a general review of Article 11 suggests that disclosure requirements should be amended to clarify whether the property owner or realtor is responsible for implementing the disclosure. Evaluation of Article 11 should also consider methods to more clearly delineate geographical areas applicable to the disclosure requirement, expanding the area for which the disclosure requirement applies, and providing requirements that the disclosure form be legally notarized and recorded with Clerk of the Circuit Courts.

The County Property Appraiser's parcel records do not currently identify property that lie within an Airport Hazard Areas, noise zone, or APZ. An agreement should be established between the County and the Property Appraiser to include parcel information regarding a property's location within an APZ, noise zone, or similar airport environ district. This information should appear with zoning and other parcel data currently appearing in the parcel records available from the Property Appraiser's website.

- C. **Summary of Communication Mechanisms.** Based on interviews with County and NASWF staff and officials, adequate communications currently occurs between the two. As long as amiable relationship continues, effective communications will likely continue. However, over time, staff and elected officials will continually change. As changes occur with people, politics and situations, the amenable relationship that exists today could potentially breakdown in the future, together with a breakdown in communications.

As a strong working relationship exists today, the County and NASWF should take advantage of the current status by establishing at least a simple intergovernmental agreement regarding communications and exchange of information. In the event political relationships and communications deteriorate in the future, this agreement could be used to maintain communications.

As for communications between the County and its citizens, the County has established more than adequate mechanisms for current citizens and property owners to communicate complaints or concerns. In many cases, the County exceeds its own procedures as well as state laws for notifying the public regarding board meetings and planning activities.

Communications with prospective residents and property owners considering a home or property near airfields can be improved. The current disclosure requirement between a property's seller and prospective buyer applies to a limited geographical area near airfields and is difficult to enforce and monitor. In addition to evaluating the current disclosure requirements, Santa Rosa County should evaluate and implement other communication mechanism that will augment opportunities for prospective residents or property owners to become better informed or cognizant of that airfield operations place on nearby properties.



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D. Suggestions for Improved Communications

While satisfactory communications currently occurs between Santa Rosa County and NASWF, the following suggestions may improve communication regarding land use issues and airfield operations:

- The County should establish an interlocal agreement or letter of understanding with the NASWF to define basic issues that warrant communication or exchange of information. The agreement should also address general policies for continued communication and cooperative coordination.
- The County could establish one location, such as the Planning Department or the Customer Service Department, where all noise or other complaints regarding airfield operations can be directed and forward to NASWF.

Santa Rosa County should increase opportunities to inform or educate homebuyers, renters, and property investors of the known affects that airfields may place on nearby properties and communities. Below is a list of mechanisms that the County should consider to improve communication opportunities with prospective homebuyers, renters and land investors:

- Santa Rosa County currently requires any person selling or leasing property within an airport hazard area to provide a prospective buyer or lessee with a disclosure statement. Implementation of this current requirement appears to be ineffective for the communication levels desired by Santa Rosa County and the NASWF. The current requirement applies the airport hazard areas as the boundary defining properties for which disclosure must occur. Airport hazard areas are vaguely defined in the County Code. Moreover, the current code does not provide sufficient mechanisms to assure that the disclosure form is properly executed. Santa Rosa County should develop more effective disclosure procedures and consider broadening the geographical areas where disclosure will be required as part of property transactions.
- The County should establish an agreement with the County Property Appraiser to disclose parcels or lots located within an Air Installation Compatible Use Zones (AICUZ), noise contours, or other similar zone surrounding an airfield. This information would appear as part of the parcel data maintained by the Property Appraiser's office. The parcel data base for the County Property Appraiser currently provides information on zoning categories assigned to properties as well as other parcel data. Some Property Appraisers within Florida also include parcel information or maps identifying potential location or presence of flood zones, wetlands, topographical contours, lakes, radon, and historical place designations. As Santa Rosa County's Property Appraiser has a website where parcel information can be reviewed via the Internet, any prospective homebuyer or investor would be able to identify a property's possible exposure to airfield impacts.
- The County could also adopt an ordinance mandating that a property owner or realtor disclose to an interested buyer or renter that a land or building is located within an Accident Potential Zone

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or noise zone. Disclosure would be documented as part of the closing process or lease agreement.

- Santa Rosa County could place maps on its website to illustrate boundaries of Accident Potential Zones and noise zones. The maps would be accompanied by text defining these terms. The NASWF could also make these maps available through its public information website.
- As a joint project with the NASWF, the County could produce a short video that educates the public about airfield operation impacts, defines APZs and noise contours, and includes other relevant educational information regarding operational characteristics at airfields and their surrounding environs. Copies of this video can be made available to local realtors, business groups such as the local chamber of commerce or homebuilders group, or other similar civic or professional organizations. The video could also be placed on the County and NASWF websites for public access. APZ maps and noise zones can appear within the video as well. The local community college or the University of West Florida may be able to help with video production.
- Santa Rosa County could adopt an ordinance requiring real estate sale signs to include information regarding a property's location within an APZ or noise contour. This requirement would be applicable to any real estate sales sign requiring a permit from the County. If a sign permit is not currently required, then a sign permit should be required for parcels located within a designated distance from an airfield.
- As a condition of subdivision plan approval, the County should require that a subdivision plan delineate boundaries of all current APZ and noise contours, or indicate whether the entire property occurs within such zones.
- Some airfields in Santa Rosa County are not immediately visible because of terrain or vegetation. Access to areas near airfields can occur without even knowing the airfield is present. Along County roads providing access into areas near airfields, the County could place a sign or marker indicating that a traveler is near an airfield. As military installations are under constant potential threat, and as base security has been a more visible issue since September 11, 2001, the NASWF and County Sheriff's office could post signs that state a US Military Airfield is within the vicinity and that suspicious activity should be reported to the County Sheriff's office or to NASWF. Such signs would be similar to "Neighborhood Watch" signs but would also serve to notify visitors that an airfield is nearby. Examples of signs that could be placed along roadways near airfields are illustrated on the following page.



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**Examples of Signs Enhancing Public Awareness to the
Presence of Airfields and their Associated Impacts**

**Overflight
Noise Area**

**Area in vicinity
of Pace NOLF
Airfield**



**This community
is near
Pace NOLF Airfield**

**Aircraft Noise
Impact Area**



**US Military
Airfield Nearby**

Please report any
suspicious activity to
the County Sheriff's
office (phone #) or
NAS Whiting Field
(phone #)



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APPENDIX 1C
Technical Memorandum No. 2
Summary of Current Ordinances, Land Development Code (LDC)
Regulations, Comprehensive Plan and any other Regulations that
Control or Reduce Potential Conflicts between Land Uses and Air Operations

The purpose of this technical memorandum for the Santa Rosa County Joint Land Use Study (JLUS) is to identify, review and summarize current ordinances, Land Development Code (LDC) regulations, Comprehensive Plan items and any other regulations that control or reduce potential conflicts between land uses and air operations. After reviewing the current ordinances, LDC regulations, Comprehensive Plan items and other regulations identified by County staff, a summary of each was prepared and is provided below.

The JLUS includes a project phase that will involve an analysis of potential future development and assessment of future land use conflicts for properties within the designated study area surrounding Peter Prince Airport, NAS Whiting Field, and six (6) US Navy Outlying Fields (NOLFs). To perform this analysis, the current ordinances, Land Development Code (LDC) regulations, Comprehensive Plan items, and any other regulations summarized herein will be used to estimate future development potential and assess future land use conflicts with airfield operations.

A. APPLICABLE SANTA ROSA COUNTY COMPREHENSIVE PLAN

Every county in Florida must prepare and adopt a Comprehensive Plan pursuant to Chapter 163, Pt. II, Florida Statutes. The purpose of the Comprehensive Plan is to establish goals, objectives, and policies for managing land use, transportation facilities, public facilities, environmental resources, recreation and open space, intergovernmental coordination, and capital improvements. The Santa Rosa County Comprehensive Plan Future Land Use Map establishes the type, density, and intensity of land uses that may develop within each respective area of the County. This map is especially important to the Santa Rosa County Joint Land Use Study (JLUS) as it delineates the type of land uses as well as the density and intensity of land use surrounding the NOLFs. The Comprehensive Plan transportation element and public facilities element establishes a system of priorities for funding needed roadways and public facilities. The following specific provisions of the Santa Rosa Comprehensive Plan¹ address the airport and aviation activities and their impact on land use.

1. Economic Development Element

Policy 2.1.B.1 *By 2004, the County will complete a Joint Land Use Study in cooperation with the Department of Defense for the purpose of protecting current Santa Rosa County military bases from encroachment.*

Purpose	Mandates County to prepared study to protect military bases from encroachment.
Relationship to Land Use/Air	Policy provides more clear direction than Policy 4.1.M.1. Policy provides no immediate actions that result in reduction or control of land use and air operation

¹ Objectives and policies references in Technical Memorandum Number 2 are from the proposed Comprehensive Plan Update scheduled to be adopted in 2003.



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**Operation
Conflicts**

conflicts. Policy only requires County to study encroachment issues and to identify potential strategies to address issues identified from the study. While Policy 4.1.M.1 does not clearly require the County to control or reduce encroachment near airfields, this policy is more specific and does require the County to establish policies, programs, or land use strategies to reduce or control conflicts. Policy applies to military bases and not the County's general aviation site, Peter Prince Airport.

Policy 2.1.B.2

The County shall continue its efforts to purchase land surrounding current Santa Rosa County military bases for the purposes of attracting complementary business or to protect these bases from encroachment.

Purpose

Land acquisition near military bases for economic development or reduce encroachment.

**Relationship to
Land Use/Air
Operation
Conflicts**

Implementation of policy offers best potential for reducing land use and air operation conflicts. Policy applies to military bases and not the County's general aviation site, Peter Prince Airport.

2. Future Land Use Element**Objective 3.1.D**

To encourage the elimination or reduction of uses inconsistent with the community's character and future land uses.

Purpose

Objective can be interpreted to provide general direction to the County to eliminate or reduce uses or development near NOLFs that may be inconsistent with the character of community's surrounding airports and including the character associated with an airfield.

**Relationship to
Land Use/Air
Operation
Conflicts**

Provides support to County to undertake planning activities that lead to elimination or reduction of existing or potential uses that are inconsistent with airfield operations.

Policy 3.1.D.1 *The expansion of non-conforming land uses which are inconsistent with this Plan including the Future Land Use Map is prohibited.*

Purpose

Eliminate expansion of non-conforming land uses.

**Relationship to
Land Use/Air
Operation
Conflicts**

Policy does not provide County with immediate support for the elimination of non-conforming land uses near NOLFs. When implemented in the LDC, controls will be placed on the ability of a non-conforming use or structure to expand. Policy defers County action to its Land Development Code.

Objective 3.1.G

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



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Purpose

Objective aims to direct new development to existing developed areas and discourage new development in rural or low-density areas.

Relationship to Land Use/Air Operation Conflicts

Agriculture, Conservation or Low-Density land use designations currently are assigned to many properties adjacent to or near NOLFs. Several NOLFs, such as Pace and Harold, are completely surrounded by lands designated as Agriculture or Conservation/Recreation. Objective serves to direct higher density development away from airfields and directs towards existing urban areas.

Policy 3.1.G.3

In north Santa Rosa County urban land uses will be located adjacent to or near the cities of Milton and Jay and the communities of Chumuckla, Fidelis and Berrydale. Other convenience and service uses may be located at or near transportation and activities nodes and near military installations.

Purpose

Directs urban development away from military installations and to existing developed areas.

Relationship to Land Use/Air Operation Conflicts

Potential land use and air operation conflicts are reduced by directing development to existing cities and communities and discouraging development near military installations.

Policy 3.1.G.4

No future land use category may be changed and no rezoning may be approved unless a finding is made that the change in land use or land use classification or zoning category will promote compact development and discourage urban sprawl. The Santa Rosa County Board of County Commissioners shall be responsible for making such finding upon receipt of a report from the Land Planning Board.

Purpose

Policy discourages urban development in undeveloped or rural areas by controlling proposed changes to future land use or zoning maps that may lead to higher density development.

Relationship to Land Use/Air Operation Conflicts

Many airfields in Santa Rosa County are nearly surrounded by lands designated for agriculture or low density uses. Policy allows County to deny land use amendment or zoning applications that may increase density or intensity of uses near many airfields such as but not limited to Pace, Choctaw, and Harold Fields.

3. Transportation Element

Objective 4.1.K

To provide safe, economical and attractive aviation facilities to meet the aviation demand requirements of the County.

Purpose

Sets general County planning framework directing the function and use of aviation facilities for general aviation.



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**Relationship to
Land Use/Air
Operation
Conflicts**

Implementation of objective leads to protection of the County airfield from land use activities and development encroachment that may interfere with safe and economical operations. Objective, as written, appears to apply to general aviation and not military installations. Objective, then, applies to areas near Peter Prince Airport.

Policy 4.1.K.1

The Santa Rosa County Land Development Code shall contain regulations addressing noise abatement, the height of structures, land use compatibility and establishing Airport Environs Overlay Zones. These changes shall be adopted into the Land Development Code by the end of 2004.

Purpose

Directs County to establish codes and development standards that will control or reduce future conflicts. Intent of policy appears to apply to areas near Peter Prince Airport

**Relationship to
Land Use/Air
Operation
Conflicts**

Policy does not establish any immediate regulations controlling or regulating development near airfields.

Policy 4.1.K.2

The County will support the Peter Prince Airport improvements identified as desirable in the 2000 "Master Plan Update".

Purpose

Ultimately directs County to allocate revenue to airport improvements.

**Relationship to
Land Use/Air
Operation
Conflicts**

Improvements that maintain airport facilities promote safer operating conditions, resulting in improved off-site public safety and reducing potential aircraft conflicts with adjacent property. Applies only to Peter Prince Airport. Within the last two (2) years, the Santa Rosa County Board of County Commissioners revised the Peter Prince Airport Master Plan to reflect a different runway orientation.

Policy 4.1.K.3

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

Purpose

Expansion and development at aviation facilities must occur consistent with the County Comprehensive Plan.

**Relationship to
Land Use/Air
Operation
Conflicts**

Policy requires airport expansion to be consistent with the Future Land Use Map. Use and expansion of the airport is controlled by the intensity of use and locations allowed by the Comprehensive Plan.

Objective 4.1.L

Coordinate the surface transportation system with airports and related facilities.

Purpose

Assure ground transportation systems provide adequate access to Peter Prince Airport

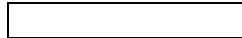


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and adjacent industries.

**Relationship to
Land Use/Air
Operation
Conflicts**

Ground traffic volumes generated by airports can impact residential areas. However, primary purpose of this objective is to assure adequate access to airfields. Objective applies to Peter Prince Airport only. Objective has minimal impacts regarding land use and air operation conflicts.

Policy 4.1.L.1

The County will continue to cooperate with the Pensacola Metropolitan Planning Organization (MPO) and the Florida Department of Transportation in order to provide access and mobility to Peter Prince Airport.

Purpose

Assure ground transportation systems provide adequate access to Peter Prince Airport and adjacent industries.

**Relationship to
Land Use/Air
Operation
Conflicts**

Policy has no effect on reducing or controlling conflicts between land uses and air operation facilities.

Policy 4.1.L.2

The County will continue to cooperate with the Seaboard System Railroad (CSX) and the Florida Department of Transportation so that access to Peter Prince Airport by rail is maintained.

Purpose

Intent is to have rail access available to industrial zoned land adjacent to Peter Prince Field

**Relationship to
Land Use/Air
Operation
Conflicts**

Policy has no effect on reducing or controlling conflicts between land uses and air operation facilities.

Policy 4.1.M.1

By 2003, the County will complete a Joint Land Use Study that will address encroachment issues for Peter Prince Airport as well as NAS Whiting Field North and South, and Navy Outlying Landing Fields: Spencer, Harold, Santa Rosa, Choctaw, Holley and Pace.

Purpose

Policy directs County to identify strategies to address encroachment issues near County and US Navy airfields.

**Relationship to
Land Use/Air
Operation
Conflicts**

Policy provides no immediate actions that result in reduction or control of land use and air operation conflicts. Policy only requires County to study encroachment issues and to identify potential strategies to address issues identified from the study. Policy does not require County to establish policies, programs, or land use strategies to reduce or control conflicts.



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B. APPLICABLE LAND DEVELOPMENT CODE AND ZONING ORDINANCES

Every county in Florida must prepare and adopt a Land Development Code to implement the objectives and policies set forth in Comprehensive Plan, pursuant to Chapter 163, Pt. II, Florida Statutes. In conjunction with the Comprehensive Plan, the purpose of the Land Development Code is to regulate and control the use of land and development within unincorporated Santa Rosa County.

1. Section 6.04.10 Lands Abutting Military and Public Airports

Purpose	Clarifies that the Airport Zoning Ordinance (Article 11) has precedence over County's Zoning Ordinance (Article 6) in situations where zoning districts abut or are adjacent to military or public airports (as identified on the Official Zoning Map).
Relationship to Land Use/Air Operation Conflicts	Article 11 will serve as current guiding regulations for controlling land use and air operation conflictions.
Appendix	Full code text appears in Appendix A.01 of this technical memorandum.

2. Section 6.09.02 (M) Criteria Regulating Conditional Uses: Private Air Strips (AG, AG-2)

Purpose	Establishes conditions for the use of property for a private air strip.
Relationship to Land Use/Air Operation Conflicts	Private air strips must be located where they will not cause interference with governmental (military) or public airport operations. Criteria allow the County to control conflicts that might be created by this conditional use.
Appendix	Full code text appears in Appendix A.02 of this technical memorandum.

3. Section 7.01.13 Standards Regulating Nuisances

Purpose	Regulates volume and frequency of noise according to established decibel thresholds.
Relationship to Land Use/Air Operation Conflicts	Airport noise standards are contained within Article 11. These noise standards apply to industrial and commercial uses outside of the airport environs but which are located near airfields. While standards may apply to operations at Peter Prince Airport, activities on federally owned properties not regulated by these standards. Based on noise level contours for areas adjacent to NOLFs, overflight noise complies with County's noise standards.
Appendix	Full code text appears in Appendix A.03 of this technical memorandum.



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4. Section 7.01.14 Standards Regulating Towers:

Purpose	Development and location standards for communication towers.
Relationship to Land Use/Air Operation Conflicts	Approval from the US Navy and US Air Force are required as a condition of approval for a cell tower location. Condition allows US Navy and US Air Force to reduce conflicts created by newly erected cell towers.
Appendix	Full code text appears in Appendix A.04 of this technical memorandum.

5. Article Eleven: Airport Environs

Purpose	Establishes zoning regulations and development standards for uses and activities located within designated Airport Environ Zones.
Relationship to Land Use/Air Operation Conflicts	<p>Article Element regulates uses and structure height allowed within each of seven defined airport environs. Airport environs regulations apply to areas adjacent to Peter Prince Airport as well as military airfields. A disclosure requirement also mandates that any person selling or leasing a property within an airport hazard area must provide to a written disclosure form to a prospective buyer or lessee that acknowledges that the buyer or lessee is aware that an airfield is located near a property.</p> <p>It also identifies activities prohibited or controlled within airport hazard areas and requires compliance with lighting standards for structures over 200 feet.</p>
Appendix	Full code text appears in Appendix A.05 of this technical memorandum.

C. FLORIDA STATUTES APPLICABLE TO AIRPORT ZONING

While the Florida Statutes (F.S.) include many laws applicable to use and development of land within Florida, Section 333, F.S., specifically addresses laws governing local government application of zoning standards to airports and their adjacent areas. Section 333, F.S., is also referred to as the "Airport Zoning Law." Some of the provisions of the Airport Zoning Laws applicable to the use or development of property are summarized below.

- Section 333.02, F.S.: Airport hazards.** This section finds that airports hazards cause a threat to the interest of public health, public safety, and general welfare and establishes that the creation or establishment of airport hazards and incompatible land uses be prevented.
- Section 333.025, F.S.: Structures exceeding federal standards.** Structures which would exceed the federal obstruction standards cannot be erected, altered, or modified unless a permit is obtained from the Florida Department of Transportation.



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3. **Section 333.03, F.S.: Power to adopt airport zoning regulations.** This section requires local governments to adopt, administer, and enforce airport zoning regulations for airport hazard areas.
4. **Section 333.04, F.S.: Conflicts between airport zoning regulations and other zoning regulations.** In the event a conflict occurs between airport zoning regulations and other zoning regulations established by a local government, the more stringent regulation will apply.
5. **Section 333.06, F.S.: Airport zoning requirements.** Included among the provisions incorporated under this section is a requirement that an airport master plan must be prepared by each publicly owned and operated airport licensed by the Department of Transportation under Chapter 330, F.S. For Santa Rosa County, this provision applies to Peter Prince Field.
6. **Section 333.065, F.S.: Guidelines regarding land use near airports.** This section mandates local governments to adopt land use compatibility guidelines for areas within the vicinity of airports.
7. **Section 333.12, F.S. Acquisition of air rights.** This section grants authority to a local government to acquire, purchase or condemn air rights over property near airports.

D. Excerpts from Santa Rosa County Land Development Code

- A.01. 6.04.10 Lands Abutting Military and Public Airports:** In situations where zoning districts abut or are adjacent to military or public airports (as identified on the Official Zoning Map), the Airport Zoning Ordinance (Article 11) shall have precedence over this ordinance. Uses permitted in this overlay district (as shown on the "Airport Ordinance Overlay District Map") shall be in substantial conformity with those provisions as set forth in the Airport Zoning Ordinance for the protection of public health, safety, welfare.
- A.02. 6.09.02 Criteria Regulating Conditional Uses:** All approved conditional uses shall be developed and maintained as approved by the Board of Adjustment or Board of County Commissioners as applicable. Failure to do so shall constitute a violation of this ordinance. In addition to the general provisions cited above, a conditional use shall be permitted by the County Board of Adjustment (Zoning Review and Appeals Board) provided the Board finds that the proposed conditional use complies with the following requirements:

(M) Private Air Strips (AG, AG-2)

1. No commercial hangars or commercial use of such hangars shall be permitted.
2. Hangars shall be accessory to the principal structure and permitted on the same lot as the principal structure without size limitations.
3. Sites must comply with all federal, state and local regulations, including licensing, and shall not interfere with governmental or public airport operations.
4. The Board may make additional recommendations for appropriate conditions and safeguards as agreed upon by the applicant. Violation of such agreements shall be deemed a violation of these



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zoning regulations. Sites must comply with all federal, state and local regulations, including licensing, and shall not interfere with governmental or public airport operations.

A.03. 7.01.13 (A) Standards Regulating Nuisances:

(A) Noise: Every use shall be so operated as to comply with The Perceived Noise Level Rating (PN&B) method for evaluation of noise impact within the following scale.

1. For the purposes of this section, the decibel level (noise) shall be measured from the property line of the complaining party nearest the alleged generator of such noise.
2. The requirements of this section do not relate to routine maintenance activities such as lawn mowers, farm tractors used in the agricultural zones or intermittent noise generated by animals, vehicular traffic, airplanes and the like.

90 - 100 decibels - Marginal
100 - 110 decibels - Intense
110 - 120 decibels - Very Intense
120 – Above - Severely Intense

A.04. 7.01.14 Standards Regulating Towers:

(E) **Applications:** As a condition to constructing or erecting a tower, or placing or locating a telecommunications facility thereupon, an Owner must obtain a Conditional Use Approval from the Board of Adjustments (BOA) and submit a site plan to the Planning Department. The Conditional Use Application is required to contain the following:

13. Written evidence that the tower and telecommunication facilities are in compliance with Federal Aviation Administration regulations and meet the approval of the U.S. Air Force and U.S. Navy. Where an antenna array will not exceed the highest point of an existing structure upon which the array is to be mounted, such evidence shall not be required.

A.05 Article Eleven: Airport Environs

11.00.00 FINDINGS: The Board of County Commissioners of Santa Rosa County has considered, among other things, the character of the operations conducted and proposed to be conducted at the various airports in the applicable areas of Santa Rosa County, the nature of the terrain and the character of the area within the airport hazard area; the current uses of property and the uses for which it is applicable, and the Board finds as follows:

A. There exist airports within Santa Rosa County and in proximity to Santa Rosa County whose operations are potentially inimical to the health, safety and general welfare of the citizens of Santa Rosa County;

B. Airport hazards endanger the lives and property of users of airports and occupants and owners of property in their vicinity;

C. Airports produce noise which is not compatible with residential uses and certain commercial and industrial uses;



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D. Obstructions reduce the size of the area available for the landing, taking off and maneuvering of aircraft, thus tending to destroy or impair the utility of the airport and the public investment therein;

E. The creation or establishment of an airport hazard injures the community served by the airport in question; and

F. In the interest of the public health, safety and general welfare, it is necessary that the creation or establishment of airport hazards be prevented.

11.01.00 APPLICABILITY: The regulations on land use set forth herein are applicable to all lands within the delineated zones set forth on Maps 1 (Airport Environs Zones) and 2 (Height Limitations), which are incorporated herein by reference and which are available for review and inspection in the Office of the Santa Rosa County Planning Director. The delineated zones shall be an overlay district onto the adopted zoning maps.

11.02.00 CONFLICTING REGULATIONS: In the event of conflict between any regulations in this article and any other regulations applicable to the same property, the more stringent limitation or regulation shall govern and prevail.

11.03.00 HEIGHT LIMITATIONS: In order to carry out the provisions of this article, there are hereby created and established certain airport zones and surfaces. These zones are shown and recorded as Airport Environs Zones and may be found in Official Record Book 807, Pages 62 - 86. The Zone Maps may also be found in Ordinance Book 2, Pages 122 - 146. These zones and maps are incorporated herein by reference and made a part hereof.

A. Any property or area located in more than one of the zones or surfaces described in this article shall be considered to be only in the zone or surface with the more restrictive height limitation.

B. Except as otherwise provided, no structure shall be constructed or maintained, or tree permitted to grow within any zone or surface created herein in excess of the height limitations established herein. In addition, no structure or obstruction will be permitted within Santa Rosa County that would cause a minimum obstruction clearance altitude, a minimum descent altitude or a decision height to be raised.

11.03.01 Public Civil Airports: The various zones and surface height limitations are hereby established for public civil airports:

A. Primary Surface: An area longitudinally centered on a runway, extending 200 feet beyond each end of that runway, with a width determined by the operational characteristics of each runway. No structure or obstruction will be permitted within the primary surface that is not part of the landing and takeoff area and is of a greater height than the nearest point on the runway center line.

B. Runway Clear Zone: A trapezoidal area at ground level, under the control of the airport authorities, for the purpose of protecting the safety of approaches and keeping the area clear of the congregation of people. The runway clear zone is the same width as the primary surface and begins at the end of the primary surface and is centered upon the extended runway centerline. The length and width are determined by the operational characteristics of each runway (FAA Circular 1500/5300-4B).



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C. Horizontal Surface: The area around each civil airport, the perimeter of which is constructed by swinging arcs of specified radii from the center of each end of the primary surface of each runway and connecting the adjacent area by lines tangent to those arcs.

D. Conical Surface: The area extending outward from the periphery of the horizontal surface for a distance of 4,000 feet. Height limitations for structures in the conical surface are 150 feet above airport height at the inner boundary and increases one foot vertically for every 20 feet horizontally to a height of 350 feet above airport height at the outer boundary.

E. Approach Surface: An area longitudinally centered on the extended runway centerline and extending outward from each end of the primary surface. An approach surface is designated for each runway based upon the type of approach available or planned for at the runway end. The inner edge of the approach surface is the same width as the primary surface and expands uniformly to a width for each runway as set out hereinafter for each airport.

F. Transitional Surface: The area extending from the side of the primary surface and approach surfaces and connecting them to the horizontal surface. Height limits within the transitional surface are the same as the primary surface or approach surface at the boundary line where it adjoins and increases at a rate of one foot vertically for every 7 feet horizontally with the horizontal distance measured at right angles to the runway centerline and the extended centerline, until the height matches the height of the horizontal surface or conical surface. Transitional surfaces for those portions of the precision approach surface which project through and beyond the limits of the conical surface, extend a distance of 5,000 feet measured horizontally from the edge of the approach surface and at right angles to the runway centerline.

11.03.02 Military Airports: The various zones and surface height limitations are hereby established for military airports: A. Primary Surface: An area longitudinally centered on each runway and extending 200 feet beyond the runway end. The width of the primary surface varies for the type of aircraft accommodated as follows:

1. Jets and large turbo-prop aircraft - 1,500 feet.
2. Prop and small turbo-prop aircraft - 1,000 feet.

B. Clear Zone: The area adjacent to the landing threshold extending outward for 3,000 feet. The width varies as follows:

1. Jets and large turbo-prop aircraft - fan-shaped, the inner boundary is the same width as the primary surface and commencing 200 feet out from the threshold expands at an angle of 7 degrees 58 minutes and 11 seconds to a width of 2,284 feet.
2. Prop and small turbo-prop aircraft - 1,000 feet.

C. Inner-Horizontal Surface: The area encompassing the runway, primary surface and clear zone with an outer perimeter formed by swinging arcs from the end of each runway centerline and connecting adjacent arcs by lines tangent to these arcs. The radius of the arcs are 7,500 feet. No structure or obstruction will be permitted in the inner-horizontal surface of a greater height than 150 feet above airport elevation.

D. Conical Surface: A surface extending from the periphery of the inner horizontal surface outward and upward at a slope of 20:1 for a horizontal distance of 7,000 feet to a height of 500 feet above the established airfield clearance.

E. Outer-Horizontal Surface: The area extending outward from the outer periphery of the conical surface is 500 feet above airport elevation. F. Approach Surface: The area longitudinally centered on each runway centerline, with an inner boundary 200 feet from the end of the runway and the same width as the primary surface then



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extending outward for a distance of 50,000 feet expanding uniformly in width to 16,000 feet at the outer boundary. Height limits within the approach surface commence at the height of the runway end and increases at the rate of one foot vertically for every 50 feet horizontally for a distance of 25,000 feet at which point it remains level at 500 feet above airport elevation to the outer boundary.

G. Transitional Surface: The area with an inner boundary formed by the side of the primary surface and the approach surface then extending outward at a right angle to the runway centerline and extended centerline until the height matches the adjoining inner horizontal surface, conical surface and outer horizontal surface height limit. The height limit at the inner boundary is the same as the height limit of the adjoining surface and increases at the rate of one foot vertically for every seven feet horizontally to the outer boundary of the transitional surface, where it again matches the height of the adjoining surface.

11.03.03 Naval Helicopter Outlying Fields: The various zone and surface height limitations are hereby established for Naval helicopter outlying fields:

A. Primary Surface: An area horizontally centered on the helipad at the established elevation of landing, 150 feet wide and 150 feet in length.

B. Takeoff Safety Zone: The takeoff safety zone shall be used as the clear zone. It is an area which underlies the first 400 feet of the approach-departure surface [refer to 3].

C. Approach-Departure Surface: An inclined plane which flares upward and outward from the helipads longitudinally extended centerline which starts at the end of the primary surface with the same width as the primary surface and expands to a width of 500 feet, 4,000 feet from the primary surface. The slope ratio is 1 foot vertically for every 10 feet horizontally.

D. Transitional Surface: The area which extends outward and upward from the lateral boundaries of the primary surface and from the approach surface at a slope of 2 to 1 for a distance of 250 feet from the centerline of the landing area.

E. Helicopter Traffic Pattern Airspace: No structure shall exceed 200 feet above ground level in the traffic pattern airspace. The area protected around each helicopter OLF is determined by the capacity limit of the OLF.

11.04.00 Use Restrictions: Notwithstanding any provision of Article 6 of this ordinance, the permitted land use for any property within the Airport Environs Area shall be modified as set forth in Table 11-1.

11.04.01 Key to Table 11-1

A. Accident Potential Zones (APZ's) are divided into three types along primary flight paths. The Clear Zone is an area which possesses a high potential for accidents. APZ 1 is the area normally beyond the Clear Zone which possesses a significant potential for accidents. APZ 2 is and are normally beyond APZ 1 which has a measurable potential for accidents.

B. Airport Noise Zones are hereby established as follows:

Airport Noise Zone Ldn Values

1 Less than 65

2 65 to 75

3 Greater than 75



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C. Airport Environs Zones are hereby established as follows:

Area Characteristics

- A Clear Zone
- B3 Accident Potential Zone 1 & Noise Zone 3
- B2 Accident Potential Zone 1 & Noise Zone 2
- B1 Accident Potential Zone 1 & Noise Zone 1
- C3 Accident Potential Zone 2 & Noise Zone 3
- C2 Accident Potential Zone 2 & Noise Zone 2
- C1 Accident Potential Zone 2 & Noise Zone 1
- 3 Noise Zone 3
- 2 Noise Zone 2

D. Development

1. Acceptable Development: The provisions of Article Six are appropriate without modification.
2. Conditional Development: The land uses set forth in Article Six are appropriate; however, certain conditions or safeguards need to be imposed to protect the public interest.
3. Unacceptable Development: The land uses permitted by Article Six are incompatible with and prohibited by the airport environs zone in which the property is located.

Airport Noise Zone Ldn Values

- 1 Less than 65
- 2 65 to 75
- 3 Greater than 75

O. Development is subject to the condition that concentrated rings with classes larger than 50 are not built as part of this land use operation.

P. Development is subject to the condition that maximum density not to exceed 2 dwelling units per acre.

Q. Compatible development is conditioned on dwelling design and construction providing for an NLR of 30 dBA and location of outdoor activity areas such as balconies and patios on the side of the building which is sheltered from the aircraft flight path.

R. Development is subject to the condition that meeting places, auditoriums and the like for gatherings of more than 25 people are not built as part of this land use operation.

S. Development is subject to the condition that the park is oriented toward forest trails and similar activities which do not concentrate groups of people greater than 50 within the park. Playgrounds are not permitted.

T. Development is subject to the condition that meeting places, auditoriums and the like for a gathering of more than 50 people are not built as part of this land use operation.

U. Compatible development is conditioned on residential unit design and construction providing for an NLR of 35 dBA and location of outdoor activity areas such as balconies and patios on the side of the building which is sheltered from the aircraft flight path.



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V. Compatible development is conditioned on design and construction providing for an NLR of 30 dBA in the club house.

W. Compatible development is conditioned on design construction providing for an NLR of 35 dBA in permanent residential units and 30 dBA in other permanent structures.

X. Development is subject to the condition that maximum density not exceed 1 dwelling unit per five acres.

TABLE 11 - 1
LAND USE OBJECTIVES
LAND USE CATEGORY AIRPORT ENVIRON AREAS
(Table not included in this Appendix)

11.05.00 USES INTERFERING WITH AIRCRAFT: It is unlawful to establish, maintain or continue any use within the airport hazard area in such a manner as to interfere with the operations of aircraft. The following requirements shall apply to all lawfully established uses within the airport hazard area:

A. All lights or illumination used in conjunction with street, parking, signs or use of land and structures shall be arranged and operated in such a manner that it is not misleading or dangerous to aircraft operating from an airport or in vicinity thereof as determined by the airport operator.

B. No operations of any type shall produce smoke, glare or other visual hazards within three (3) statute miles of any usable runway or a designated airport.

C. No operations or any type shall produce electronic interference with navigation signals or radio communication between the airport and the aircraft.

D. No use of land shall be permitted which encourages large concentrations of birds or waterfowl within the vicinity of an airport.

E. Sanitary landfills will be considered as an incompatible use if located within areas established for the airport through the application of the following criteria:

1. Landfills located within 10,000 feet of any runway used or planned to be used by turbojet or turboprop aircraft.
2. Landfills located within 5,000 feet of any runway used only by piston type aircraft.
3. Landfills outside the above perimeters but within the conical surfaces described by FAR Part 77 and applied to an airport will be reviewed on a case-by-case basis.
4. Any landfill located that places the runways and/or approach and departure patterns of an airport between bird feeding, water or roosting areas.

11.06.00 LIGHTING: Notwithstanding the provisions of any other article, section or ordinance, the owner of any structure over 200 feet above ground level shall install lighting in accordance with Federal Aviation Advisory Circular 70-7460-1 Series and Amendments thereto on that structure. In addition, the owner shall construct high intensity white obstruction lights on a high structure which exceeds 749 feet above mean sea level.



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11.06.01 Hazard Marking and Lighting: In granting any permit or variance under this article, the Building Inspection Department or the Board of Adjustment may, if it deems such action advisable to effectuate the purposes of this ordinance and reasonable under the circumstances, so condition such permit or variance as to require the owner of the structure or tree in question to permit Santa Rosa County or the United States Government, at its own expense, to install, operate and maintain thereon, such markers and lights as may be necessary to indicate to flyers the presence of an airport hazard.

11.07.00 NONCONFORMING USES: No provision of this article shall require the removal, lowering, or other change or alteration of any structure or tree not conforming to these regulations when adopted or amended, or otherwise interfere with the continuance of any non-conforming use, except as set forth herein.

11.07.01 No nonconforming structure or tree shall be increased, permitted to grow taller or otherwise become a greater hazard to air navigation than it was when it became nonconforming.

11.07.02 In the event that a nonconforming use or nonconforming structure has been abandoned for a period of one year or is more than eighty percent torn down, destroyed, deteriorated, or decayed, the structure or use shall not be resumed, repaired or reconstructed except in conformance with all applicable regulations.

11.07.03 Within zones A, B1 and C1 for OLF Holley, single family dwellings, up to a density of four units per acre, may be placed or constructed on any existing or future lot despite the fact that it does not conform with the minimum lot requirements set forth in paragraphs (B), (P) and (X) of Section 11.04.02.

11.08.00 PERMITS

11.08.01 No new structure or use may be constructed or established or any existing use or structure substantially changed or altered or repaired within the airport hazard area unless a permit has been granted by the Building Inspection Department. Each application for a permit shall indicate the purpose for which the permit is desired with sufficient particularity to permit a determination as to whether the resulting use, structure or growth would conform to the regulations herein prescribed. If the determination is affirmative, the permit shall be granted. No permit shall be granted that would allow the creation of an airport hazard.

11.08.02 No nonconforming structure or tree may be replaced, substantially altered or re-paired, rebuilt, allowed to grow higher or replanted within the airport hazard area unless a permit has been granted by the Building Inspection Department. No permit shall be granted that would permit a nonconforming structure or tree or nonconforming use to be made or become higher or become a greater hazard to air navigation than it was when the applicable regulation was adopted or when the application for a permit is made.

11.08.03 Whenever the Building Inspection Department determines that a nonconforming use or nonconforming structure or tree has been abandoned for more than one year or is more than eighty percent torn down, destroyed or deteriorated, or decayed, no permit shall be granted that would allow said structure or tree to exceed the applicable height limit or otherwise deviate from applicable regulations.

11.08.04 Except as provided herein, applications for permits shall be granted, provided the matter applied for meets the provisions of this article and the regulations adopted and in force hereunder.

11.09.00 DISCLOSURE STATEMENT: No person shall sell, lease, nor offer for sale or lease any property within the airport hazards area unless the prospective buyer or lessee has been given the following notice:



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To: The property at (address) is located within the airport environs of (airport) .Santa Rosa County has determined that this is an area of airport operations. The County has placed certain restrictions on the development and use of property within airport environs zones in addition to the restrictions in Article Six of the Land Development Code (the zoning code). Before purchasing or leasing the above property, you should consult Article Eleven of the Santa Rosa County Land Development Code to determine the restrictions which have been placed on the subject property.

Certification. As the owner of the subject property, I hereby certify that I have informed, as a prospective purchaser/lessee, that the subject property is located in an Airport Environs Zone.

Dated this day of ____, 200_ .

Witness

Owner

As a prospective purchaser/lessee of the subject property, I hereby certify that I have been informed that the subject property is in an Airport Environs Zone and I have consulted Article Eleven of the Santa Rosa County Land Development Code to determine the restrictions which have been placed on the subject property.

Dated this day of ____, 19__.

Witness Purchaser/Lessee

11.10.00 APPEALS

A. Any person aggrieved, or taxpayer affected, by any decision of an administrative official or agency made in its administration of the regulations adopted under this article, or any governing body of a political subdivision, which is of the opinion that a decision of such an administrative official or agency is an improper application of airport zoning regulations of concern to such governing body or board, may appeal to the Board of Adjustment the decisions of such administrative official or agency. Appeals shall be made and heard pursuant to Section 2.03.00 et. seq. of this ordinance.

B. An appeal shall stay all proceedings in furtherance of the action appealed from, unless the agency or official from which the appeal is taken, certifies to the Board of Adjustment (BOA), after the notice of appeal has been filed with it, that by reasons of the facts stated in the certificate a stay would, in its opinion, cause imminent peril to life or property. In such cases, proceedings shall not be stayed otherwise than by an order of the BOA on notice to the agency from which the appeal is taken and on due cause shown.

11.10.01 Special Exception - Private Airports and Helicopter Landing Sites: In addition to the special exceptions which may be considered by the BOA pursuant to Section 2.04.000 of this ordinance, the Board may grant a special exception for a private airport or helicopter landing site if it finds the following:

A. That the applicant has obtained all necessary permits from state and federal agencies for the operation of the facility;



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- B. That the proposed use is consistent with the highest order of safety;
- C. That the operation of the facility is compatible with surrounding land uses;
- D. That the proposed use will not adversely affect the public interest. The Board may prescribe appropriate conditions and safeguards to effectuate the purposes of this article.

11.10.02 Variances: In addition to the regulations, standards and procedures described in Section 2.04.00 et. seq. of this ordinance, the Board of Adjustment may consider variances to this article as follows:

- A. Any person desiring to erect any structure, or increase the height of any structure, or permit the growth of any tree, or otherwise use his property in violation of the regulations set forth herein may apply to the Board of Adjustment for a variance from the regulations in question.
- B. Any person desiring to erect, alter or modify any structure, the result of which would exceed the federal obstruction standards as contained in 14 C.F.R. Sec. 77 specifically 14 C.F.R. Sections 77.21 (scope), 71.23 (standards), 77.25 (civil airports), 77.28 (military airports), 77.29 (helicopters), FAA Handbook 7400.2C (Procedures for Handling Airspace Matters), and FAA circular 1500/5300-4B (zoning and grants) may apply to the Board of Adjustment for a variance from the regulations in question.
- C. Such variances shall be allowed where a literal application or enforcement of the regulations would result in practical difficulty or unnecessary hardship and the relief granted would not be contrary to the public interest but do substantial justice and be in accordance with the spirit of regulations and this article. Provided, that any variance may be allowed subject to any reasonable conditions that the Board of Adjustment may deem necessary to effectuate the purposes of this ordinance.

11.11.00 ADMINISTRATION AND ENFORCEMENT: It shall be the duty of the Building Inspector or his duly appointed designee to implement and enforce the regulations prescribed herein within the territorial limits over which Santa Rosa County has jurisdiction. In the event that the Building Inspector finds any violation of the regulations contained herein, the Building Inspector shall give written notice to the person responsible for such violation. The Building Inspector shall order the discontinuance of any work being done or take such action which is necessary to correct violations and obtain compliance with the article.

11.11.01 Remedies

- A. Whether an application is made for a permit or not, the Building Inspection Department may, by appropriate action, compel the owners of the nonconforming structure or tree that has been abandoned or is more than eighty percent torn down, destroyed, deteriorated or decayed, at the owner's expense, to lower, remove, reconstruct or equip such object as may be necessary to conform to the regulation.
- B. If the owner of the nonconforming structure or tree shall neglect or refuse to comply with such order for ten days after notice thereof, the Planning Board (LPA) may report the violation to the Board of County Commissioners which may proceed to have the object so lowered, removed, reconstructed or equipped and assess the cost and expense thereof upon the object of land whereon it is or was located.



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- C. Unless such an assessment is paid within ninety days from the service of notice thereof on the owner or his agent, the sum shall be a lien on said land and shall bear interest hereafter at the rate of six (6) percent per annum until paid and shall be collected in the same manner as taxes on real property are collected, or, at the County's option, said lien may be enforced in the manner provided for the enforcement of liens by Chapter 85, F.S.



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