

# ESCAMBIA COUNTY JOINT LAND USE STUDY

Escambia County, Florida  
Growth Management Department

United States Navy

United States Department of Defense

Naval Air Station Pensacola

Navy Outlying Landing Field Saufley

Navy Outlying Landing Field Site 8



September 2003

## Escambia County Joint Land Use Study

This study was prepared under contract with Escambia County with financial support from the Office of Economic Adjustment, Department of Defense. The content reflects the views of Escambia County and does not necessarily reflect the views of the Office of Economic Adjustment.



Prepared by:

EDAW, Inc.

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The Escambia County Joint Land Use Study (JLUS) document is the result of a dedicated, collaborative planning effort led by residents, Navy leaders, stakeholders, and local officials. These participants share the belief that the vitality of Escambia County and the health of existing Naval aviation facilities depends on a successful partnership between the military and surrounding community.

We believe that this document serves as a blueprint for ongoing actions to protect and strengthen this critical partnership.

**Policy Committee:**

- Commissioner Bill Dickson, District 2, Chairman
- Commissioner Clifford Barnhart, District 1
- Captain John Pruitt, Commanding Officer, NAS Pensacola, Vice Chairman
- Captain Brian Watkins, Commanding Officer, NAS Whiting Field
- Auby D. Smith, Pensacola Real Estate Association
- Charles Baxley, Building Industry Association
- Vann Goodloe, Chamber of Commerce
- Alvin Wingate, Citizen Representative
- Linda L. Landers, Citizen Representative

**Technical Advisory Committee:**

- Ruth Smith, Senior Planner, JLUS Project Manager
- Sonny Timmerman, Director, Department of Community Affairs
- Sonya Smith, Director, Public Information Office
- Charlie Gonzalez, Chief, Geographic Information Systems, Information Resources
- Doyle Butler, Chief, Environmental Quality
- Tim Tima-an, Chief of Technical Services, Engineering
- Daisy Steed, Real Estate Acquisition
- Don Kelly, Building Inspection Department
- Gena Buchanan, Escambia County Utilities Authority
- Ron Zimmerman, Citizen Representative
- Marty Martin, Aviation/Community Planner, NAS Whiting Field
- CDR Mike Holdener, Operations Officer, NAS Pensacola
- Greg Donovan, Assistant Director, Pensacola Regional Airport
- Taylor Kirschenfeld, Senior Environmental Scientist
- Stephen West, Assistant County Attorney
- Shawn Ward, Planner I
- Janet Matthews, Director, Department of State
- John Williams, Citizen Representative
- Karen Thompson, Chief of Long Range Planning

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**1.1 Problem/Issues Statement**

When originally built, most major military installations were outside of urban centers. However, the spin-off economic effects of operations and the general trend toward growth in previously rural areas create new land use challenges for today’s installations. Increases in population and economic activity draw more people toward the noise and accident risks generated by military bases. Encroachment of civilian uses in turn places pressure on bases to modify their procedures, possibly compromising the overall mission.

Escambia County parallels the trend of increasing encroachment. Growth in the county, particularly in areas of the southwest, has been rapid. As a result, more county residents now live in the path of active military operations. Encroachment is particularly severe in areas west of the Naval Air Station Pensacola runways.

The Department of Defense (DoD) has two major programs designed to reduce conflicts between military and civilian land uses. In 1973, the DoD established the Air Installation Compatible Use Zones (AICUZ) program to provide information about installation activities and to encourage local communities to adopt land use patterns that are more compatible with base operations.

In 1985, the DoD initiated the Joint Land Use Study (JLUS) program to create a participatory, community-based framework for land use planning around military airfields.

The objectives of the JLUS are two-fold:

1. to encourage cooperative land use planning between military installations and the surrounding community
2. to seek ways to reduce the operational impacts of military bases on adjacent land

The JLUS process encourages residents, local decision-makers and installation representatives to study issues of compatibility in an open forum, balancing both military and civilian interests.

The resulting recommendations are intended to guide the local government in the implementation of appropriate land use controls around military installations.

**1.2 Study Goals**

The Escambia County JLUS is the outcome of the public, private and military sectors acting together to achieve the following overall vision:

*To encourage an ongoing partnership between the military and surrounding community that promotes balanced development in Escambia County, while protecting the operational missions of Naval Air Station (NAS) Pensacola, Navy Outlying Landing Field (NOLF) Saufley, and Navy Outlying Landing Field (NOLF) Site 8 and the vital economic role of the military in the region.*

The specific objectives of this JLUS document are to:

- express broad community goals related to development and the protection of military operations in Escambia County
- understand the economic, social, and physical relationship between the installations and the region
- analyze the land uses around the bases and identify possible land use conflicts
- assess the impacts of changing military missions on the surrounding community
- identify implementation strategies to reduce encroachment and promote land use compatibility

**1.3 Stakeholder Expectations**

Joint land use planning involves a range of competing and complementary interests. The process often recommends regulatory actions that restrict the use of land to protect public welfare. However, these actions take place within the context of private property rights. In turn, public and private interests interact with environmental and social issues. The intent of the JLUS process is to strike a reasonable balance among these diverse interests.

Community goals are to:

1. Protect the health, safety, and welfare of Escambia County residents and maintain quality of life.
2. Manage development in the vicinity of Naval Air Station Pensacola, Navy Outlying Landing Field Saufley, and Navy Outlying Landing Field Site 8 that would interfere with the continued operations of these facilities.
3. Allow for new growth in Escambia County in a way that is sustainable - economically, environmentally, and socially.
4. Maintain the economic vitality of Escambia County and the northwest Florida region.

Military goals are to:

1. Promote the health, safety and welfare of military and civilian personnel living and working at or near Naval Air Station Pensacola, Navy Outlying Landing Field Saufley, and Navy Outlying Landing Field Site 8.
2. Restrict land uses that are recognized as incompatible with current or future military operations, noise sensitive areas and areas with recognized accident potential.

**2.1 Planning Area**

Figure 1 shows the three military facilities that are the focus of the Escambia County Joint Land Use Study.

*Naval Air Station Pensacola* (NASP) is in the extreme southern portion of the county. Bayou Grande forms the northern boundary of the installation. Big Lagoon and Pensacola Bay are to the south.

*Navy Outlying Landing Field Saufley* (NOLF Saufley) is approximately ten miles north of NAS Pensacola.

*Navy Outlying Landing Field Site 8* (NOLF Site 8) is in the central portion of Escambia County near US I-10.

**2.2 Participating Stakeholders**

The JLUS is intended to be a very participatory process driven by residents, local elected officials, business representatives and military leaders. One of the most critical goals of the study is to build consensus among these varied community groups. The following organizational committees participated throughout plan development to ensure that the JLUS document reflects both diversity of opinion and a solid technical basis.

**The Policy Committee**

This committee represents county officials, military base leaders, and private-sector decision-makers. The committee gives overall direction to the process, approves study recommendations, and identifies appropriate implementation measures. The Policy Committee members met on the following dates in 2003:

- January 15
- March 10
- June 9
- July 28 (Joint meeting with the Technical Advisory Committee)

- August 13 (Joint meeting with the Technical Advisory Committee)
- August 26
- September 8 (Joint meeting with the Technical Advisory Committee)

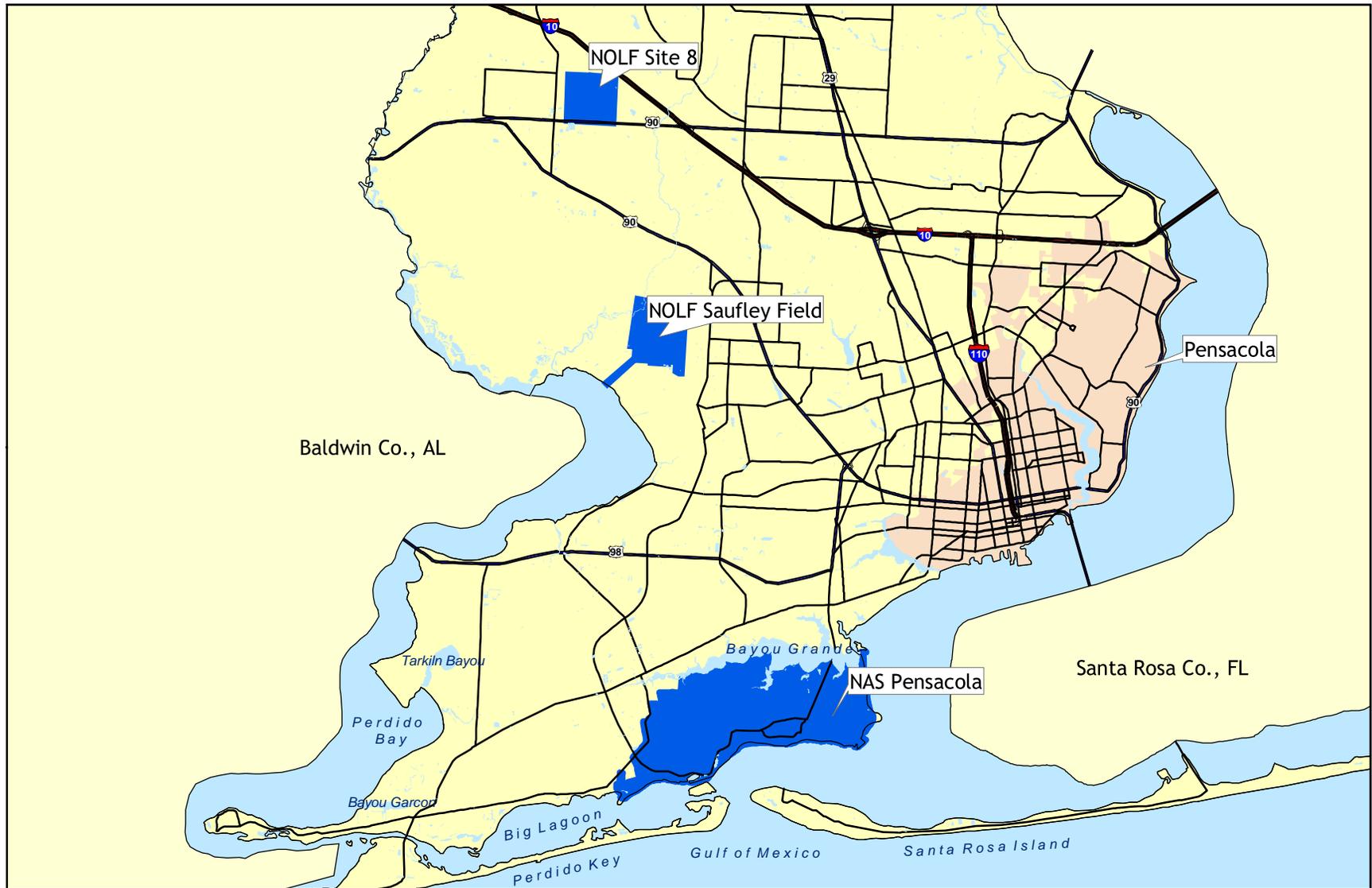
**Technical Advisory Committee (Working Group)**

This committee consists of county staff and other county service providers, as well as military base planners and community representatives. This committee reviews technical issues, gives feedback on report development, and recommends implementation options to the Policy Committee. The Technical Advisory Committee met on the following dates in 2003:

- January 14
- March 3
- March 17
- April 14
- June 2
- July 21
- July 28 (Joint meeting with the Policy Committee)
- August 13 (Joint meeting with the Policy Committee)
- August 22
- September 8 (Joint meeting with the Policy Committee)

Escambia County advertised all of the Policy Committee and Technical Advisory Committee meetings listed above as public meetings.

Figure 2 shows the general roles and responsibilities of the technical and policy committees, as recommended by the DoD Program Guidance Manual.



-  Military Facility Boundaries
-  Water Body
-  County Boundary
-  City Boundary
-  Interstate
-  U.S. Highway
-  State/County/Local

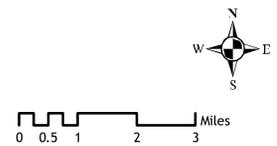


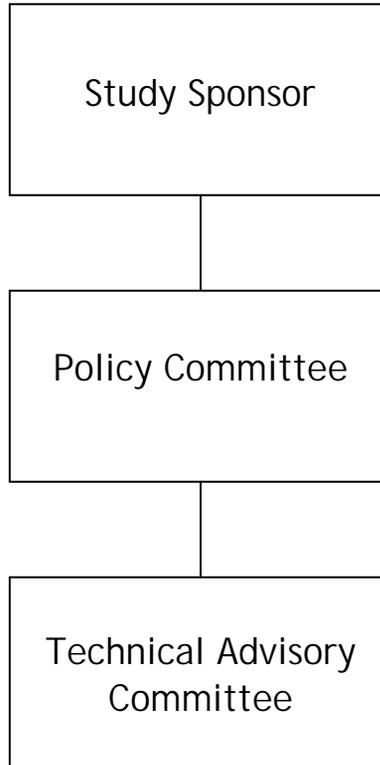
Figure 2. Joint Land Use Study Organization

**Responsibilities:**

Control  
 Coordination  
 Accountability  
 Grant Management

Policy Direction  
 Study Design & Oversight  
 Budget Approval  
 Monitoring  
 Report Adoption

Technical Issues  
 Alternatives  
 Report Development  
 Recommendations



**Participants:**

Council of Governments  
 City/County Planning  
 Committees  
 Airport Authority

City Officials  
 County Officials  
 Base Leadership  
 Private Sector Leadership  
 State Officials

Local and Base Planners  
 Community Staff  
 Business Representatives  
 Residents

Source: Joint Land Use Study, Program Guidance Manual, August 2002

### 2.3 Public Participation Opportunities

In addition to the Policy and Technical Advisory Committee meetings, the JLUS process held three public involvement events. These meetings gave residents an opportunity to understand the existing issues, review draft recommendations, and provide input on implementation strategies.

Public workshops were held on:

**March 12, 2003 - Jim Bailey Middle School** - An overview of the JLUS purpose and goals and a brief summary of existing conditions.

**June 10, 2003 - Charity Chapel** - A review of existing land use patterns around the military airfields, base operations, economic impacts and a summary of tools available to reduce encroachment.

**August 14, 2003 - Hellen Caro Elementary School** - A discussion of draft recommendations and implementation strategies.



JLUS Public Workshop Project Initiation at Jim Bailey Middle School

This section documents the activities, trends, and existing conditions that influence interaction between military installations and the surrounding community.

**3.1 Chronology of Events**

This JLUS document is part of a continuing planning effort to promote development compatibility around Escambia County military airfields. The following timeline of actions represents the collaborative efforts of the county, the Navy, and the community to address land use conflicts and develop a framework for sound decision-making in the years ahead.

**December 11, 2000** - the county formed a working group of Navy officials, planners, and builders to explore compatibility issues.

**January 23, 2001** - NASP officials conducted an Encroachment Seminar with representatives from local, state, and federal agencies.

**February 20, 2001** - the county and Navy formed an Executive AICUZ Task Force.

**May 15, 2001** - the Board of County Commissioners approved Real Estate Disclosure and Noise Attenuation Ordinances.

**August 2, 2001** - the Board of County Commissioners adopted a revised AICUZ Map and approved a moratorium on residential building near NASP.

**December 5, 2001** - the Board of County Commissioners held the first of two public hearings.

**February 7, 2002** - the Board of County Commissioners held the second of two public hearings and adopted an AICUZ Density Ordinance.

**November 19, 2002** - the Board of County Commissioners approved a Grant Agreement between Escambia County and the US Department of Defense to conduct a Joint Land Use Study.

As noted in Section 2.2, the Policy and Technical Advisory Committee met regularly throughout the planning process.

**3.2 Economic Impacts of the Installations**

Over years of operation, naval facilities and the surrounding community develop a complex and interdependent web of economic links. One of the consequences of unmanaged civilian encroachment is reduction in operational effectiveness, a factor that may put a military base at greater risk for closure. A critical goal of the JLUS, therefore, is to assess the impacts of continued military operations on the regional economy.

The Pensacola Chamber of Commerce recognizes the military as the region’s largest economic engine, contributing about \$2.1 billion annually. The local military generates .20 cents for every one dollar that circulates through the regional economy. Figures 3 and 4 demonstrate the economic significance of NASP operations.

**Figure 3. Personnel and Salary Statistics, NAS Pensacola, FY 2002**

	Personnel	Salaries
Officer (staff)	1,545	\$139,606,108
Enlisted (staff)	4,353	\$210,475,688
Officer (student avg)	2,410	\$152,631,072
Enlisted (student avg)	6,030	\$186,570,590
Civilian (appropriated)	3,845	\$216,960,893
Civilian (non-appropriated)	1,981	\$28,401,428
<b>Total</b>	<b>20,164</b>	<b>\$935,524,659</b>

Source: Economic Impact Report-US Navy in Local Area FY 2002, September 30, 2002

**Figure 4. Local Contract Dollars, NAS Pensacola, FY 2002**

	<b>Appropriated</b>	<b>Non-Appropriated</b>
NJROTC and Tuition	\$1,088,143	-0-
Civilian Training Programs	\$114,644	-0-
Total Dollars Spent under Local Contracts	\$347,469,593	\$5,544,313
<b>Total</b>	<b>\$348,672,380</b>	<b>\$5,544,313</b>

Source: Economic Impact Report-US Navy in Local Area FY 2002, September 30, 2002

The military creates a stable source of employment and tax revenue for local and state economies. As shown in Figure 3, NASP employs about 20,000 people, including 14,000 officers and enlisted sailors and marines, 4,000 federal civilian employees and 2,000 non-appropriated federal workers. Each year an additional 15,000 Navy and Marine students pass through Pensacola’s Naval Air Technical Training Center, the Navy’s largest aviation training facility.

The extensive operations at NASP require local support for maintenance, supplies, construction, transportation, communications, and health and food services. Direct contracts with the private sector exceeded \$5.5 million in FY 2002. Military employee purchases from local businesses, tourism, and the spending of military retirees living near the base infuse the Pensacola economy with additional revenue.

Along with its large employment base and steady annual flow of students, NAS Pensacola manages physical plant valued at \$3.2 billion.

### 3.3 Military Mission and History

#### NAS Pensacola

Pensacola has a long history of military excellence. In 1825, President John Quincy Adams and Secretary of the Navy Samuel Southard commissioned the building of a Navy yard on the southern tip of Escambia County at the current site of the air station.

In 1913, Secretary of the Navy, Josephus Daniels, appointed a board that eventually recommended an aviation training station for the area. The Navy yard became the world’s first Naval Air Station in 1914 and has evolved today into the “Cradle of Naval Aviation.” All Naval Aviators, Naval Flight Officers, and Enlisted Aircrewmen begin their flight training at NASP. Additional personnel receive training in the aeronautical technical phases of naval operations.



NAS Pensacola

Source: NAS Pensacola  
<http://www.naspensacola.navy.mil/aicuz/landuse.htm>

In 1971, NASP became the headquarters site for Chief of Naval Education and Training (CNET), one of the Navy’s largest shore commands. CNET, now named Naval Education and Training Command (NETC), plays a critical role in Navy readiness with

responsibilities in recruit training for specialized skills, officers, warfare specialty, and fleet individual and team training.

**NAS Whiting Field (NOLF Saufley and NOLF Site 8)**

On July 16, 1943, the Navy officially commissioned Naval Auxiliary Air Station Whiting Field. In January 1972, Whiting Field became the home of Training Air Wing FIVE and added helicopter training the following year. Since then, all graduates of Navy helicopter training receive their Wings of Gold at Whiting Field.

In 1977, NAS Whiting Field began use of the T-34C Turbo Mentor as the primary aircraft trainer. Whiting Field today hosts a fleet of 145 T-34Cs and 119 TH-57s at its main airfield and 14 Navy Outlying Landing Fields (NOLFs).

Saufley Field began in 1943 as a Naval Auxiliary Air Station training Squadron 3-B. In 1976, Saufley Field became a NOLF to support training for student aviators from Training Air Wing FIVE (TRAWING-FIVE). NOLF Saufley also hosts the Naval Education & Training Program Development & Technology Center (NETPDTTC), a subordinate command of the Naval Education & Training Command (NETC).

NOLF Site 8 supports helicopter training from NAS Whiting Field, as well as aviation and ground fuel support services.

**3.4 Current and Future Military Operations**

**NAS Pensacola**

NAS Pensacola covers approximately 8,423 acres of land--5,800 acres at the main installation (NAS) in southern Escambia County and 2,623 acres at other sites. The installation features two parallel runways (7/25) 8002 feet x 200 feet and a single North/South runway 7,137 feet x 200 feet.

Today, NASP supports a variety of aviation operations, including:

- Training Air Wing SIX (TRAWING SIX), which provides advanced Naval Flight Officer, Air Force Navigator, and International Flight Officer training
- the Blue Angels Navy Flight Demonstration Squadron (NFDS)
- NAS Search and Rescue, which supports the TRAWINGS 5 and 6 operations

Local aircraft based at NASP include:

- T-39 Sabreliners
- T-2C Buckeye, a tandem-seat, carrier-capable, all-purpose jet trainer
- T-1A Jayhawk, a medium-range, twin-engine jet trainer
- T-34C Turbomentor, a two-seat, tandem cockpit low-wing turboprop trainer
- T-6A Texan II, a single-engine, two-seat primary trainer
- F/A-18 Hornets (flown by Blue Angels)
- C1-30 Hercules, transport aircraft
- H-3 SeaKing helicopter (flown by SAR)

Fleet aircraft operating out of NASP include:

- C-2 COD
- E-2C Hawkeye, a carrier-based tactical battle management airborne command and control aircraft
- EA-6B Prowler, long-range aircraft with advanced electronic countermeasures capability
- F-14 Tomcat, supersonic, twin-engine strike fighter
- F-18C/E/F Hornet, fighter and attack aircraft
- S-3B Viking, carrier-based jet aircraft
- H-60 Seahawk, helicopter

During 2002, NASP operations involved a total of 131 aircraft, flying approximately 110,000 operations in 18,000 square miles of controlled airspace.



F-18 Hornet

NASP also features a world-class ship pier facility capable of berthing all Navy and Coast Guard ships up to Forrestal Class size CV. Currently, the port supports two yard patrol boats and 17 other small boats and craft.

The primary mission of NASP is the training of student aviators. According to the NETC Regional Shore Infrastructure Plan (RSIP) from 2001, the long-range projection of aviation training rates between 2005 and 2020 indicate steady activity at NASP.

Figure 5 shows historic and future statistics on aircraft and student training at NASP.

**Figure 5. Aircraft/Student Loading, NASP**

Year	Type/Number of Aircraft							Students
	T1A	T2C	T34C	TA4J	T47	T39	T6	
1991	-	19	20	12	10	1	-	546
1993	-	21	35	-	-	17	-	420
1999	10	14	76	-	-	25	-	424
2005	10	15	28	-	-	25	45	480

Source: NETC Regional Shore Infrastructure Plan, 2001

As noted in the RSIP, NASP will take delivery of new T-6A training aircraft through 2020. The T-6A aircraft, which replaces the T-34C aircraft, may require operational and facility changes, such as longer runways at some airfields, new overlays on runways, taxiways, parking aprons, and updated operational training space.

The RSIP only reviews flight training missions and operations. Realignment or enhancement of the Navy’s Fleet activity could also affect operations at specific installations, such as NASP. Any addition of Fleet aircraft and missions at NASP would intensify the number of flight operations and resulting noise impacts in the Pensacola area.

NAS Pensacola expects the Atlantic Fleet to begin large-scale exercises in the Gulf of Mexico in late 2003 or 2004. These operations, supported from NAS Pensacola’s Forrest Sherman Field,

will undoubtedly increase both the flight frequency and noise impacts around NAS Pensacola.

**NOLF Saufley**

NOLF Saufley is an area of approximately 860 acres. The site currently has 63 buildings with about 600,000 square feet of space, two 4,000-foot runways, and three aircraft hangars.

Today, NOLF Saufley is a multi-functional, joint use facility used for practice landings and take-offs (“touch and go’s”) of T-34C and T-6A single-engine, propeller-driven aircraft. During 2002, NOLF Saufley generated 43,093 flight operations.

According to the NETC Regional Shore Infrastructure Plan (RSIP), NAS Whiting and its outlying fields will see steady rates of aviation training activity through 2020.



T-34 Aircraft

**NOLF Site 8**

Today, Site 8 operates as a 640-acre outlying landing field used to practice tactical training landings and take-offs (“touch and go’s”)

of the TH-57 Sea Ranger, training helicopter. Site 8 produced 43,354 flight operations in 2002.



TH-57 Sea Ranger landing at NOLF Site 8

**3.5 County Demographics and Growth Trends**

Figure 6 shows basic demographic data combined to show the total of all of the U.S. Census Tracts that are adjacent to the three military airfields. Overall nearly, 50,000 residents in over 18,000 homes live in a census tract next to one of the bases.

**Figure 6. Surrounding Census Tract Demographics, 2000**

	Total
Population	49,637
Households	15,461
Avg. HH Size	2.67
Housing Units	18,610
Vacant	3,149
Owner Occupied	11,111
Renter Occupied	4,350

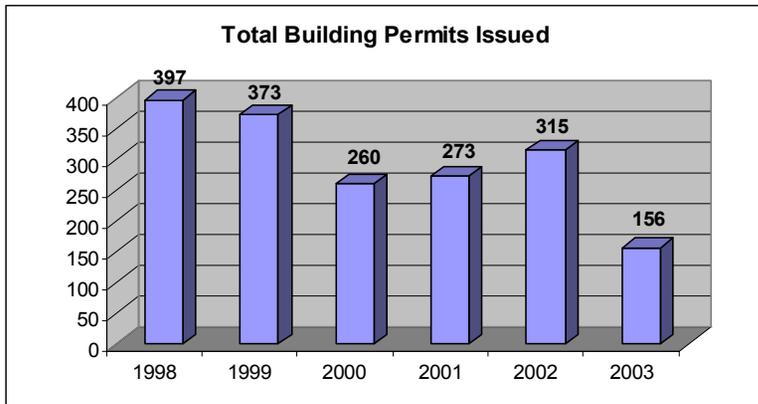
Source: U.S. Census 2000

Encroachment (or the moving of civilian development closer to a military airfield) will continue to be a major issue in Escambia County in the years to come. Population projections from the West Florida Regional Planning Council indicate that Escambia County will grow by about 16 percent over the next decade. Since the western portions of the county still contain a considerable supply of vacant land relative to built up areas around the City of Pensacola, land near the military airfields is at risk to absorb a significant share of this expected growth.

**NAS Pensacola**

Data collected from the Escambia County Growth Management Department indicate relatively steady development pressure around NASP. The county issued 1,774 building permits over the last five years with 90 percent of the permits for single family dwelling units.

**Figure 7. Building Permits Issued near NAS Pensacola, 1998 to May 2003**



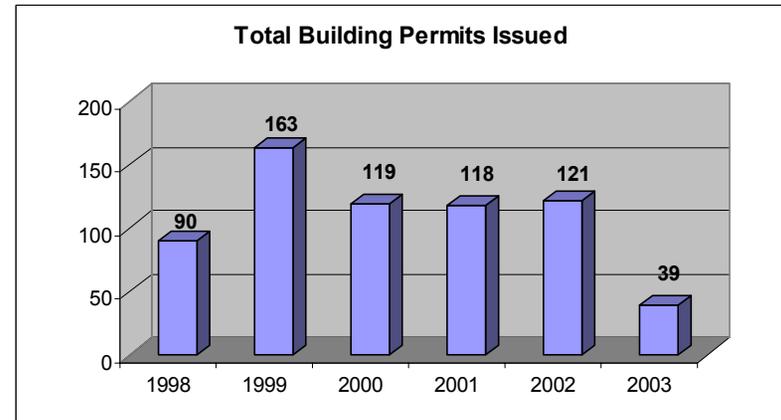
Source: Escambia County Growth Management Department, 2003

The Escambia County Utilities Authority (ECUA) has programmed 11 wastewater infrastructure improvement projects as part of its FY 2004-2008 Capital Improvement Program. The projects are primarily geared toward the expansion of ECUA's sewer collection system into neighborhoods dependent upon septic tanks for sewage disposal. The projects focus mostly in residential areas along Gulf Beach Highway and north of Bayou Grande.

**NOLF Saufley**

A five year trend around NOLF Saufley shows 650 building permits issued, 84 percent of which were for single family dwelling units.

**Figure 8. Building Permits Issued near NOLF Saufley, 1998 to May 2003**

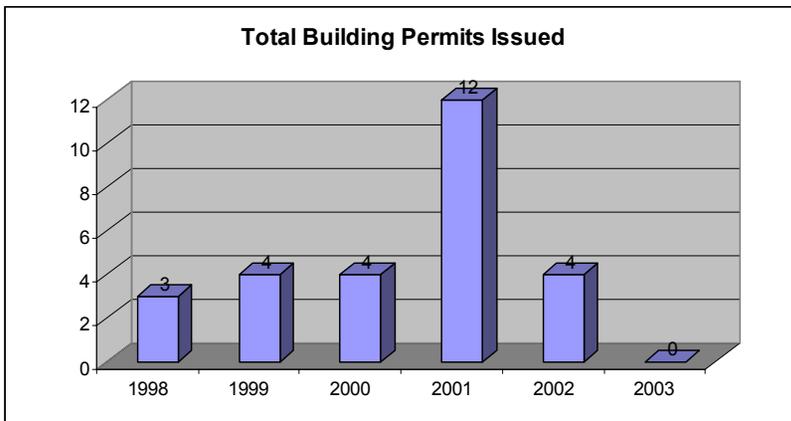


Source: Escambia County Growth Management Department, 2003

**NOLF Site 8**

NOLF Site 8 saw relatively modest growth between 1998 and 2003 with only 27 building permits issued by the county. Almost half of the permits were for single family homes. Site 8 is physically separate from coastal county areas with development pressure. However, a number of agricultural and large tracts surrounding the facility suggest opportunities for future development as stronger market conditions emerge.

**Figure 9. Building Permits Issued near NOLF Site 8, 1998 to May 2003**



Source: Escambia County Growth Management Department, 2003

**3.6 Environmental Resources**

The southwest and central portions of Escambia County have an abundance of environmental resources. As discussed in a later section of this document, the presence of quality wetlands, vegetation, surface waters, and recreational lands on and around the installations provides additional opportunities to reduce encroachment.

**NAS Pensacola**

According to the Integrated Natural Resources Management Plan (INRMP), NASP has designated the southwest portion of its installation along the shoreline of Big Lagoon as a Protected Area due to unique natural communities with quality aesthetic and recreational value. A second Protected Area lies along the south central edge of NASP along the Pensacola Bay shoreline. This area has cultural resources, quality recreational opportunities and beach-dune natural communities.

The Navy designates the western portion of NASP as an Operational Protected area because of the presence of facilities and activities deemed vital to the military mission. This area consists mostly of Sherman Field and surrounding pine stands.

The NASP complex has approximately 17 miles for shoreline along Bayou Grande, Pensacola Bay, the Intracoastal Waterway, and Perdido Bay. The Pensacola Bay watershed suffers from non-point source pollution caused by urban stormwater and agricultural runoff, and point source pollution from wastewater treatment plant and industrial releases. Pollution has affected water quality and reduced the natural biodiversity and productivity of the Pensacola Bay system.

According to a 1997 study, NASP has 99 wetlands totaling 650 acres within its boundaries. The wetlands include a mixture of palustrine wetlands, such as forested, scrub/shrub, and emergent wetlands, along with some tidally influenced wetlands along the coastline of Pensacola Bay. Major wetland complexes are primarily along the southern and western edges of the installation.

The vegetation at NASP consists of seven primary natural communities: estuarine tidal marsh, scrub, mesic flatwoods, scrubby flatwoods, wet flatwoods, beach dune, and baygall. These natural communities exist throughout the installation, but cluster primarily in the southwest and north portions of the site. According to surveys conducted by Florida Natural Area Inventory (FNAI) in 1996-1997, 18 rare vertebrate species and ten rare plant species exist at NASP.

Currently, the public has access to the Bayou Grande Nature Trail and Trout Point Nature Trail at NASP, along with limited use of the jogging/fitness trail and the Bayou Grande primitive camping areas.

**NOLF Saufley**

The majority of land use at NOLF Saufley consists of active runways and other paved surfaces. Buildings and facilities cluster in the southern portion of the installation, south of the runways. The northern portion of the installation, near Eleven Mile and Eight Mile Creeks, contains floodplain forests and remains relatively natural.

According to the INRMP for NAS Whiting Field, the Navy designates the south and central portions of NOLF Saufley as an Operational Protected Area due to intensive airfield and support activities. The area north along Eight Mile and Eleven Mile Creeks encompasses Protected Areas with unique longleaf and mixed pine forests and floodplain forests. The Saufley Field Nature Trail winds through the forests and swampy lowlands of this area.

A 1997 study delineated approximately 100 acres of wetlands at NOLF Saufley. A majority of the wetlands are part of floodplain areas near Eleven Mile and Eight Mile Creeks in the northern portion of the installation. Other wetlands on the installation are associated with an unnamed swamp forest adjacent to Perdido Bay, at the southwest corner of the installation.

NOLF Saufley has four high quality natural communities: blackwater stream, depression marsh, floodplain swamp, and seepage slope areas. The FNAI also identified four rare vertebrate species and six rare plant species at NOLF Saufley.

Currently, the public has access to the Saufley Field Nature Trail and the Saufley Field primitive camping areas.

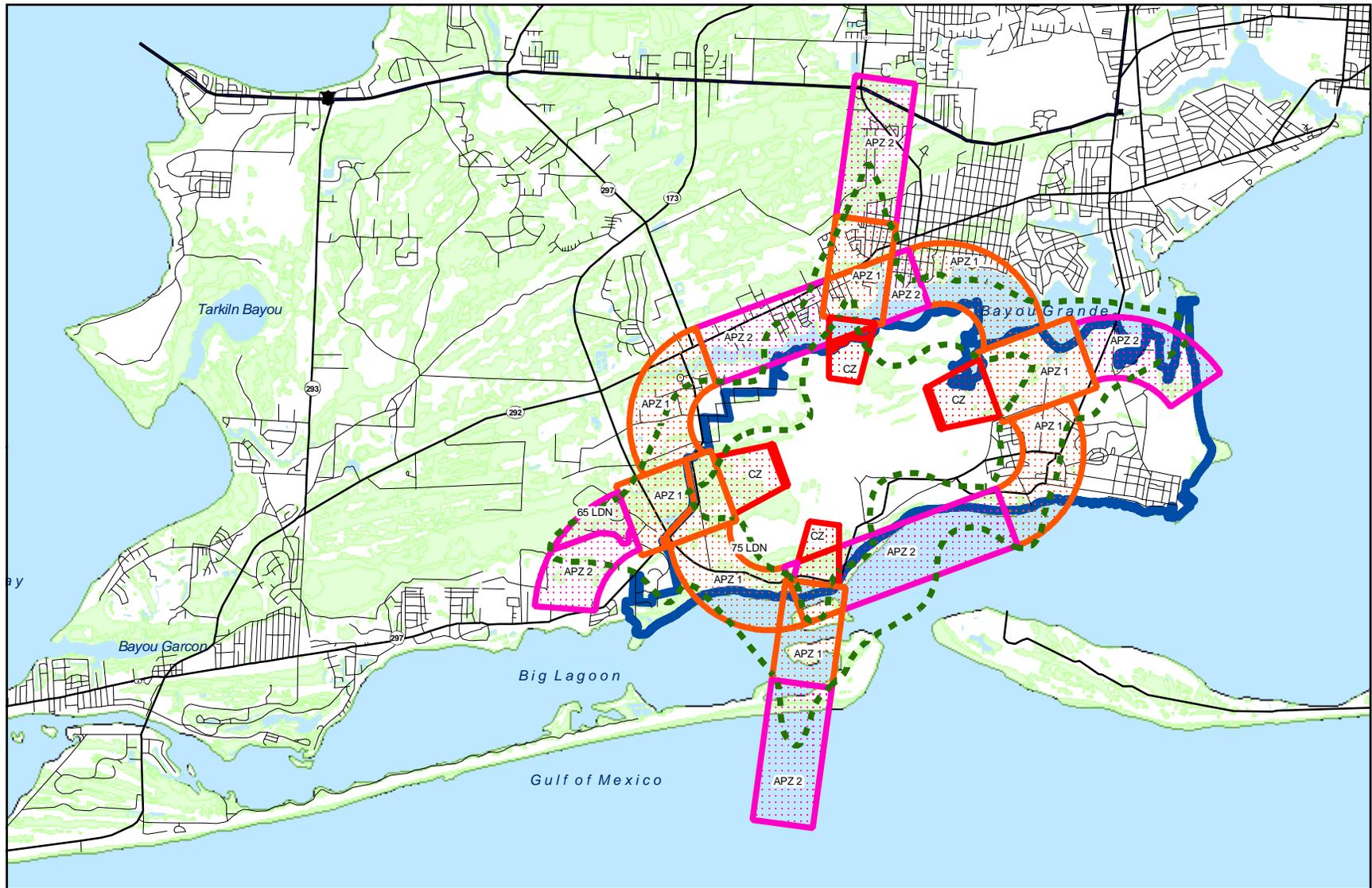
**NOLF Site 8**

The INRMP identifies most of NOLF Site 8 as an Operational Protected Area due to its intensive use and maintenance as a helicopter landing field. The installation also has four distinct environmentally Protected Areas. Two areas to the north consist of forested wetlands. One protected portion to the east contains longleaf, slash, and loblolly pine stands, and a high quality baygall community. The protected southwest corner has pine and mixed pine-hardwood forest stands mixed with wetlands.

NOLF Site 8 has approximately 46 acres of wetlands. The installation also has Gopher tortoises, a rare vertebrate species, and a total of ten rare plant species.

**Wetlands**

As shown in Figures 10, 11 and 12 significant wetlands systems surround all three of the military airfield sites. Wetlands are particularly intensive to the west of NASP and NOLF Saufley.



- NAS Pensacola Noise Contours
- Accident Potential Zone - 1
- Accident Potential Zone - 2
- Clear Zone
- Water Body
- Wetlands
- Interstate
- U.S. Highway
- State/County/Local
- NAS Pensacola Boundary

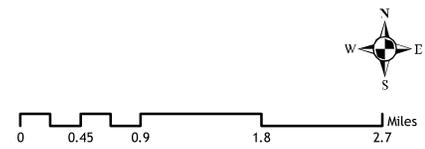
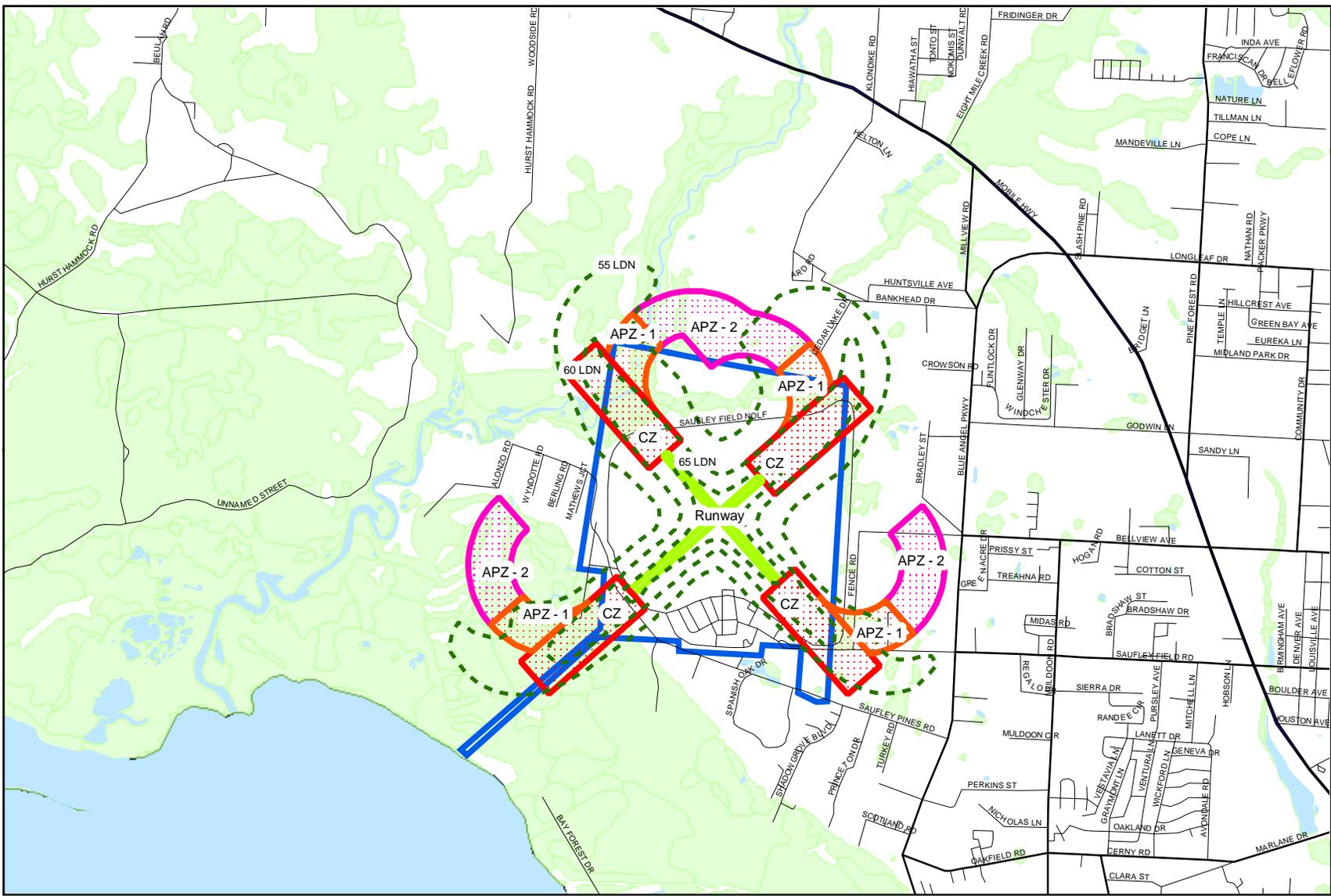
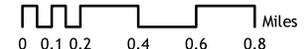
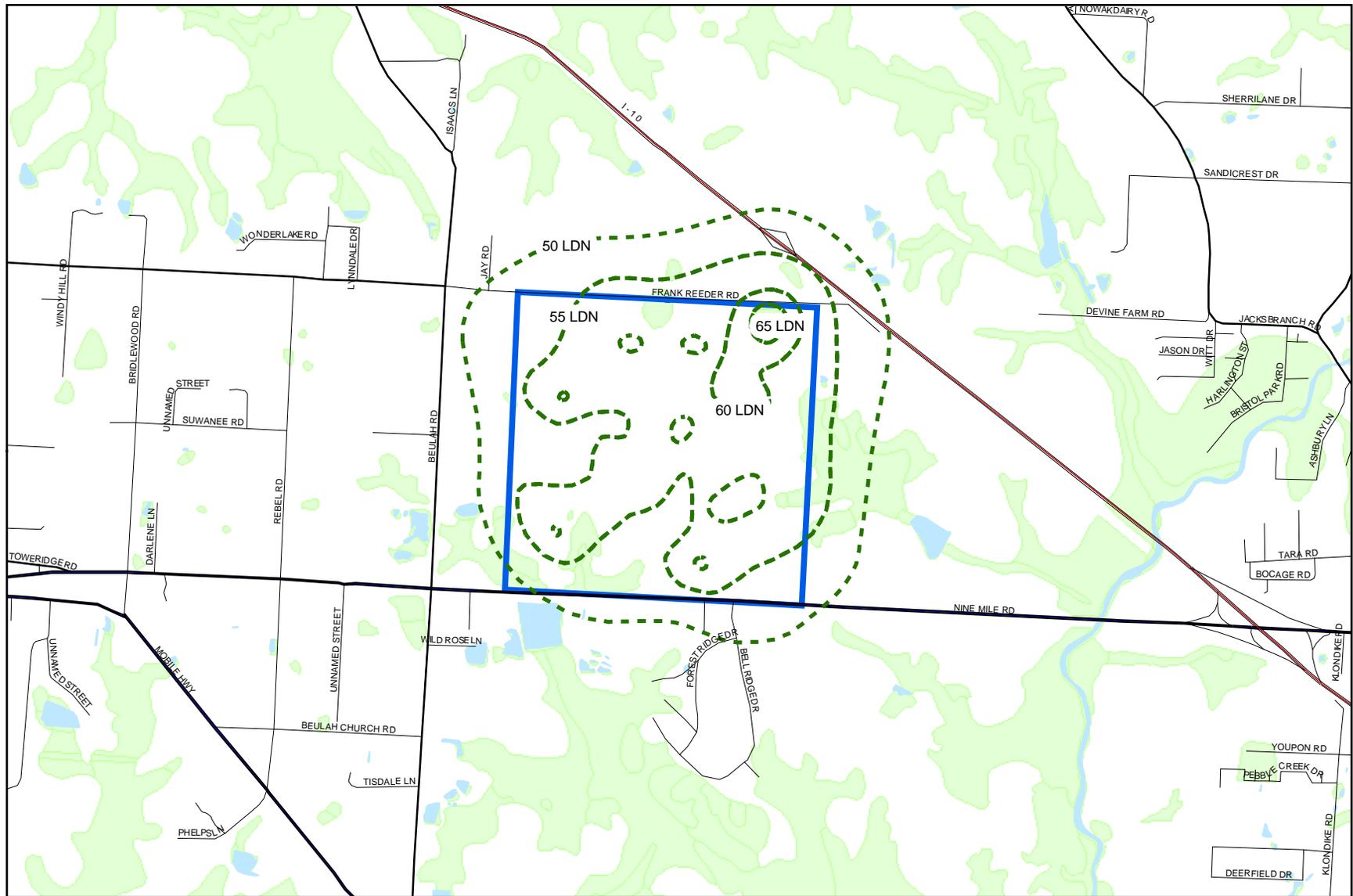


Figure 11. Wetlands near NOLF Saufley

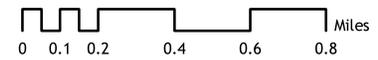


- Saufley Noise Contours
- Accident Potential Zone - 1
- Accident Potential Zone - 2
- Clear Zone
- Runway
- Interstate
- U.S. Highway
- State/County/Local
- NOLF Saufley Boundary
- Water Body
- Wetlands





-  NOLF Site 8 Boundary
-  NOLF Site 8 Noise Contours
-  Water Body
-  Wetlands
-  Interstate
-  U.S. Highway
-  State/County/Local



This section assesses how the growth trends, operational and land resources identified in the previous section interact.

#### 4.1 AICUZ

NASP first conducted an **Air Installation Compatible Use Zones (AICUZ)** study in 1976 followed by updates in 1988 and 1990. As one of the actions leading up to the JLUS process, the county and Navy collaborated to refine the accuracy of the AICUZ boundaries using the latest Geographic Information Systems Technology.

The purpose of the AICUZ program is to promote compatible land use patterns around air installations. The AICUZ recommendations include height and obstruction criteria for flight safety, as well as recommended land uses for areas exposed to noise and accident risk.

The AICUZ process identifies areas that are exposed to noise using a computerized simulation of aircraft activity at the installation. The exposure varies based on site-specific operational data; e.g., flight tracks, type and mix of aircraft, aircraft profiles (airspeed, altitude, power settings), and frequency and times of operations.

The AICUZ expresses noise around the military airfield using a Day-Night Average Sound concept (DNL). The  $L_{dn}$  descriptor indicates average decibels (dB) as measured over a 24-hour time period with an extra penalty for nighttime noise.

For land use planning purposes, the noise environment around the military airfield consists of three zones. Noise Zone 1 has an exposure of less than 65  $L_{dn}$ . In general, noise levels of less than 65  $L_{dn}$  are thought to be consistent with some residential uses. Noise Zone 2 exposes people to noise between 65 and 75  $L_{dn}$ . Some land use controls are therefore appropriate for this area. With noise in excess of 75  $L_{dn}$ , Noise Zone 3 is the most severely affected area around the airfield and should be subject to the most restrictive land use controls. In addition to these zones, the AICUZ may identify areas of concern where noise levels do not exceed 65  $L_{dn}$ , but operational characteristics, such as repetitive flying motions,

may be objectionable. Noise exposure appears on AICUZ maps as contours that spread outward from the runways.

In addition to noise, the AICUZ describes the risk of accident in areas near the military airfield. The determined accident potential is based on historical accident data.

Areas at risk for accident consist of three zones:

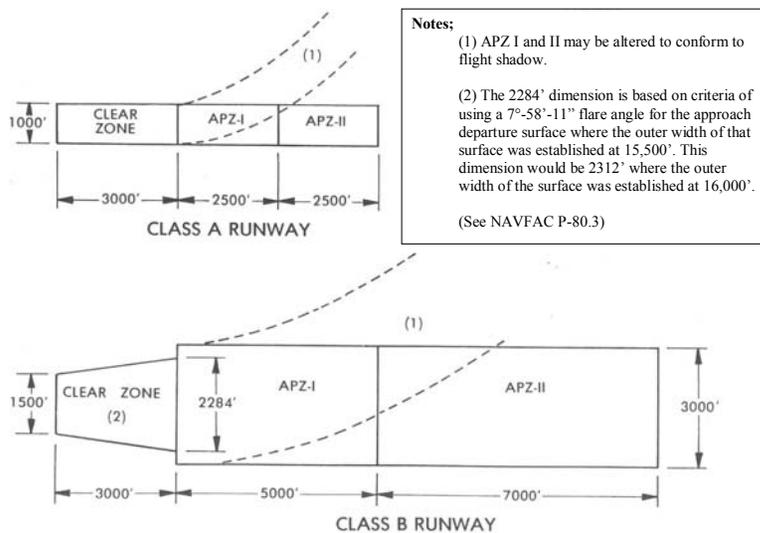
The *clear zone* is the area immediately beyond the runway and has the highest statistical risk for aircraft accidents.

*Accident Potential Zone I (APZ-I)* is the area beyond the clear zone, but still possesses a significant potential for accidents.

*Accident Potential Zone II (APZ-2)* is an area beyond APZ-I which displays a measurable risk for aircraft accidents.

The shape of the APZ reflects the takeoff and landing patterns of the aircraft. The dimensions of APZ vary to accommodate the operational characteristics of the aircraft flown at the installation. NASP features a Class B runway and NOLF Saufley a Class A runway. See Figure 13.

**Figure 13. Fixed Wing Accident Potential Zones**

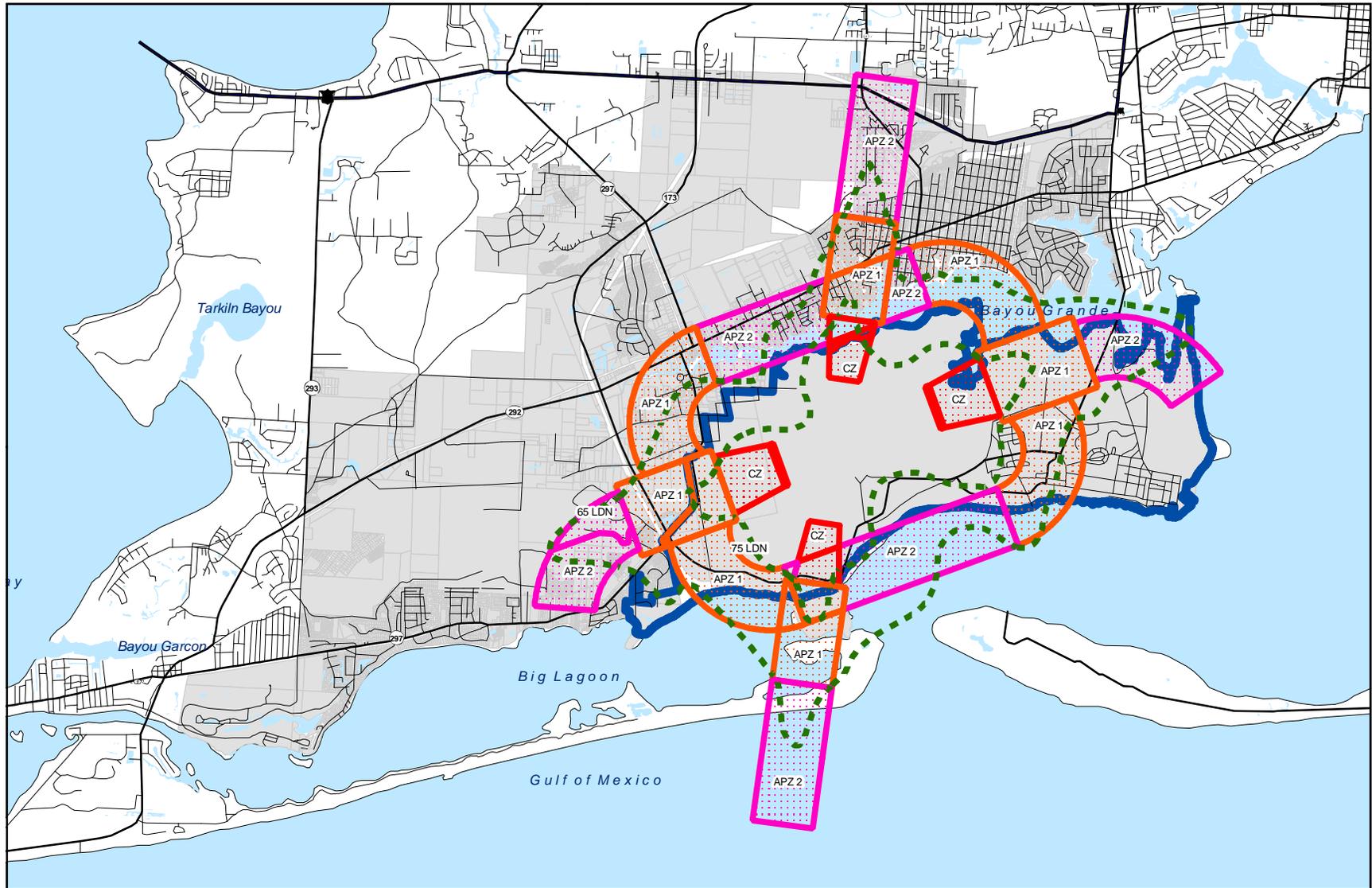


Source: OPNAV INSTRUCTION 11010.36B, December 2002

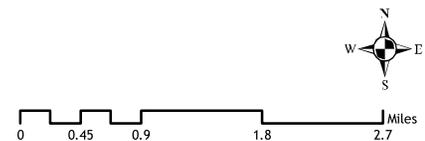
The Department of Defense sets specific recommendations for land uses within the various noise and accident potential zones identified in the AICUZ Program. The Technical Appendix of the JLUS document contains the full guidance as developed in OPNAV INSTRUCTION 11010.36B, a document used across the nation to set compatibility standards around military installations.

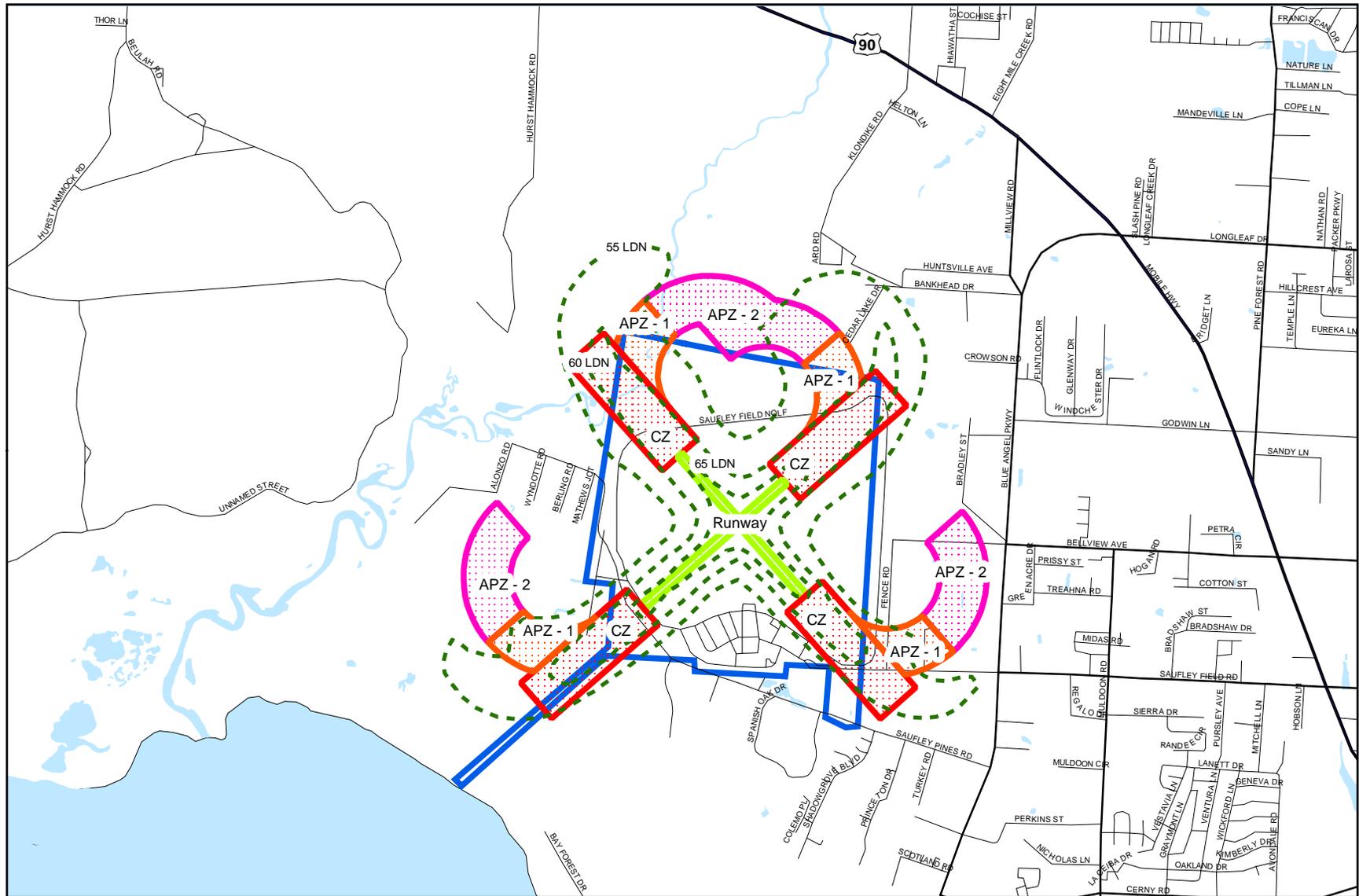
In general, OPNAV guidance does not recommend residential uses for Noise Zones 1 and 2 where exposure is in excess of 65  $L_{dn}$ . These noise zones, however, may support a variety of compatible manufacturing, transportation, trade, and service activities. The OPNAV standards recommend against the presence of any structures in the clear zone, and residential structures in APZ1. OPNAV suggests low density residential uses of 1 to 2 dwelling units per acre in APZ2. As with noise zones, a variety of other commercial, industrial, and service uses can exist safely within APZs.

Figures 14, 15 and 16 show the existing AICUZ boundaries, including noise contours and Accident Potential Zones where appropriate, for each of the three installations.



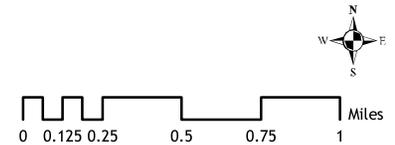
- NAS Pensacola Noise Contours
- Accident Potential Zone - 1
- Accident Potential Zone - 2
- Clear Zone
- Water Body
- Interstate
- U.S. Highway
- State/County/Local
- NAS Pensacola Boundary

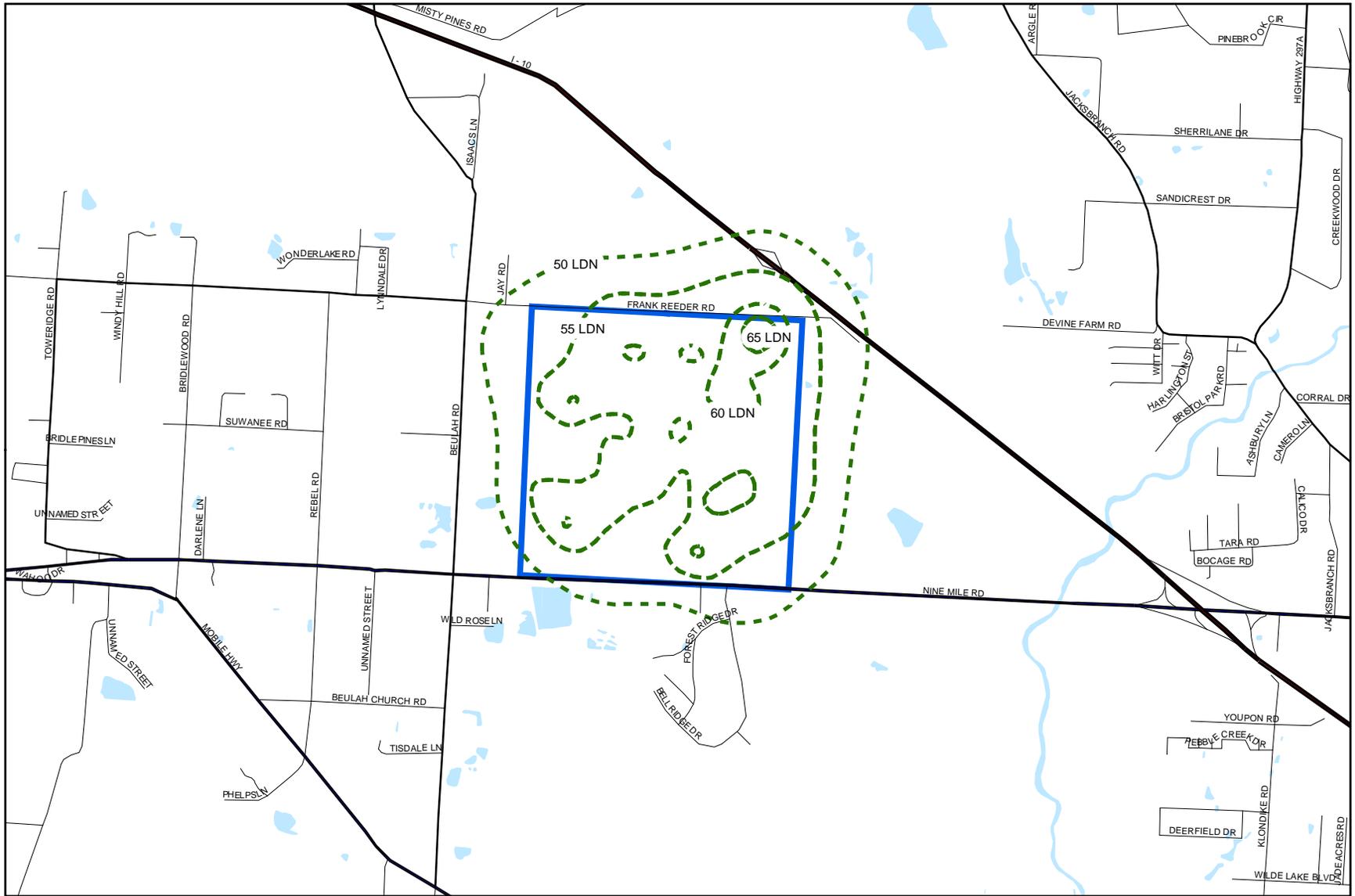




- Roads
- Interstate
  - U.S. Highway
  - State/County/Local
  - NOLF Saufley Boundary
  - Water Body

- Saufley Noise Contours
- Accident Potential Zone - 1
- Accident Potential Zone - 2
- Clear Zone
- Runway





- Interstate
- U.S. Highway
- State/County/Local
- NOLF Site 8 Boundary
- Water Body

NOLF Site 8 Noise Contours



### 4.2 Analysis of Existing Land Uses

The following analysis assesses the compatibility of existing civilian land uses around the three military airfields. When compatible, land uses can exist next to each other without causing interference or exposing people to risk or nuisance. In the JLUS context, the following land uses are generally deemed inconsistent when near military aircraft operations.

- uses that concentrate people in a compact area (certain residential densities, schools, churches, hospitals)
- vertical uses that encroach on air space (communications towers)
- uses that may draw birds/animals near airfields creating a strike hazard for aircraft (retention ponds)
- uses that may interfere with radio frequency
- uses that throw off excessive lighting and may impair a pilot’s vision
- uses that throw off smoke, dust, and steam and may impair a pilot’s vision

#### NAS Pensacola

The analysis evaluated a broad area of land use around NASP from the installation boundary west to US-293 and north to US-98. Overall, this area covered 12,043 acres (See Figure 18).

Figure 18 shows the existing land use pattern in this study sub-area of NASP. The land use colors in Figure 17 correspond to the colors as shown in the Figure 18 map.

Figure 17. Existing Land Use near NASP

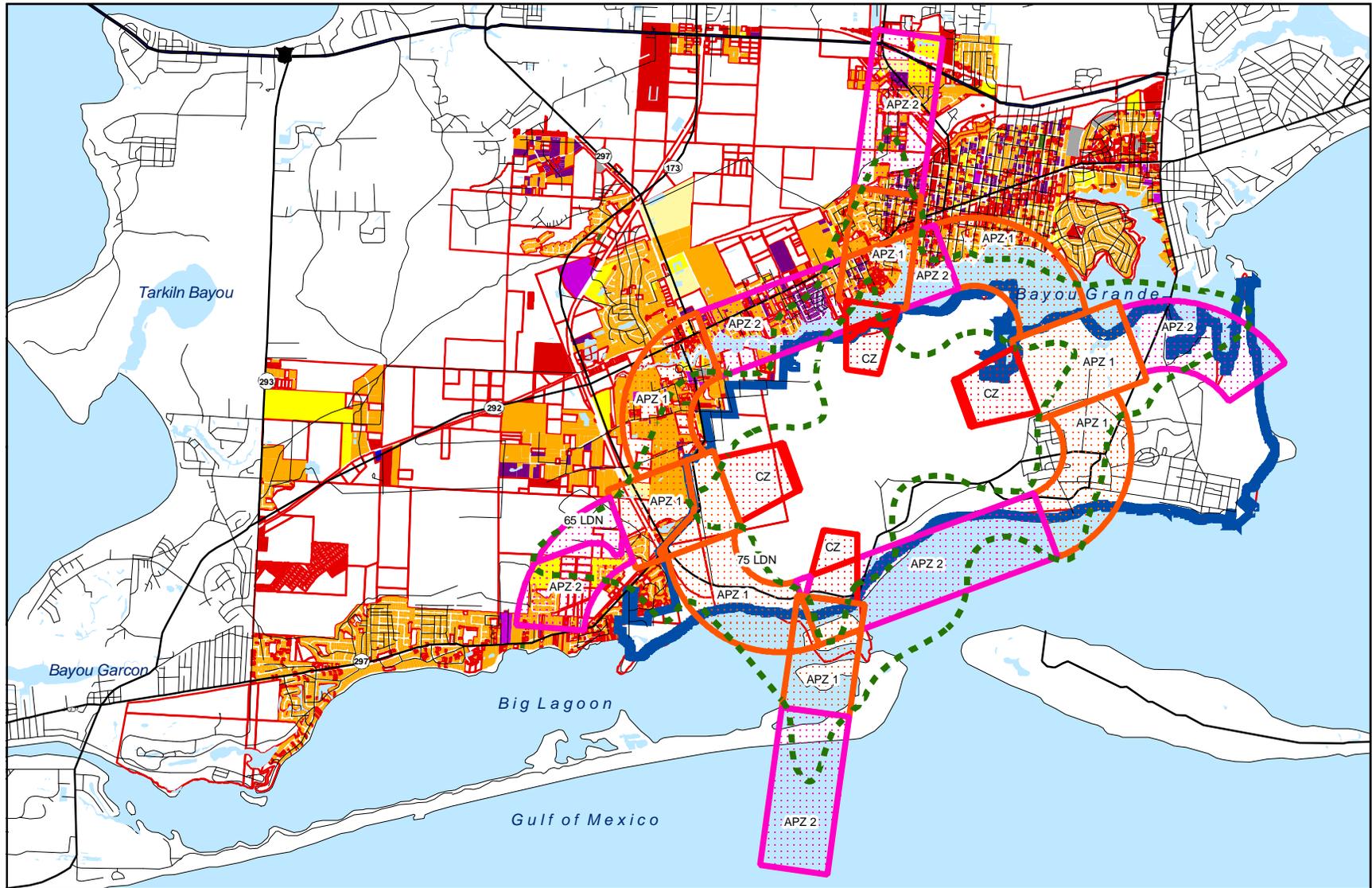
Existing Land Use	Acres	% of Total
Vacant	8,037	65%
Industrial	3	0%
County	10	0%
School	37	0%
Church	83	1%
Mixed Use	160	1%
Manufactured Housing	298	2%
Commercial	404	3%
Multi Family	411	3%
Single Family	2,961	24%

Source: Escambia County Growth Management Department, 2003

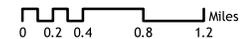
Much of the land around NASP remains vacant, while one-quarter is used for single-family dwelling units.

When looking more closely at existing land uses in and near the NASP AICUZ, several broad patterns of land use incompatibility emerge.

As shown in Figure 19, the APZ 1 of NASP affects 976 acres of land, including subdivisions, a school, and a church.



- |              |                      |                              |                    |
|--------------|----------------------|------------------------------|--------------------|
| Agriculture  | Manufactured Housing | NAS Pensacola Noise Contours | Interstate         |
| Church       | Mixed Use            | Accident Potential Zone - 1  | U.S. Highway       |
| Commercial   | Public               | Accident Potential Zone - 2  | State/County/Local |
| County       | School               | Clear Zone                   |                    |
| Industrial   | Single Family        | NAS Pensacola Boundary       |                    |
| Multi Family | Vacant               | Water Body                   |                    |



**Figure 19. Existing Land Uses in APZ1 of NASP**

Existing Land Use	Acres
Vacant	360
County	2
School	7
Church	11
Mixed Use	25
Manufactured Housing	30
Commercial	21
Multi Family	10
Single Family	510

Source: Escambia County Growth Management Department, 2003

The APZ 2 area of NASP affects 2,262 acres of land, including multi-family structures.

**Figure 20. Existing Land Uses in APZ 2 of NASP**

Existing Land Use	Acres
Single Family	435
Vacant	1567
Multi Family	122
Manufactured Housing	81
Commercial	42
Mixed Use	15

Source: Escambia County Growth Management Department, 2003

Approximately 1,248 acres of land fall within the 65 to 75 L<sub>dn</sub> noise contour. Some 1,373 existing households, mostly near the north and west runways of NASP, experience this noise exposure.

Overall, areas of compatibility concern at NASP are to the north and west of the airfield's runways. Since land to the north of the airfield is largely built out, the Navy has placed a high priority on the protection of still undeveloped lands south of Bayou Grande and west of the installation. The NETC RSIP specifically cites this area west of NASP as an encroachment issue to monitor.

**NOLF Saufley**

The analysis evaluated existing land use within a 1-mile radius around the field. This area encompasses 6,430 acres of land (See Figure 22).

As shown in Figure 21, most of the land around NOLF Saufley is vacant and about one-quarter of parcels hold single-family houses.

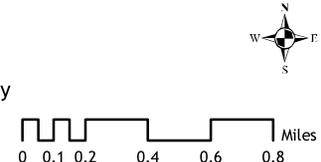
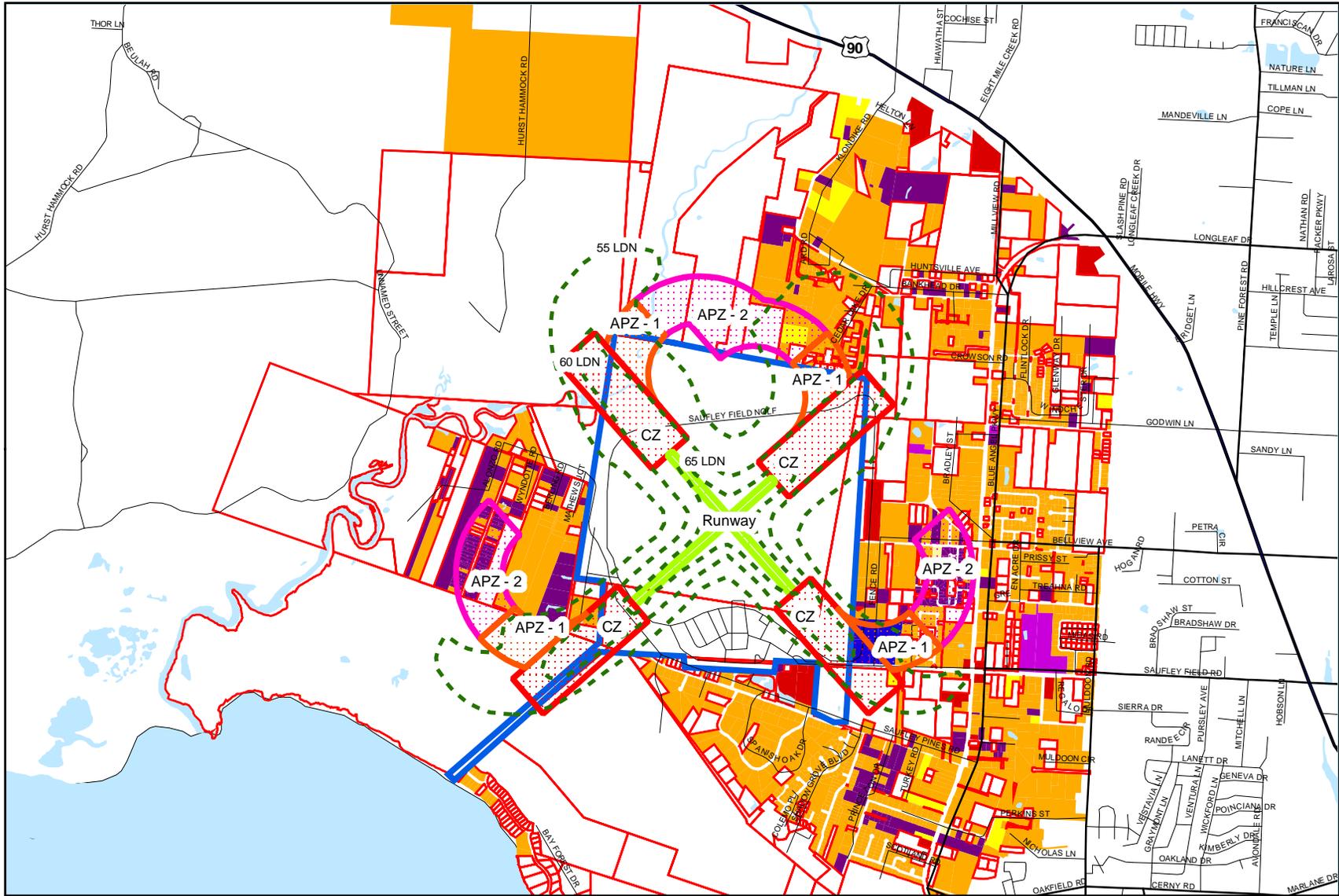
**Figure 21. Existing Land Use near NOLF Saufley**

Existing Land Use	Acres	% of Total
Vacant	4,564	71%
Single Family	1,491	23%
Manufactured Housing	215	3%
Commercial	61	1%
Multi-family	46	1%
Church	26	0.4%
Industrial	23	0.4%
Mixed Use	4	0.1%

Source: Escambia County Growth Management Department, 2003

Development encroaches on NOLF Saufley from the southeast and southwest of the facility. These areas, however, are primarily built out. Large, vacant parcels to the north of the site boundary expose the installation to additional encroachment risks from future subdivision and development.

Figure 22. Existing Land Use near NOLF Saufley



**NOLF Site 8**

The analysis looked at land use within a ½-mile radius around NOLF Site 8, an area that encompasses 2,640 acres of land (See Figure 24).

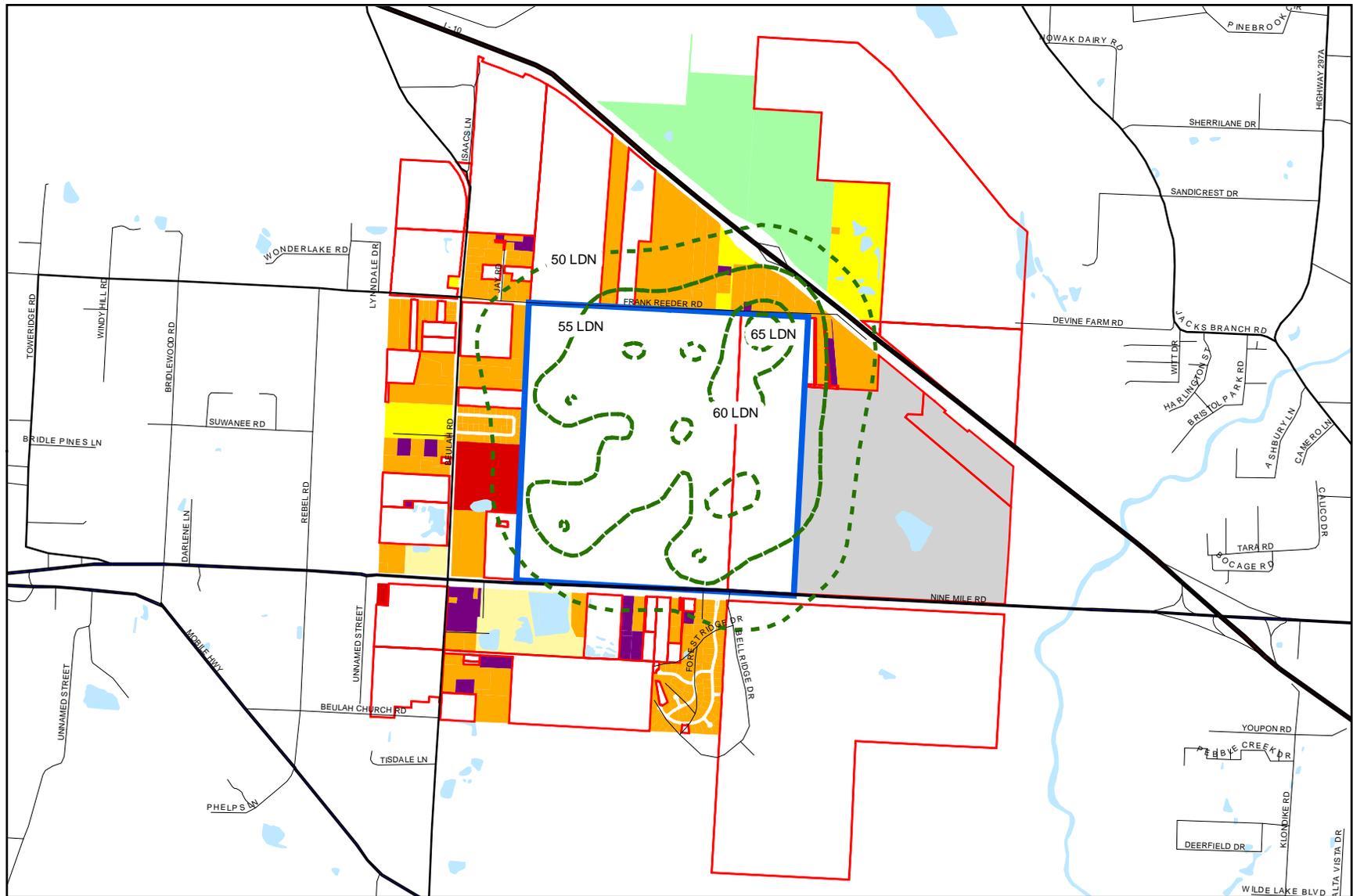
As shown in Figure 23, most land around NOLF Site 8 remains vacant. Approximately 15 percent of surrounding land contains single-family houses. This area also has a larger agricultural component than the other two airfields with seven percent of land devoted to agricultural use.

**Figure 23. Existing Land Use near NOLF Site 8**

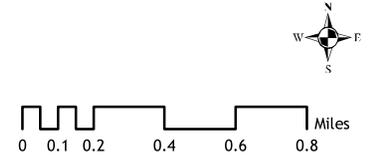
Existing Land Use	Acres	% of Total
Commercial	2	0.1%
Public	38	1.4%
Manufactured Housing	39	1.5%
Mixed Use	62	2.3%
Multi-family	88	3.3%
Agriculture	186	7.1%
Single Family	389	14.7%
Vacant	1,835	69.5%

Source: Escambia County Growth Management Department, 2003

Due to operation as a helicopter landing field, NOLF Site 8 does not have accident potential zones that extend beyond the site boundary. Existing encroachment does not significantly impact this installation relative to NASP and NOLF Saufley. However, large tracts of land, vacant parcels, and agricultural uses that surround the field to the north could pose compatibility issues with future subdivision and development.



- |   |  |                            |
|---|--|----------------------------|
| <span style="display:inline-block; width:15px; height:15px; background-color:lightgreen; border:1px solid black;"></span> Agriculture | <span style="display:inline-block; width:15px; height:15px; background-color:purple; border:1px solid black;"></span> Manufactured Housing | Interstate                 |
| <span style="display:inline-block; width:15px; height:15px; background-color:magenta; border:1px solid black;"></span> Church         | <span style="display:inline-block; width:15px; height:15px; background-color:lightyellow; border:1px solid black;"></span> Mixed Use       | U.S. Highway               |
| <span style="display:inline-block; width:15px; height:15px; background-color:red; border:1px solid black;"></span> Commercial         | <span style="display:inline-block; width:15px; height:15px; background-color:grey; border:1px solid black;"></span> Public                 | State/County/Local         |
| <span style="display:inline-block; width:15px; height:15px; background-color:darkgreen; border:1px solid black;"></span> County       | <span style="display:inline-block; width:15px; height:15px; background-color:orange; border:1px solid black;"></span> School               | NOLF Site 8 Boundary       |
| <span style="display:inline-block; width:15px; height:15px; background-color:blue; border:1px solid black;"></span> Industrial        | <span style="display:inline-block; width:15px; height:15px; background-color:brown; border:1px solid black;"></span> Single Family         | NOLF Site 8 Noise Contours |
| <span style="display:inline-block; width:15px; height:15px; background-color:yellow; border:1px solid black;"></span> Multi Family    | <span style="display:inline-block; width:15px; height:15px; background-color:white; border:1px solid red;"></span> Vacant                  | Water Body                 |

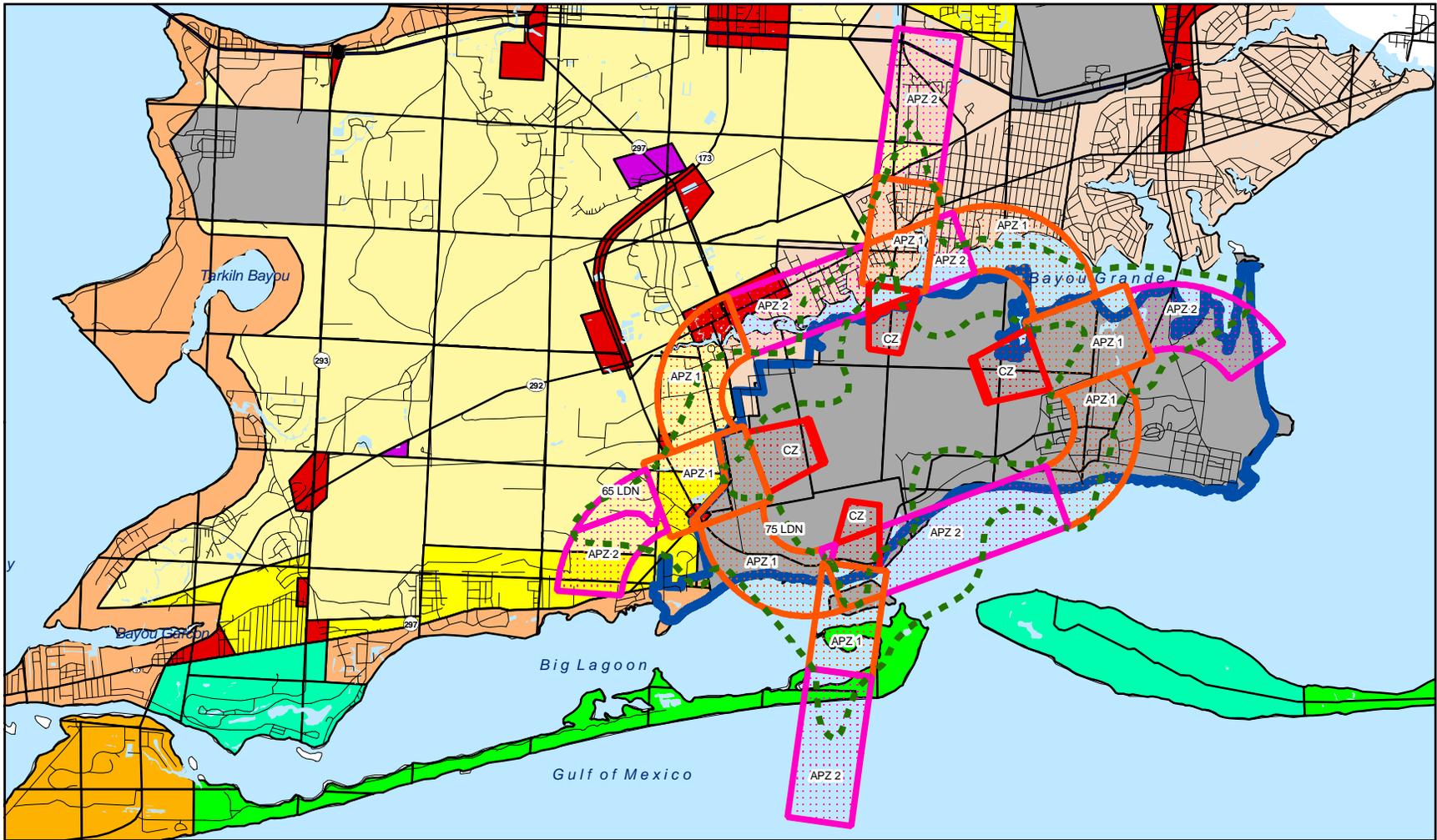


### 4.3 Analysis of Future Land Uses

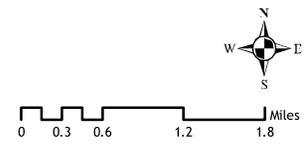
#### NAS Pensacola

The analysis also reviewed designated future land uses near NASP (See Figure 25). Unlike the existing land use data shown in the previous section, future land use is not available on a parcel-level basis. The maps that follow show generalized future land use.

An area of possible incompatibility between installation operations and designated future land use exists near the western runway of NASP. The area currently reflects a future residential use in an area deemed critical by NASP representatives.



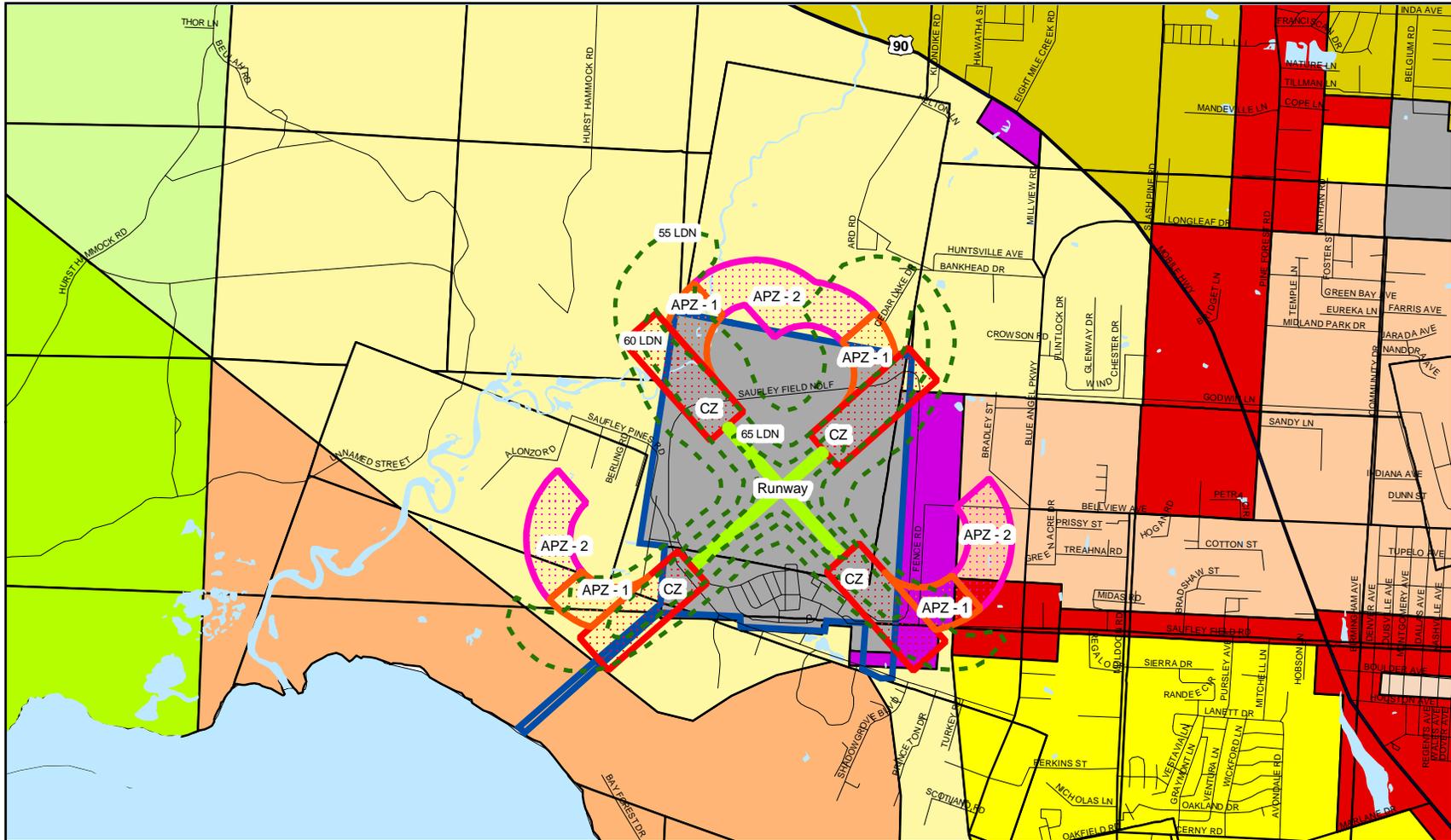
- |                          |                   |                              |
|--------------------------|-------------------|------------------------------|
| Activity Area            | Mixed Use - 3     | NAS Pensacola Noise Contours |
| Agriculture              | Mixed Use - 4     | Accident Potential Zone - 1  |
| Coastal High Hazard Area | Mixed Use - 5     | Accident Potential Zone - 2  |
| Commercial               | Mixed Use - 6     | Clear Zone                   |
| Conservation             | Public            | NAS Pensacola Boundary       |
| Industrial               | Residential       | Interstate                   |
| Low Density Residential  | Recreation        | U.S. Highway                 |
| Mixed Use - 1            | Rural Residential | State/County/Local           |
| Mixed Use - 2            | Urban Residential | Water                        |



**NOLF Saufley**

Figure 26 shows generalized future land uses near NOLF Saufley. Possible incompatibilities exist to the east of the site where future mixed use activities are shown.

Figure 26. Future Land Use near NOLF Saufley



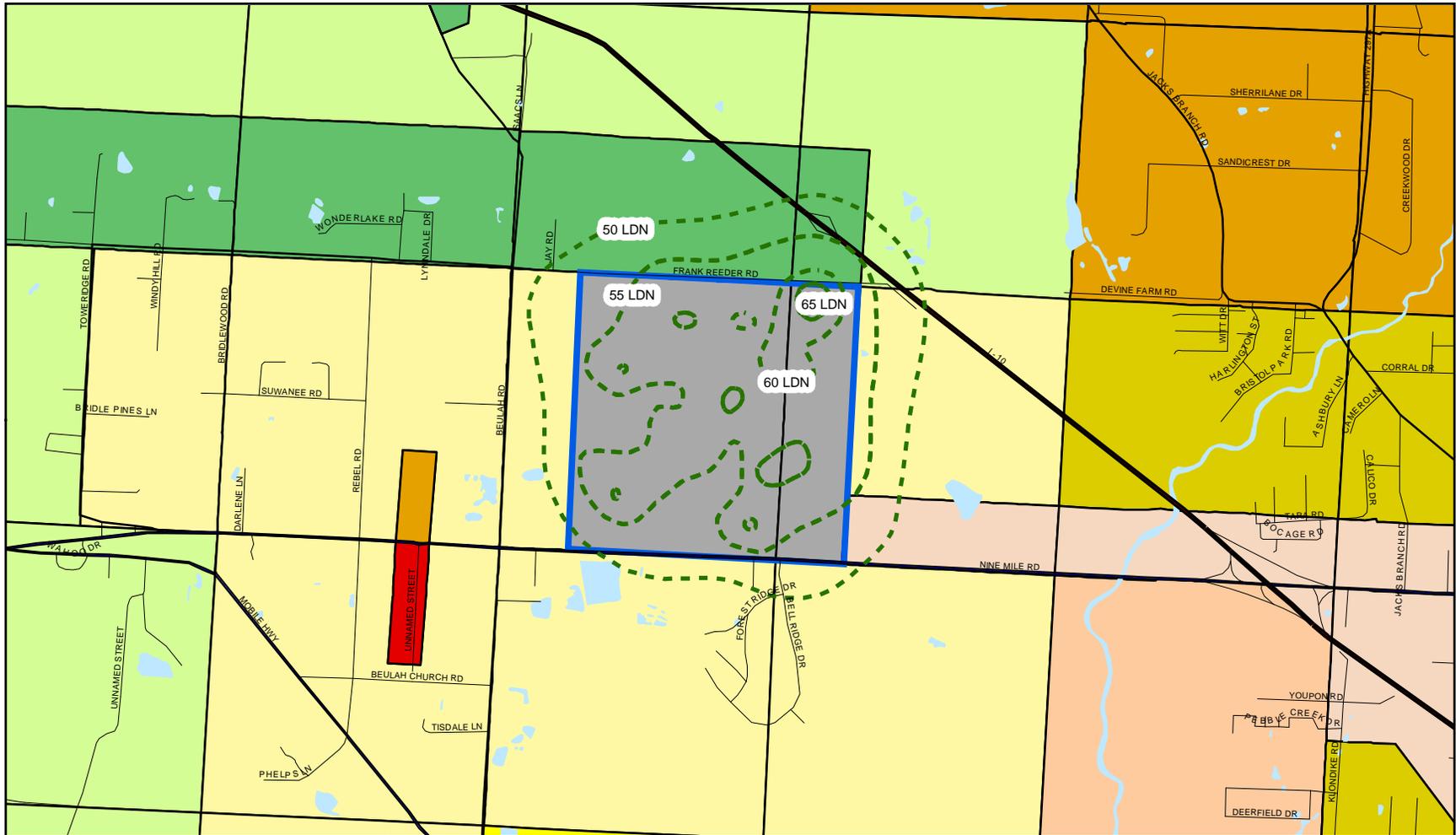
- |                          |                   |                             |
|--------------------------|-------------------|-----------------------------|
| Activity Area            | Mixed Use - 3     | Saufley Noise Contours      |
| Agriculture              | Mixed Use - 4     | Accident Potential Zone - 1 |
| Coastal High Hazard Area | Mixed Use - 5     | Accident Potential Zone - 2 |
| Commercial               | Mixed Use - 6     | Clear Zone                  |
| Conservation             | Public            | Runway                      |
| Industrial               | Residential       | Interstate                  |
| Low Density Residential  | Recreation        | U.S. Highway                |
| Mixed Use - 1            | Rural Residential | State/County/Local          |
| Mixed Use - 2            | Urban Residential | NOLF Saufley Boundary       |
|                          |                   | Water Body                  |



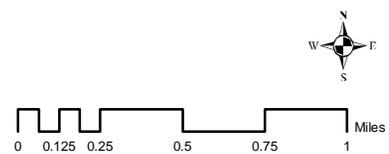
**NOLF Site 8**

Figure 27 shows generalized future land uses near NOLF Site 8. A designated Activity Area category to the north of the site may pose incompatibility issues.

Figure 27. Future Land Use near NOLF Site 8



- |                          |                   |                            |
|--------------------------|-------------------|----------------------------|
| Activity Area 17         | Mixed Use - 3     | Interstate                 |
| Agriculture              | Mixed Use - 4     | U.S. Highway               |
| Coastal High Hazard Area | Mixed Use - 5     | State/County/Local         |
| Commercial               | Mixed Use - 6     | NOLF Site 8 Boundary       |
| Conservation             | Public            | NOLF Site 8 Noise Contours |
| Industrial               | Residential       | Water Body                 |
| Low Density Residential  | Recreation        |                            |
| Mixed Use - 1            | Rural Residential |                            |
| Mixed Use - 2            | Urban Residential |                            |



### 4.4 Analysis of Zoning

Currently, zoning data are not available digitally on a parcel specific or generalized basis. The county is in the process of creating a digital zoning coverage for use in the implementation phase of JLUS.

A special issue to note with Escambia County zoning is its cumulative structure. The code starts with the most protected use, single-family zoning, and then permits each less protected district to have all of the previous uses plus any new uses. The result is that a significant number of single-family dwelling units can be built in other zoning districts, including commercial districts.

### 4.5 Local Efforts to Mitigate Impacts

#### NAS Pensacola

In addition to the AICUZ identified above, NASP has maintained a “good neighbor” policy of significantly reducing flights using the north runway when weather conditions reasonably allow for altered flight patterns.

#### NAS Whiting Field

NAS Whiting Field monitors flight activities and strives to minimize impacts on neighbors at NOLFs Saufley and Site 8.

#### Escambia County

The county has a variety of tools already in place to address compatibility issues, including:

- Required Noise Attenuation ordinance
- Required Real Estate Disclosure ordinance
- An Airport Environs ordinance within the land development code

- Posting of high noise area signs along Gulf Beach Highway north of NASP
- Comprehensive Plan language to promote compatibility around the military airfields

The Technical Appendix of the JLUS document contains the full language of the county’s aviation-related policies. It should be noted that the county’s current Airport Environs ordinance does not regulate residential densities as stringently as OPNAV guidelines.

As shown in Figure 28, current maximum residential densities generally range between two and three dwelling units per acre, except for those accident potential zones immediately in line with Sherman Field’s north and west runways at NASP.

Figure 28. Currently Permitted Residential Densities

Overlay Zone	Maximum Density	Aviation Characteristics
A*	2	Clear Zone
B4	0	Accident Potential Zone 1--Immediately in line with Sherman Field north and west runways
B3	3	Accident Potential Zone 1 and Noise Zone 3
B2	3	Accident Potential Zone 1 and Noise Zone 2
B1	3	Accident Potential Zone 1 and Noise Zone 1
B	3	Accident Potential Zone 1
C4	2	Accident Potential Zone 2--Immediately in line with Sherman Field north and west runways
C3	3	Accident Potential Zone 2 and Noise Zone 3
C2	3	Accident Potential Zone 2 and Noise Zone 2
C1	3	Accident Potential Zone 2 and Noise Zone 1
C	3	Accident Potential Zone 2

3	3	Noise Zone 3
2	3	Noise Zone 2
1	3	Noise Zone 1

\* Maximum density of 2 for the Clear Zone pertains only to the small portion of the NASP north runway clear zone that is over parcels north of Bayou Grande.

The Recommendations portion of this JLUS document will evaluate these existing tools and suggest strategies to strengthen their effectiveness.

### 4.6 State Efforts to Mitigate Impacts

#### Areas of Critical State Concern

Current state law in Florida (FL Code, Ch 380) authorizes the governor to designate areas of critical state concern.

Criteria for designation as an area of critical state concern are:

- (a) An area containing, or having a significant impact upon, environmental or natural resources of regional or statewide importance
- (b) An area containing, or having a significant impact upon, historical or archaeological resources, sites, or statutorily defined historical or archaeological districts
- (c) An area having a significant impact upon, or being significantly impacted by, an existing or proposed major public facility or other area of major public investment including, but not limited to, highways, ports, airports, energy facilities, and water management projects

Though used mostly to protect environmentally sensitive natural resources in the state, the language in criteria (c) could qualify areas near military installation for this special status. Once designated as an area of critical state concern, the Florida

Department of Community Affairs establishes principles for guiding development, and reviews local land development regulations and decisions for consistency with state guidelines.

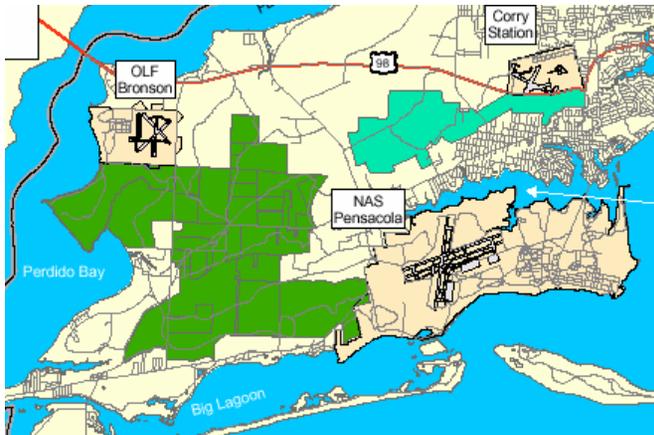
#### Florida Forever Program

The State of Florida has been active in an ongoing initiative to acquire and preserve land within the Perdido Pitcher Plant Prairie in the southwestern portion of the county west of NASP. In partnership with The Nature Conservancy, the Florida Department of Environmental Protection (DEP) has allocated about \$24 million to acquire half of the 7,661-acre area. The area targeted for acquisition is shown in green on Figure 29.

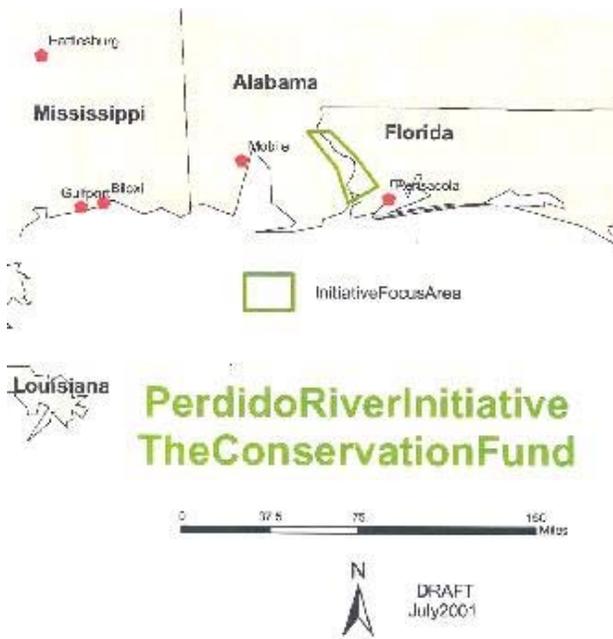
The Perdido Pitcher Plant Prairie supports one of the largest stands of white-top pitcher plants in Florida. The rare and carnivorous white-top pitcher plant is unique to the Gulf coast and found only between the Apalachicola and Mississippi Rivers. Almost 100 other rare plants and animals live within the prairie habitat, including the alligator snapping turtle, sweet pitcher plant and Chapman’s butterwort.

The state now owns 3,396 acres of the prairie. The DEP’s Division of Recreation and Parks will manage the property as part of the Tarkiln Bayou Preserve State Park.

Figure 29. Conservation Lands near Military Airfields



Source: Environmental Assessment for the Implementation of the Integrated Natural Resources Management Plan, NASP, November 2001



**Perdido River Project**

The Perdido River/Watershed Protection project will cover over 25,000 acres along a unique coastal river corridor that is approximately 25 miles long. This project includes land on both sides of the Perdido River, the western boundary of Alabama and Florida (Baldwin County, Alabama and Escambia County Florida). The southern end of the project borders the Northwest side of Navy Outlying Landing Field (NOLF) Saufley, a fixed wing NOLF vital to the training mission of NAS Whiting Field. This project is on the Florida forever "A" list and is strongly supported by NAS Whiting Field and NAS Pensacola.

**Florida County Land Acquisition Program**

Florida state law allows counties to adopt their own land acquisition programs for the purchase of lands serving public purposes. Currently, some two dozens counties administer a formal land acquisition program.

**Florida Defense Alliance**

The Florida Defense Alliance, as part of Enterprise Florida, coordinates statewide efforts to retain and expand Florida's military bases. Strategies include educating local planning officials on the economic importance of military bases, developing best practices guides, sponsoring joint land use studies, and coordinating land acquisition through Florida Communities Trust and Forever Florida.

The Alliance, which serves as an overall advisory body for Enterprise Florida's defense related activities, consists of representatives from local communities, local military base commanders, and state agencies.

The Technical Advisory Committee and Policy Committee met on a regular basis throughout the JLUS process to evaluate a full set of possible encroachment reduction strategies.

Committee participants assessed options relative to a set of goals. Strategies should:

- protect the safety, health, and welfare of the public
- protect the missions of NASP, NOLF Saufley, and NOLF Site 8
- maintain the economic vitality of Escambia County
- promote balanced, sustainable growth
- protect private property rights
- promote solutions that are cost effective, workable and fair

Based on consensus among committee members and input from the public, the JLUS process recommends the following actions.

**Short-term strategies:**

- Create an Airfield Influence Planning District
- Revise the Comprehensive Plan
- Strengthen real estate disclosure requirements
- Develop a searchable, web-based information system

**Long-term strategies:**

- Develop a transfer of development rights program
- Develop a county-wide land acquisition program

The strategies fall into two implementation categories:

- Short-term - up to one year for full implementation of the tool
- Long-term - more than one year for full implementation of the tool

The list of strategies does not reflect an order of priority. Each of these tools is a critical component of a land use compatibility plan. As discussed further in the Implementation Section, some of the recommended actions will take place concurrently and overlap.

**5.1 Airfield Influence Planning District**

**Purpose**

A weakness of the current county approach to land use regulation around the airfields is that some parcels very close to the installations fall outside of the AICUZ boundaries. As a result, the county lacks appropriate density or development controls for these parcels.

To address this issue and give the county a full set of appropriate land use controls, the JLUS recommends creation of an Airfield Influence Planning District (AIPD). The purpose of the AIPD is to:

- create a broader framework for making sound planning decisions around military airfields
- more accurately identify areas that can affect or be affected by military airfield operations
- protect the public health, safety and welfare
- protect the military airfield mission
- create a compatible mix of land uses
- promote an orderly transition and rational organization of land use around military airfields

**AIPD Structure**

In general, the AIPD will consist of two separate districts:

*AIPD-1*: includes the current Clear Zones, Accident Potential Zones, and noise contours of 65 L<sub>dn</sub> and higher (where appropriate), as well as other areas near and in some cases abutting the airfields.

*AIPD-2*: includes land that is close enough to the airfield that it may affect or be affected by operations.

Conditions recommended for the *AIPD-1* District are as follows:

- density restrictions and land use regulations to maintain compatibility with airfield operations
- mandatory referral to local Navy officials for review and comment within ten working days on all development applications
- required dedication of avigation easements to the county for subdivision approval and building permit issuance
- required sound attenuation of buildings with the level of sound protection based on noise exposure
- required disclosure for real estate transfers

Since the density restrictions and specific boundaries of the AIPD-1 vary by airfield, the sections that follow provide additional detail for each installation.

Conditions recommended for the *AIPD-2* District are as follows:

- mandatory referral to local Navy officials for review and comment within ten working days on all development applications

- required dedication of avigation easements to the county for subdivision approval and building permit issuance
- required sound attenuation of buildings with the level of sound protection based on noise exposure
- required disclosure for real estate transfers
- discouragement of property re-zonings that result in increased residential densities

The AIPD-2 district does not reduce the existing maximum densities set by the underlying zoning of the affected parcels.

The dedicated avigation easement required in AIPD-1 and AIPD-2 allows property owners to develop land in accordance with the applicable zoning district. However, the military bases receive a clear property right to maintain flight operations over the property. The easement runs in perpetuity with the deed to the property.

See the Technical Appendix for a sample avigation easement.

**AIPD Interpretation**

With the exception of AIPD 1-B, density limits established in the AIPD-1 are absolute, meaning that the minimum size of any lot is the inverse of the maximum permitted density. For example, when the maximum density is three dwelling units per acre, the minimum lot size is one-third of an acre.

All existing land uses that do not conform to the new density and land use regulations of the AIPD-1 will continue as legal, non-conforming uses.

For purposes of regulating parcels split by the AIPD lines, only that portion of a parcel that falls within the AIPD shall be subject to the conditions of the AIPD.

The Implementation Section contains additional detail on action items related to this strategy.

**NAS Pensacola**

As shown in Figure 31, the AIPD-1 boundary connects the outermost lines of the APZs at NASP. The district encloses land between the APZs and the fenceline of NASP. This AIPD-1 consists of:

*Clear Zones* as identified by the current AICUZ

*APZ 1* as identified by the current AICUZ

*APZ 2* as identified by the current AICUZ

**Area A:** an area of special concern between the west and north runways that abuts the NASP property line and also includes a portion of APZ 2 south of Bayou Grande

**Area B:** an area that does not fall under a current APZ or noise contour, but is close enough to the installation to affect military airfield operations; Area B is west of NASP between the base boundary and the southerly curve of APZs 1 and 2

The residential densities recommended in the NASP AIPD-1 District are shown in Figure 30.

The residential densities listed refer only to single-family detached houses. The JLUS recommends no attached, multi-family units in any area of AIPD-1. If at any time, Trout Point becomes available for development, the density shall be no more than three dwelling units per acre.

**Figure 30. Recommended Maximum Residential Densities, NASP**

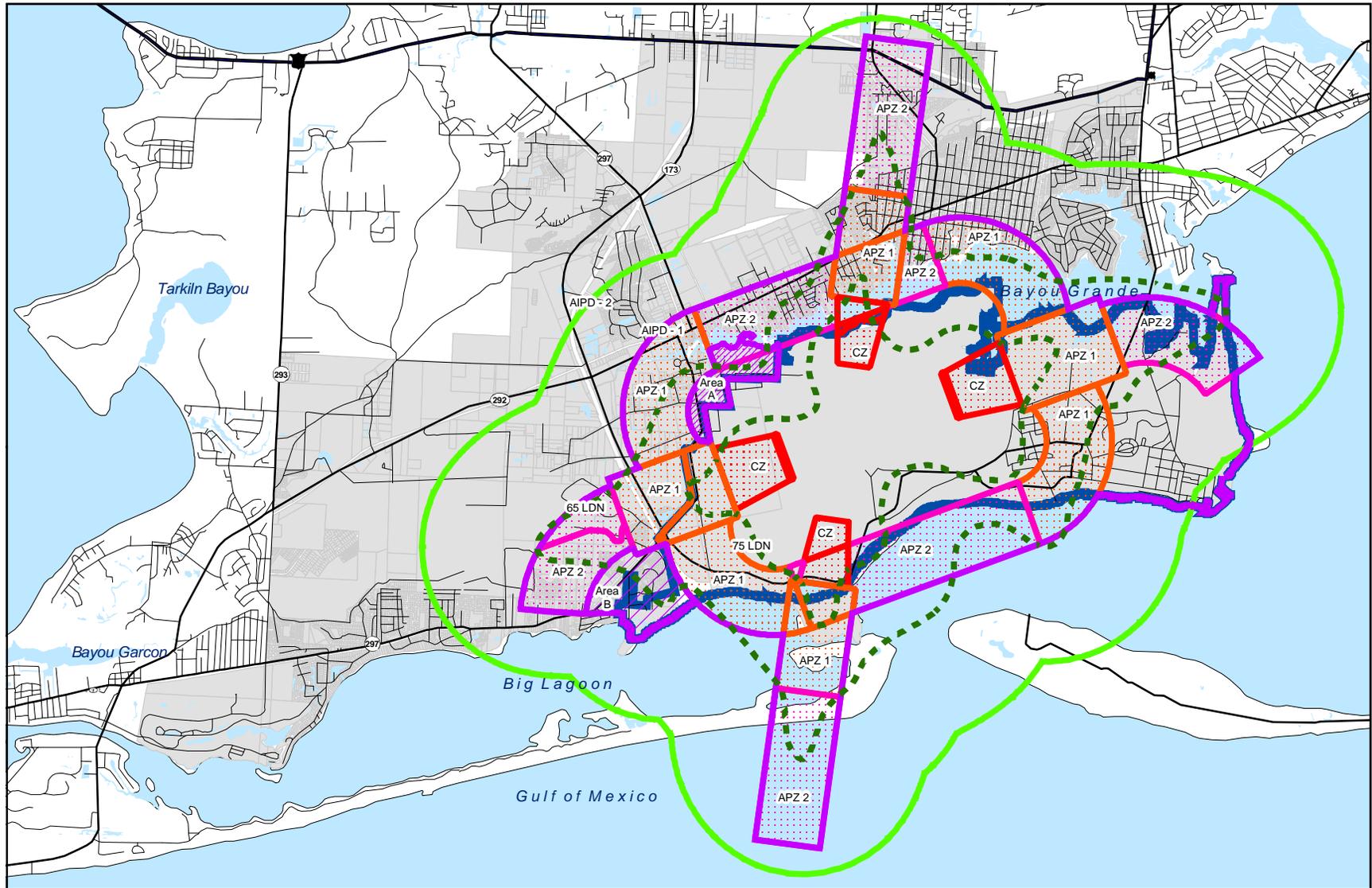
AIPD-1 Component	Maximum Residential Density (dwelling units per acre)
Clear Zone	0
APZ 1 immediately in line with north and west runways	0
APZ 1 (all other APZ 1)	0.4 (1 DU per 2.5 acres)
APZ 2 immediately in line with Sherman Field north and west runways	2
APZ 2 (all other APZ 2)	3
Area A	0 (Recreation and certain commercial allowed)
Area B	3

Though the AIPD-1 restricts the density of single-family housing to maintain the safety of both residents and military airfield operations, the district permits a variety of other recreational, agricultural, manufacturing, service, trade, and industrial uses in accordance with OPNAV regulations. AIPD-1 should not, however, contain any land uses, such as schools, churches or hospitals, which concentrate people in a compact area.

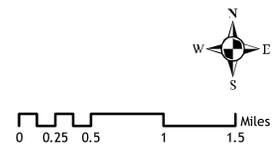
The AIPD-2 boundary (see Figure 31) is a one mile buffer drawn from the 65 L<sub>dn</sub> noise contour of NASP. Parcels that fall between the AIPD-1 and AIPD-2 boundary lines are subject to the conditions identified previously.

Navy officials have stated that since the AIPD-2 boundary is based on a noise contour line, NASP would commit to an update of its existing AICUZ boundaries.

The county may also explore the possibility of petitioning the governor to designate AIPD 1-A as an area of critical state concern.



- |                              |                        |                    |
|------------------------------|------------------------|--------------------|
| NAS Pensacola Noise Contours | AIPD - 1, Area B       | Interstate         |
| Accident Potential Zone - 1  | AIPD - 2               | U.S. Highway       |
| Accident Potential Zone - 2  | NAS Pensacola Boundary | State/County/Local |
| Clear Zone                   | Study Area Parcels     |                    |
| AIPD - 1                     | Water Body             |                    |
| AIPD - 1, Area A             |                        |                    |



**NOLF Saufley**

As shown in Figure 33, the AIPD-1 boundary connects the outermost lines of the existing APZs at NOLF Saufley. The district encloses land between the APZs and the fenceline of the installation.

This AIPD-1 consists of:

*Clear Zones* as identified by the current AICUZ

*APZ 1* as identified by the current AICUZ

*APZ 2* as identified by the current AICUZ

*Area B*: an area that does not fall under a current APZ or noise contour, but is close enough to the installation to affect airfield operations; Area B includes land north, east, south and west of the NOLF Saufley site boundary.

The residential densities recommended in the NOLF Saufley AIPD-1 District are as follows:

**Figure 32. Recommended Maximum Residential Densities, NOLF Saufley**

AIPD-1 Component	Maximum Residential Density (dwelling units per acre)
Clear Zone	0
APZ 1	0.4 (1 DU per 2.5 acres)
APZ 2	3
Area B	3

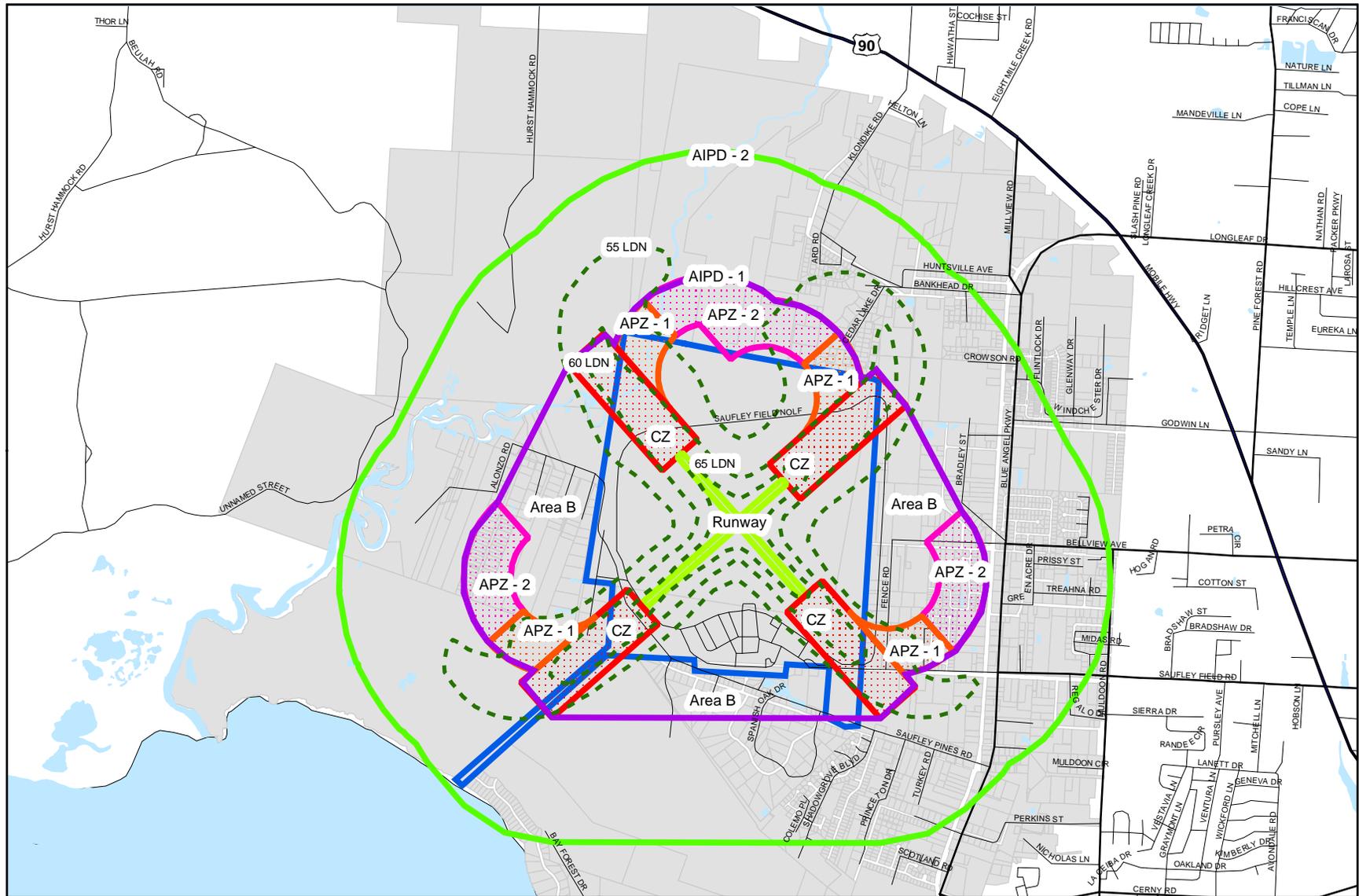
The residential densities listed in Figure 32 refer only to single-family detached houses. The JLUS recommends no attached, multi-family units in any area of AIPD-1.

Though the AIPD-1 restricts the density of single-family housing to maintain the safety of both residents and airfield operations, the district permits a variety of other recreational, agricultural, manufacturing, service, trade, and industrial uses in accordance

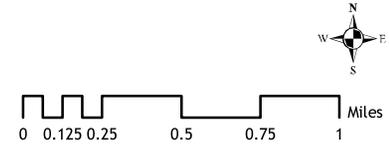
with OPNAV regulations. AIPD-1 should not, however, contain any land uses, such as schools, churches or hospitals, which concentrate people in a compact area.

The AIPD-2 boundary (see Figure 33) is a .5-mile buffer drawn from the AIPD-1 boundary of NOLF Saufley. Parcels that fall between the AIPD-1 and AIPD-2 lines are subject to the conditions identified earlier.

Both the AIPD-1 and AIPD-2 boundaries at NOLF Saufley are designed to accommodate the specific operational characteristics of the installation. Though NOLF Saufley does not have the severe noise issues of NASP, installation operations produce a repetitive series of "touch and go" aircraft patterns that expose nearby households to consistent, lower-level noise.



- - - Saufley Noise Contours
- Accident Potential Zone - 1
- Accident Potential Zone - 2
- Clear Zone
- Runway
- AIPD - 1
- AIPD - 2
- Interstate
- U.S. Highway
- State/County/Local
- NOLF Saufley Boundary
- Water Body
- Study Area Parcels



**NOLF Site 8**

As shown in Figure 35, the AIPD-1 boundary of NOLF Site 8 is 1,000 feet from the installation boundary.

This AIPD-1 has one specially designated area:

*Area B*: areas that fall within 1,000 feet or less of the Site 8 fenceline.

Due to the flight characteristics of the helicopters using the landing field, the clear zones and accident potential zones are wholly contained within the boundary of Site 8.

The residential densities recommended in the NOLF Site 8 AIPD-1 District are as follows:

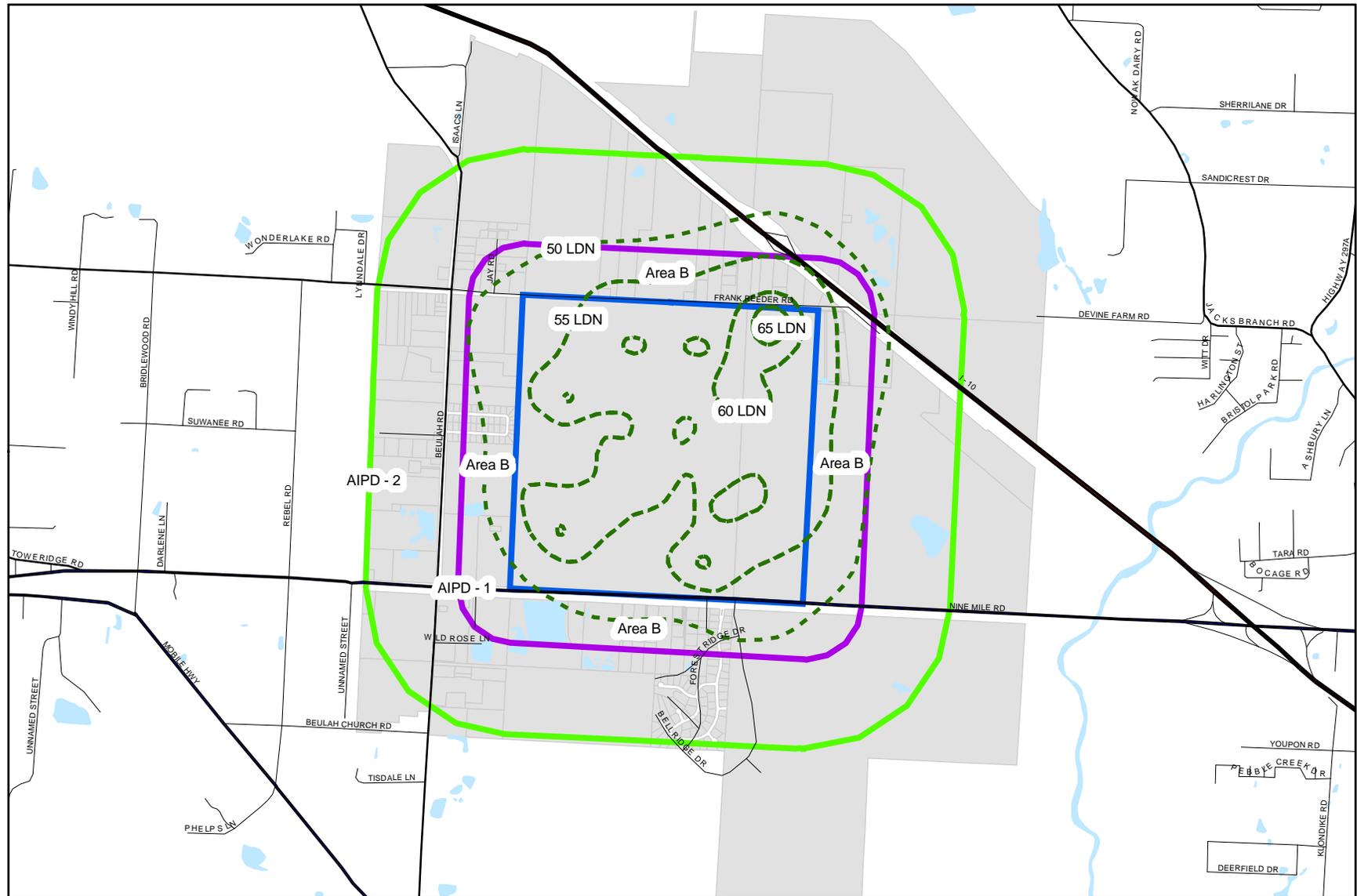
**Figure 34. Recommended Maximum Residential Densities, NOLF Site 8**

AIPD-1 Component	Maximum Residential Density (dwelling units per acre)
Area B	3

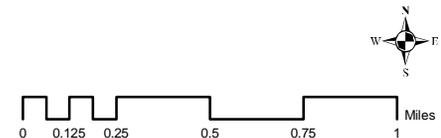
The residential densities listed in Figure 34 refer only to single-family detached houses. The JLUS recommends no attached, multi-family units in any area of AIPD-1.

Though the AIPD-1 restricts the density of single-family housing to maintain the safety of both residents and military airfield operations, the district permits a variety of other recreational, agricultural, manufacturing, service, trade, and industrial uses in accordance with OPNAV regulations. AIPD-1 should not, however, contain any land uses, such as schools, churches or hospitals, which concentrate people in a compact area.

The AIPD-2 boundary (see Figure 35) is a .5-mile buffer drawn from the NOLF Site 8 boundary. Parcels that fall between the AIPD-1 and AIPD-2 boundary lines are subject to the conditions identified earlier.



- ▬ AIPD - 1
- ▬ AIPD - 2
- - - NOLF Site 8 Noise Contours
- Study Area Parcels
- ▬ Interstate
- ▬ U.S. Highway
- ▬ State/County/Local
- ▬ NOLF Site 8 Boundary
- ▬ Water Body



## 5.2 Comprehensive Plan

The county Comprehensive Plan contains some policy language related to land use compatibility around the airfields. The JLUS, however, recommends that the county revise existing policy language to reflect JLUS recommendations.

The Comprehensive Plan is critical because it sets community goals and objectives, creates a framework for actions to implement JLUS recommendations, and lays the legal groundwork for any newly adopted tools.

The JLUS recommends that OBJECTIVE 8.E.2: NAVAL AVIATION FACILITIES DEVELOPMENT COMPATIBILITY and subsequent policies of the Escambia County Comprehensive Plan be revised to emphasize the following elements:

- Protection of the public health, safety, and welfare as the primary objective of land use planning around the airfields
- Mandatory referral to the local Naval installation commander of all development applications filed within the Airfield Influence Planning Districts for the Navy’s review and comment
- Use of Airfield Influence Planning Districts around the airfields to promote an orderly transition and rational organization of land uses, protect the health, safety and welfare of the public, and maintain military missions
- General revisions of existing policy text to include reference to Airfield influence Planning Districts (current policies refer more narrowly to the existing AICUZ)
- Implementation of the JLUS as a guide for land use decisions and promotion of land use compatibility
- Coordination with Escambia County Utilities Authority, Florida Department of Transportation, and other utilities to

review the possible growth-inducing impacts of service extension into the Airfield Influence Planning Districts

- General goals for the future acquisition of land, including the ability to achieve the complementary goals of encroachment reduction, environmental protection and open space (or agricultural) preservation
- Reference to any other new tools used to promote compatibility, such as transfer of development rights

As a related measure, the county may also revise the future land use map to identify compatible land use categories (very low density residential, open space and recreation, and some commercial and industrial uses) for parcels within the Airfield Influence Planning Districts.

**5.3 Real Estate Disclosure**

A Real Estate Disclosure Ordinance is a critical tool that protects developers, property owners, and renters by informing them of potential hazards or nuisances associated with property near active airfields. Disclosure also protects the county and the Navy from noise complaints or threats of suit from residents who have been informed of airfield impacts.

Escambia County currently has a Real Estate Disclosure Ordinance. A weakness of the ordinance, however, is that the disclosure comes late in the real estate process when prospective purchasers have less flexibility to withdraw from the negotiating process. Also, the ordinance only requires disclosure in the existing AICUZ boundaries.

The JLUS recommends revisions to the existing Real Estate Disclosure Ordinance, emphasizing the following elements:

- required disclosure for a broader area (anywhere within the established Airport Influence Planning Districts 1 and 2) around the three airfields
- required disclosure with all listing agreements, sales and rental contracts, subdivision plats, and any individual marketing materials, such as brochures
- required disclosure as soon as practicable before execution of the contract, i.e., before the making or acceptance of an offer

Please see the Technical Appendix for recommended text revisions to Sec. 58-2. Airport environs real estate sales disclosure.

**5.4 Searchable, Web Information System**

As an additional public education strategy, the JLUS recommends use of an interactive web page that can be accessed through the county website.

The web page would allow anyone to search for parcels on a county map or through a search engine with fields for street name, property owner name, or parcel number. Once the parcel is selected, the website then displays property-specific information, including presence in an Airfield Influence Planning District. The web page could also link people to additional informational sources, including the JLUS program, county zoning, Navy sites, a real estate disclosure form, and aviation easement form.

### 5.5 Transfer of Development Rights

A transfer of development rights (TDR) program separates the right to build from a particular parcel of land and sells it to another parcel of land. No development occurs at the parcel that sells the right to build (the *sending parcel*) and extra development occurs at the parcel that purchases the right to build (the *receiving parcel*). This transaction takes place voluntarily in the free market. The TDR offers a flexible tool for shifting growth away from land near the airfields toward land with fewer development constraints.

Florida legislation enables local jurisdictions to implement TDR programs (See Fla. Stat. § 163.3202). To permit TDR between private property owners the county would have to adopt an ordinance with the following basic elements:

- clearly stated government interest in health, safety, and welfare
- direct link to the comprehensive plan
- designated “Sending Areas,” as identified in the Comprehensive Plan (e.g., property inside the Airfield Influence Planning District)
- designated “Receiving Areas,” as identified in the Comprehensive Plan (e.g., designated mixed use areas in other portions of the county)
- a system to track who has the right to buy and sell development rights
- a legal process for the transfer, including a transfer of development rights bank to facilitate the sale and purchase of development rights
- a record keeping process to track ownership of development rights after their transfer

- strict limitations on the amount of development permitted in Receiving Areas without the purchase of development rights; if developers in Receiving Areas can acquire the right to develop at high densities through variances or exemptions, then there will be no incentive to purchase development rights
- rezoning of the sending property to whatever rights remained on the property - e.g., very low density residential, open space/park space

As currently written, the Escambia County zoning code offers relatively few opportunities for the use of a voluntary system of development rights purchases. In almost all cases, developers do not build in excess of permitted maximum densities, thus reducing the incentive to buy any additional development rights. However, the JLUS recommends that TDR be viewed as a possible long-term strategy for achieving encroachment reduction, particularly as supportive market conditions or new zoning regulations emerge.

### 5.6 Land Acquisition Program

With this strategy, the county allocates a dedicated source of funds to acquire the development rights or outright purchase select lands for public purposes.

The land acquisition program can serve multiple, complementary goals, including the protection of the environment, maintenance of agriculture, conservation of quality open spaces, and the elimination of lands near airfields from the development market.

With the purchase of development rights, land ownership remains private and land owners may continue use of the land for activities that do not require development, such as farming or recreation. The county or a partnering non-profit agency holds the conservation easement, which restricts development on the land in perpetuity.

Under fee simple purchases, the county would receive ownership of the lands and may also assume management responsibilities. Once transferred, the property is no longer on the county tax role.

Florida has approximately two dozen counties using a wide variety of financing methods to acquire lands for public purposes. Communities typically finance programs through a General Obligation Bond.

A proposal for a county-wide land acquisition program in Escambia County would first require approval by referendum. Once passed, the county would then adopt an ordinance to enable land acquisition and develop a Land Acquisition Manual that lays out the goals of the acquisition process, criteria for the purchase of lands, and evaluation methods.

A typical acquisition process includes an advertised nomination cycle, followed by the ranking of nominated properties conducted by a specially designated committee. Planning staff then advises the Board of County Commissioners of the committee rankings and the BCC selects prospective acquisitions. A survey, environmental analysis and two appraisals are done for each selected property. The private property owner then accepts or declines the offer.

As a note of caution, the Department of Defense advises that the acquisition of property in fee or less than fee should be a last priority unless the property is deemed critical to the protection of the public health, safety and welfare and maintenance of military operations. In most cases, other regulatory tools should be explored as a first measure. Any county land acquisition program must be firmly grounded in very specific and well-tailored public need, so that it does not become a vehicle solely for private property compensation.

**Other Acquisition Opportunities**

In 2002, Congressional legislation (Agreements to Limit Encroachments and Other Constraints on Military Training, Testing, and Operations) granted new authority to the US Department of Defense to partner with local governments and conservation organizations. The DoD may use this authority to assist in acquiring land near military bases when both the protection of the environment and the military mission can be met.

Adoption of the final JLUS document is not the end of the planning process for Escambia County or the Navy. This document identifies specific actions that the county, Navy, and other community partners can take now to promote land use compatibility around military airfields. The most critical outcome of JLUS, however, is the organizational framework for making technically sound, community-based, and collaborative planning decisions in the years ahead.

As a first step after report adoption, the Policy Committee should form a permanent advisory board or commission to oversee implementation activities.

JLUS recommends the following action items as part of the implementation phase.

**Figure 36. Recommended Implementation Actions**

Strategy	Specific Tasks	Responsible Agencies
Airport Influence Planning District	<ul style="list-style-type: none"> <li>▪ create a new ordinance to replace existing airport environs ordinance</li> <li>▪ conduct a series of public workshops to inform the public about regulations, build support, and gather input</li> </ul>	<ul style="list-style-type: none"> <li>▪ Growth Management Department</li> <li>▪ NASP and NAS Whiting Field officials</li> <li>▪ Other county departments as necessary</li> </ul>
Revise Comprehensive Plan	<ul style="list-style-type: none"> <li>▪ draft revised language</li> <li>▪ conduct public hearing process as required</li> </ul>	<ul style="list-style-type: none"> <li>▪ Growth Management Department</li> </ul>
Strengthen Real Estate Disclosure Ordinance	<ul style="list-style-type: none"> <li>▪ circulate recommended JLUS language</li> <li>▪ revise ordinance as necessary</li> </ul>	<ul style="list-style-type: none"> <li>▪ Growth Management Department</li> </ul>
Develop Searchable Web-Based Information System	<ul style="list-style-type: none"> <li>▪ digitize property and zoning data</li> <li>▪ design and program site</li> <li>▪ test, debug and post site</li> </ul>	<ul style="list-style-type: none"> <li>▪ Information Resources Department</li> <li>▪ Growth Management Department</li> <li>▪ Property Appraiser</li> </ul>
Transfer of Development Rights	<ul style="list-style-type: none"> <li>▪ Review opportunities to implement TDR</li> </ul>	<ul style="list-style-type: none"> <li>▪ Growth Management Department</li> </ul>
Land Acquisition Program	<ul style="list-style-type: none"> <li>▪ Identify opportunities to develop land acquisition program</li> </ul>	<ul style="list-style-type: none"> <li>▪ Neighborhood/Env Services</li> <li>▪ Growth Management Department</li> </ul>