

2011

Monday, July 25 through Friday, July 29, 2011  
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# *Moving Beyond Joint Land Use Study Recommendations*

## ***Naval Support Activity - Panama City Bay County, Florida***

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Principal Planner  
Bay County Development Services***

***Dept.  
Tuesday, July 26 2011***

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## Introduction and Outline

- **Bay County**
- **Naval Support Activity Panama City**
- **Joint Land Use Study (JLUS) process**
- **JLUS Implementation Process**

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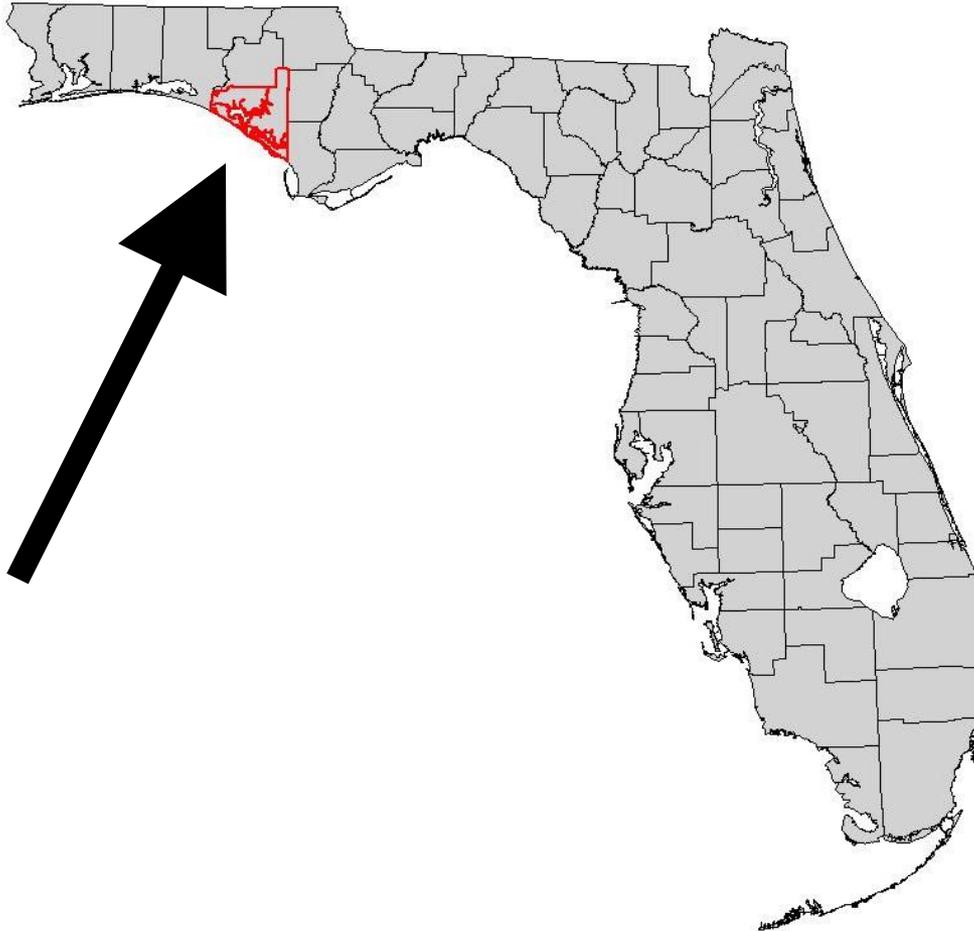
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## Bay County – Florida



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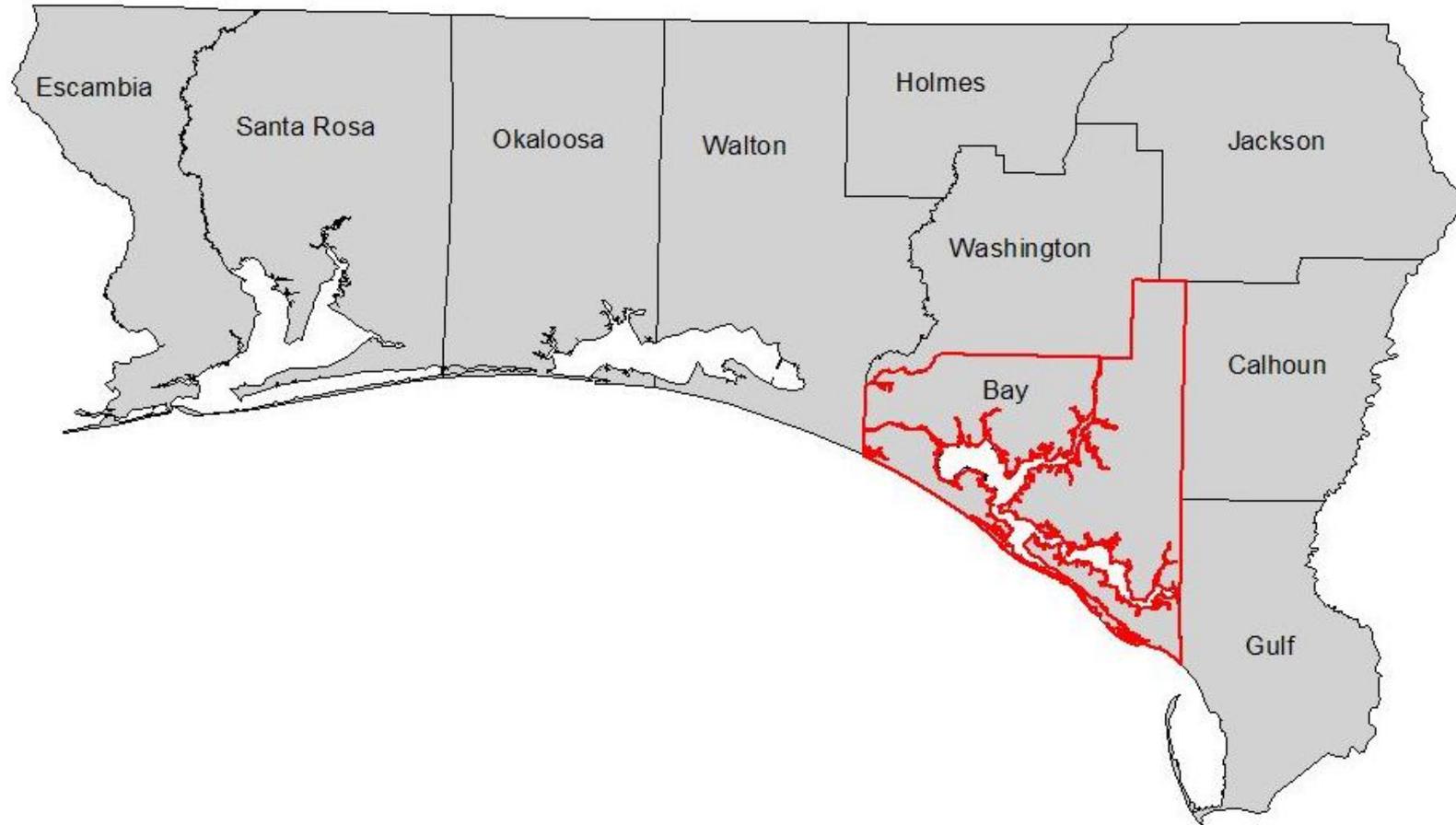
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## Northwest Florida



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## Bay County Area P

- 27 miles of Coastline
- 764 Square Miles of Land
- 270 Square Miles of Water
- 320 days of sunshine!
- Tourism creates 14,000 local jobs and 1.5 billion.
- Military Bases are two largest employers in County



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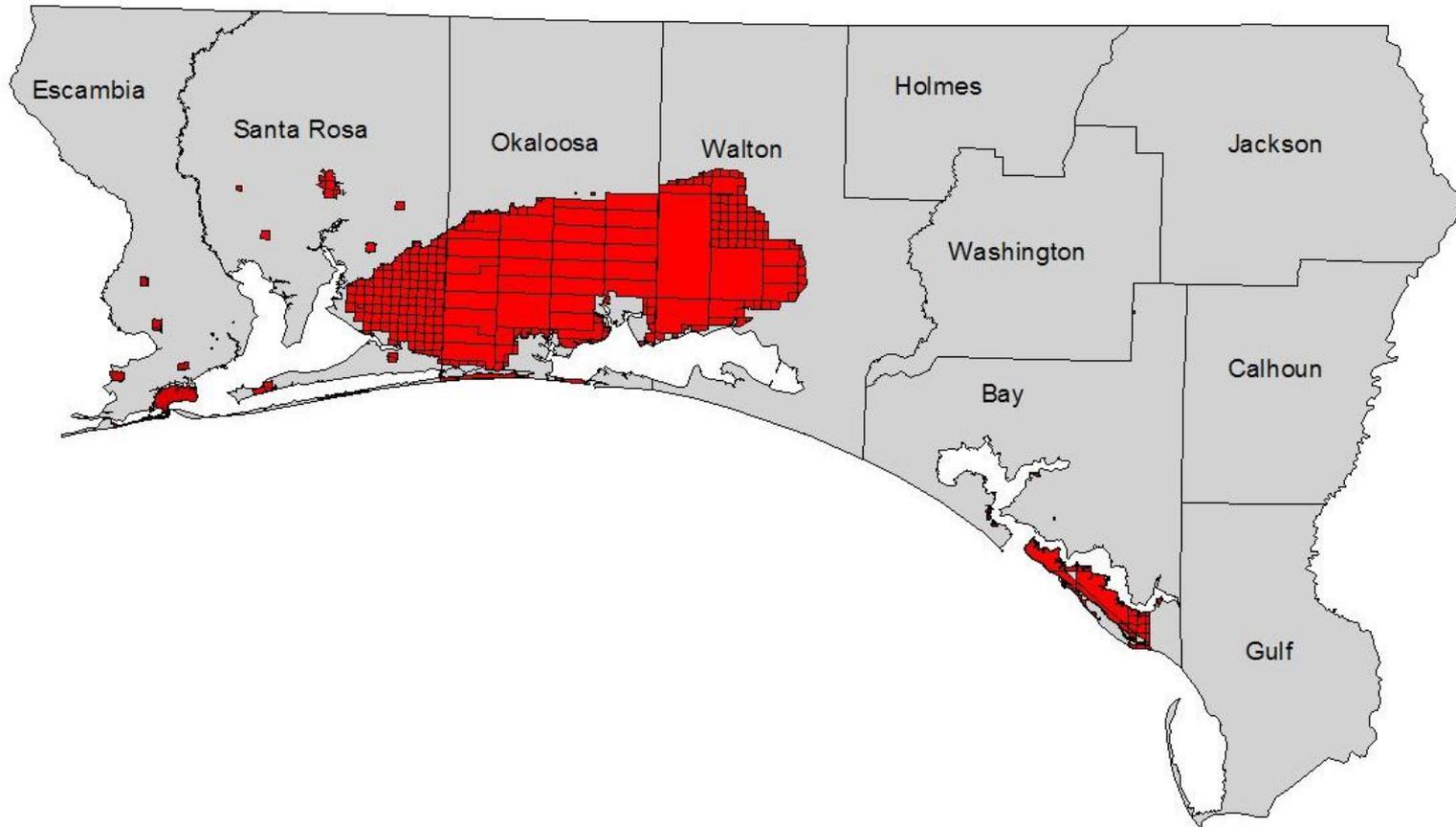
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# Military Installations in Northwest Florida



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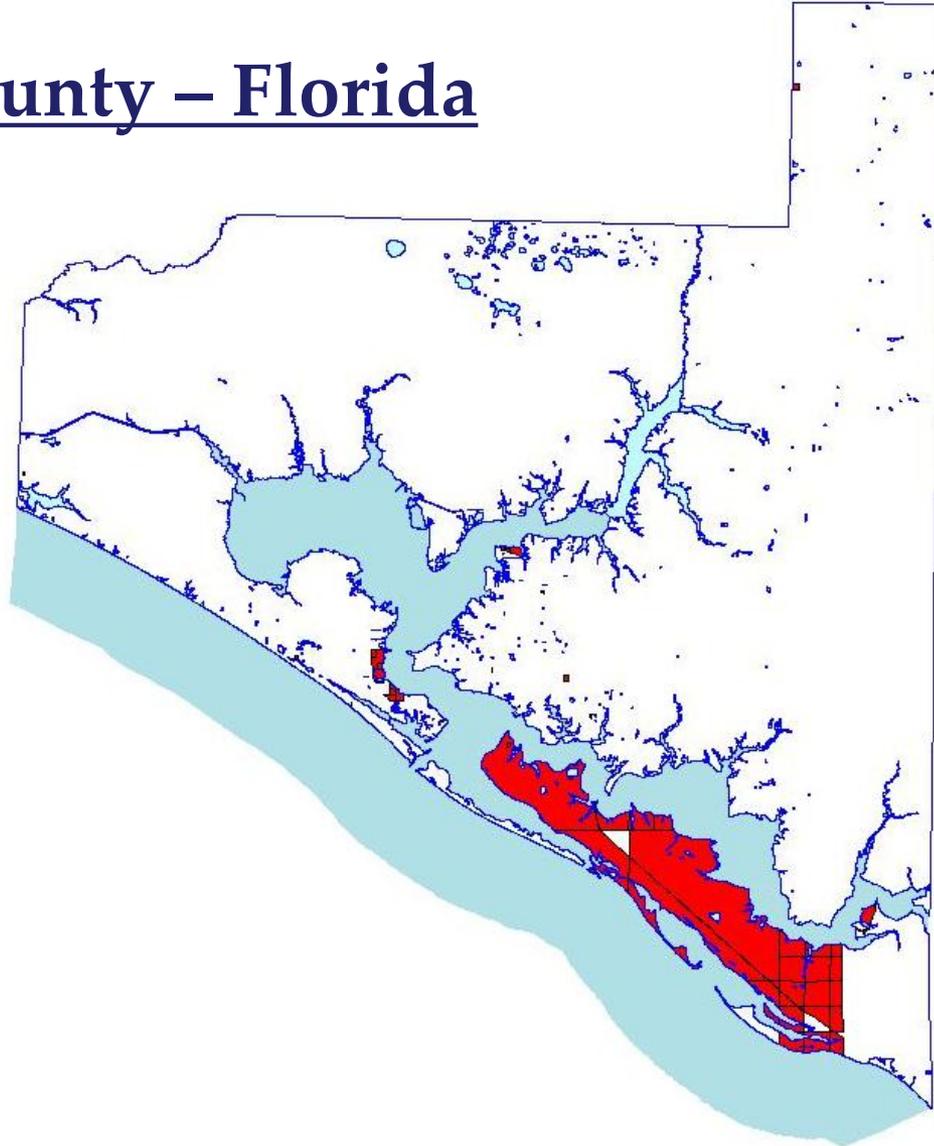
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## Bay County – Florida





## Bay County Population Profile

- **Population: 169,000**
  - **Panama City – 36,484**
  - **Panama City Beach – 12,018**
  - **Lynn Haven – 18,493**
  - **Callaway – 14,405**
  - **3 other small incorporated towns/cities – 14,000**
  - **Unincorporated Area – 73,160**

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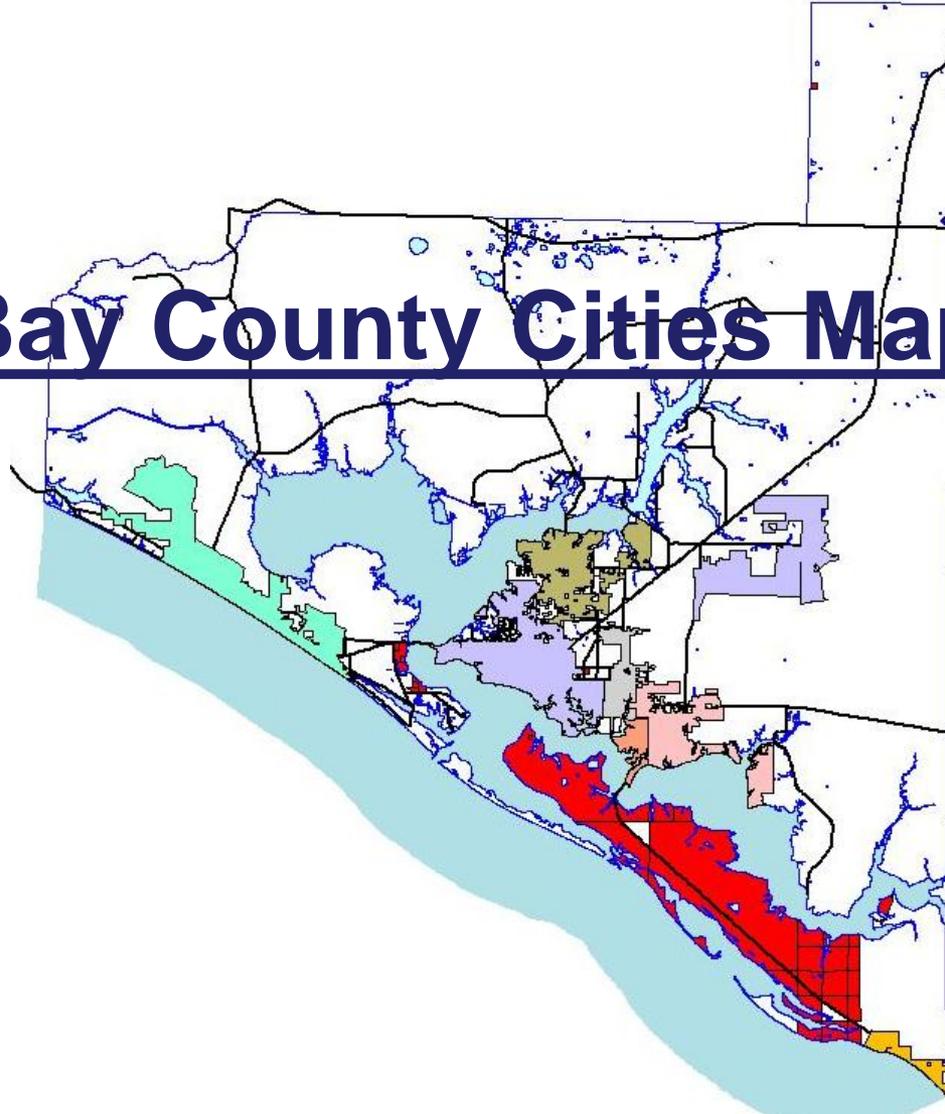
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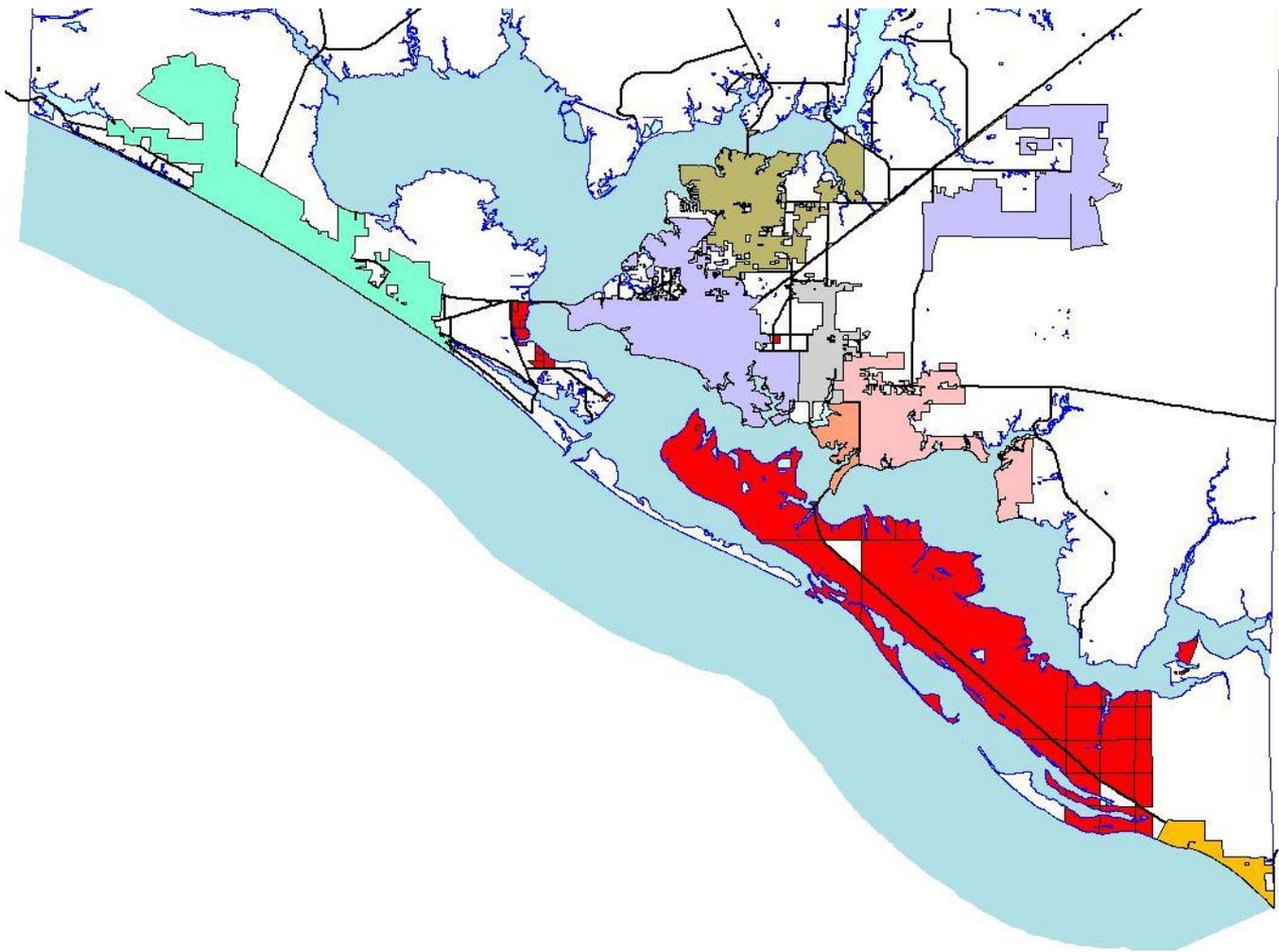


# Bay County Cities Map



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## Naval Support Activity Panama City Profile

- 657 acres
- Hosts 13 tenant commands
  - Conduct various activities of marine and littoral warfare
- Premier dive training and littoral warfare center for divers from all branches of the U.S. military
  - Waters in around the area provide rough and calm water training
- LCAC (Landing Craft Air Cushion) missions



## Naval Support Activity Panama City Profile

- Major Tenant Commands
  - Naval Surface Warfare Center
    - Largest tenant
    - Premier naval systems laboratory for the DOD
    - RDT & E on mines, mine warfare, underseas countermeasures, diving and life support systems, and littoral warfare
    - Pursues scientific disciplines in optics, robotics, and acoustics



## Naval Support Activity Panama City Profile

- Major Tenant Commands
  - Naval Experimental Diving Unit
    - 120 working personnel
    - Test and evaluate diving, hyperbaric, and other life support systems
    - Work with explosive ordinance disposal, diving medicine, salvage and saturation diving
    - Provide technical advice to the Naval Sea Systems Command

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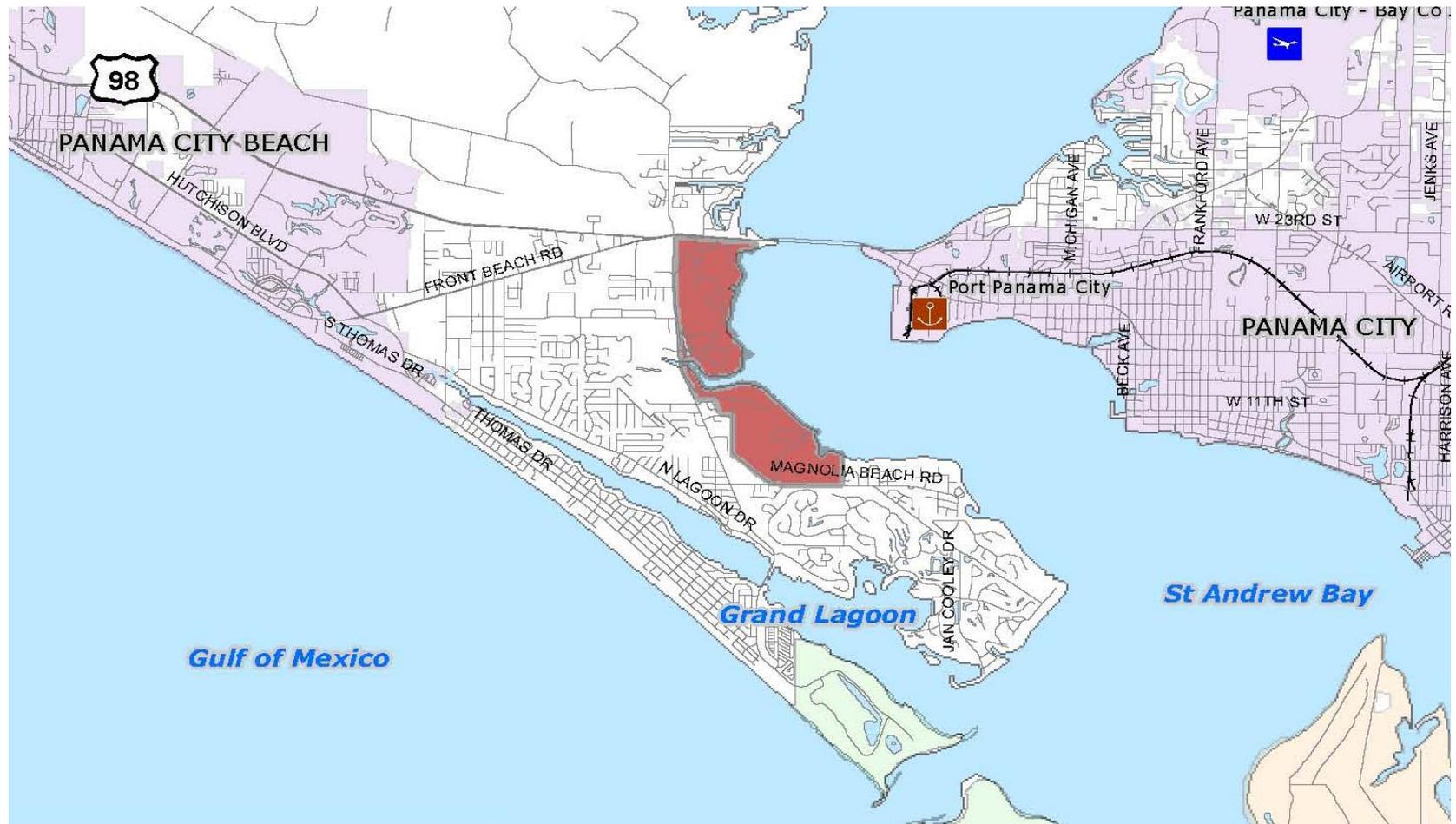
## Naval Support Activity Panama City Profile

- Major Tenant Commands
  - Naval Diving and Salvage Center
    - Trains all U.S. military divers for the Navy, Army, Air Force, Coast Guard, and Marine Corps Combatant Divers
    - Teach submarine rescue, underwater construction, demolition, ship salvage, explosive ordinance disposal
    - 300 students at a time – working a throughput of 1,600 students

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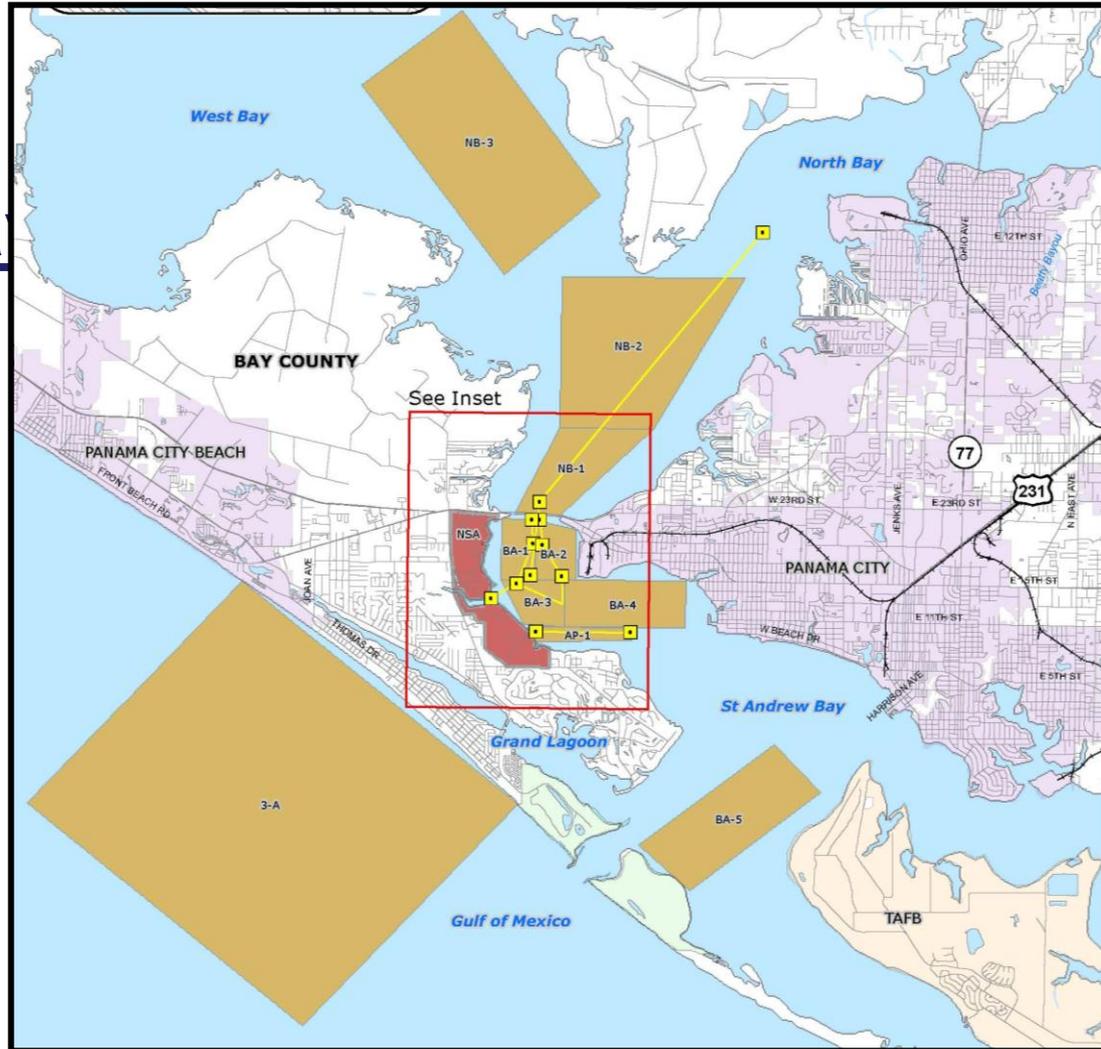
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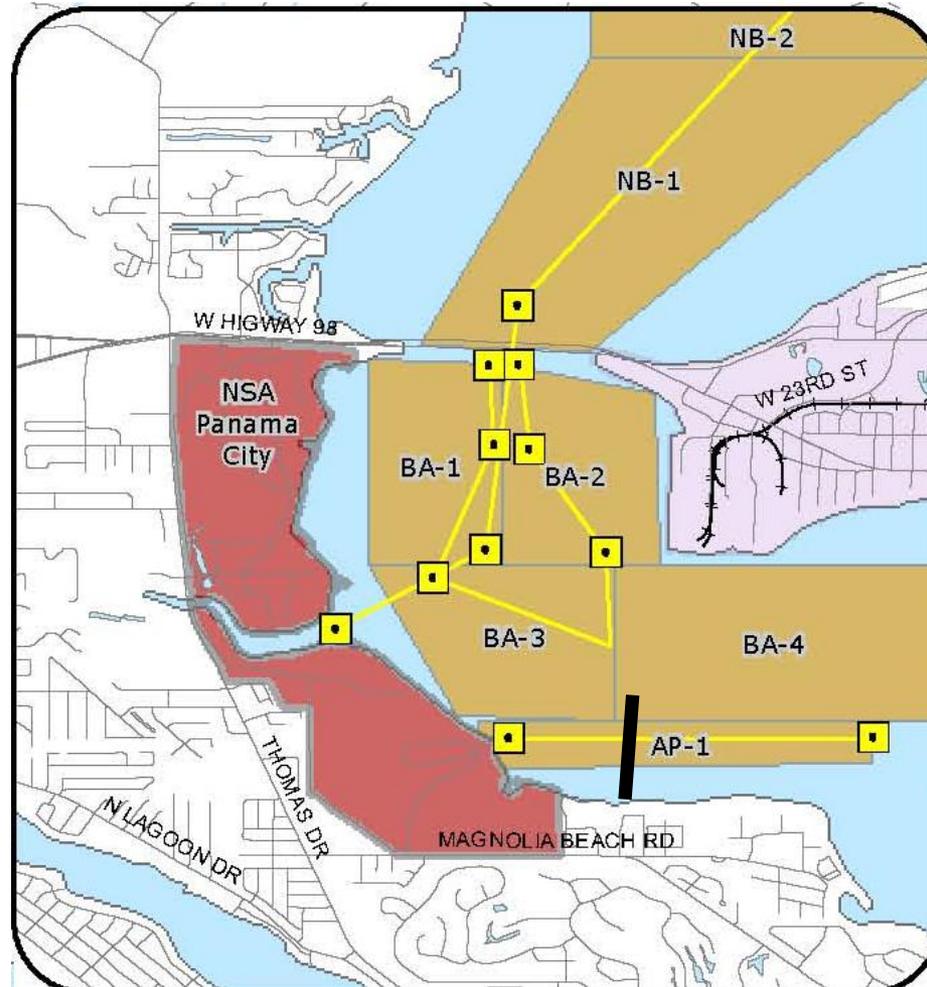
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# Naval Support Activity Training Areas



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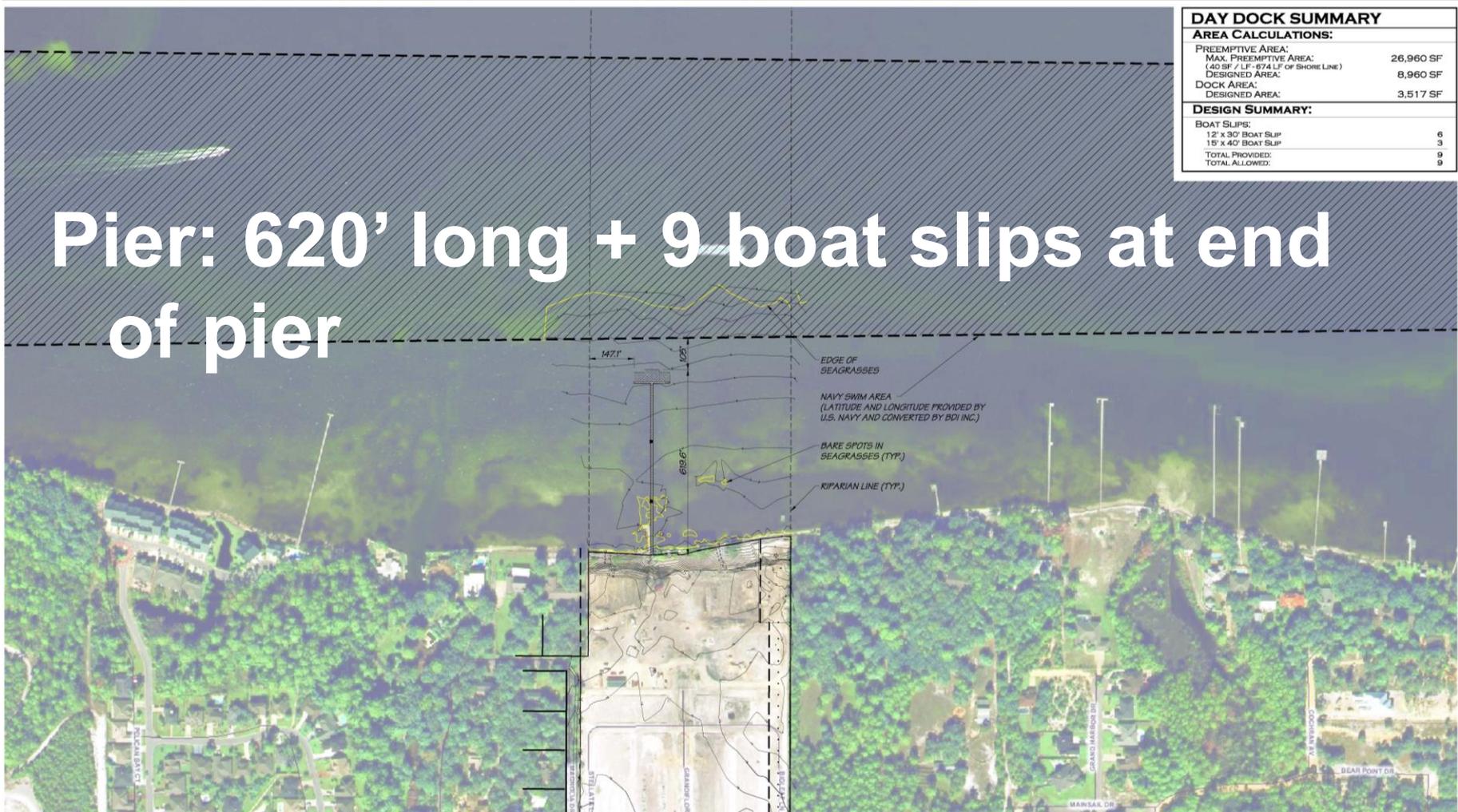


# Naval Support Activity Training Areas

Pier: 620' long + 9 boat slips at end of pier

### DAY DOCK SUMMARY

AREA CALCULATIONS:	
PREEMPTIVE AREA:	
MAX. PREEMPTIVE AREA: (40 SF / LF - 674 LF OF SHORE LINE)	26,960 SF
DESIGNED AREA:	8,960 SF
DOCK AREA:	
DESIGNED AREA:	3,517 SF
DESIGN SUMMARY:	
BOAT SLIPS:	
12' x 30' BOAT SLIP	6
18' x 40' BOAT SLIP	3
TOTAL PROVIDED:	9
TOTAL ALLOWED:	9



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## Docks/Piers Problem

- Navy has 10 near shore open water operation areas
- AP-1 Training Area – 2000 yard swimming/insertion area and nearby recompression chamber.
- County only issues building permits for docks
- Dock and Pier were not included in original development
- Department of Environmental Protection permits docks and piers
- Army Corps of Engineers assists in permitting process when it involves navigable waterways.
- Navy was allowed to comment on Army Corps permit.

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## Docks/Piers Problem - Navy

- Any proposed structure that is within 100 feet of the diver training areas is a serious safety concern for personnel
- Potential precedence of permitting a structure of this size and scope could lead to similar future structures adjacent to training areas leading to an increase in boat traffic and potential safety concerns
- Mini-Marina can cause seagrass and water clarity problems – both vital to Navy Training

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## Docks/Piers Problem - Navy

- Pier never was constructed - Market forces/design problems
- Navy worked immediately to get the training areas federally designated as U.S. Navy Restricted Areas.
  - This ensures safety of both military and the public when training sessions are being conducted.
  - Safety vessels are used in the military operation areas to notify the public and define the securitized area that is temporarily unavailable for public use.
- Similar issues could still pose problems – Navy and County worked with OEA/DOD on starting a JLUS

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## Why a JLUS?

- **Joint Land Use Study:**
  - Enhances the communication and coordination between the military and surrounding jurisdictions
  - Outlines policies and regulations to address geographically specific compatibility issues
  - Balances compatibility issues and property rights

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## **Bay County - Naval Support Activity** **Panama City JLUS**

- Approved in 2008
- Started in December of 2008
- Finished in November of 2009
- Partnered with Bay County, Panama City, and Panama City Beach
- Policy Committee made up of elected officials, base commanders, and local military leaders
- Technical Committee made up of city planners,

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# JLUS Visioning

## Process/Compatibility Factors

- JLUS staff and general public created a map/list of 24 local compatibility factors ranging from:
  - Safety Zones (Dock Problem)
  - Vertical Obstructions
  - Land Use Incompatibility
  - Frequency Spectrum
  - Interagency Coordination
  - Public Trespassing

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## Bay County – NSA-PC Final JLUS Report

- Information Brochure
- Maps/GIS Shapefiles
- Final Report
- **A set of 51 Recommended Strategies that:**
  - Enhances the communication and coordination between the military and surrounding jurisdictions
  - Outlines policies and regulations that address specific compatibility issues
  - Are limited to new development / redevelopment

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## Bay County – NSA-PC JLUS Implementation

- **Started in November 2009 as soon as JLUS was complete**
- **Adopted quick fixes into Comprehensive Plan in December of 2010**
- **Divided important Implementation tasks into three phases**

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## Recommended Strategy

### Establish a JLUS Implementation Board/Committee

- To monitor the progress of policies, programs, strategies, and projects that are recommended in the Bay County JLUS.
- The JLUS Policy Committee agreed to continue to serve as the Implementation Committee

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## Bay County – NSA-PC JLUS Implementation

- **Completed First Phase of Implementation in June of 2011**
  - **Proposed Line of Sight Anti-Terrorism Force Protection and Communication Pathway Corridor Height Limitations to Planning Commission in July of 2011**

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## Bay County – NSA-PC JLUS Implementation

- **Finalized Second Phase of Implementation in April of 2011**
  - **Focuses on a communication plan, zoning structures in water, business registrations program, and a frequency ordinance**



## Land Use Issue: **Comprehensive Plan**

**Strategy: Develop Comprehensive Plan Policies to be included in the Bay County, Panama City, and Panama City Beach Comprehensive Plans. Policies should include provisions for:**

- The establishment of the MIOD
  - Notification to NSA PC for new developments within the MIOD
  - The development of regulations to protect the missions at NSA PC
- Adopted in Bay County Comprehensive Plan in December of 2010



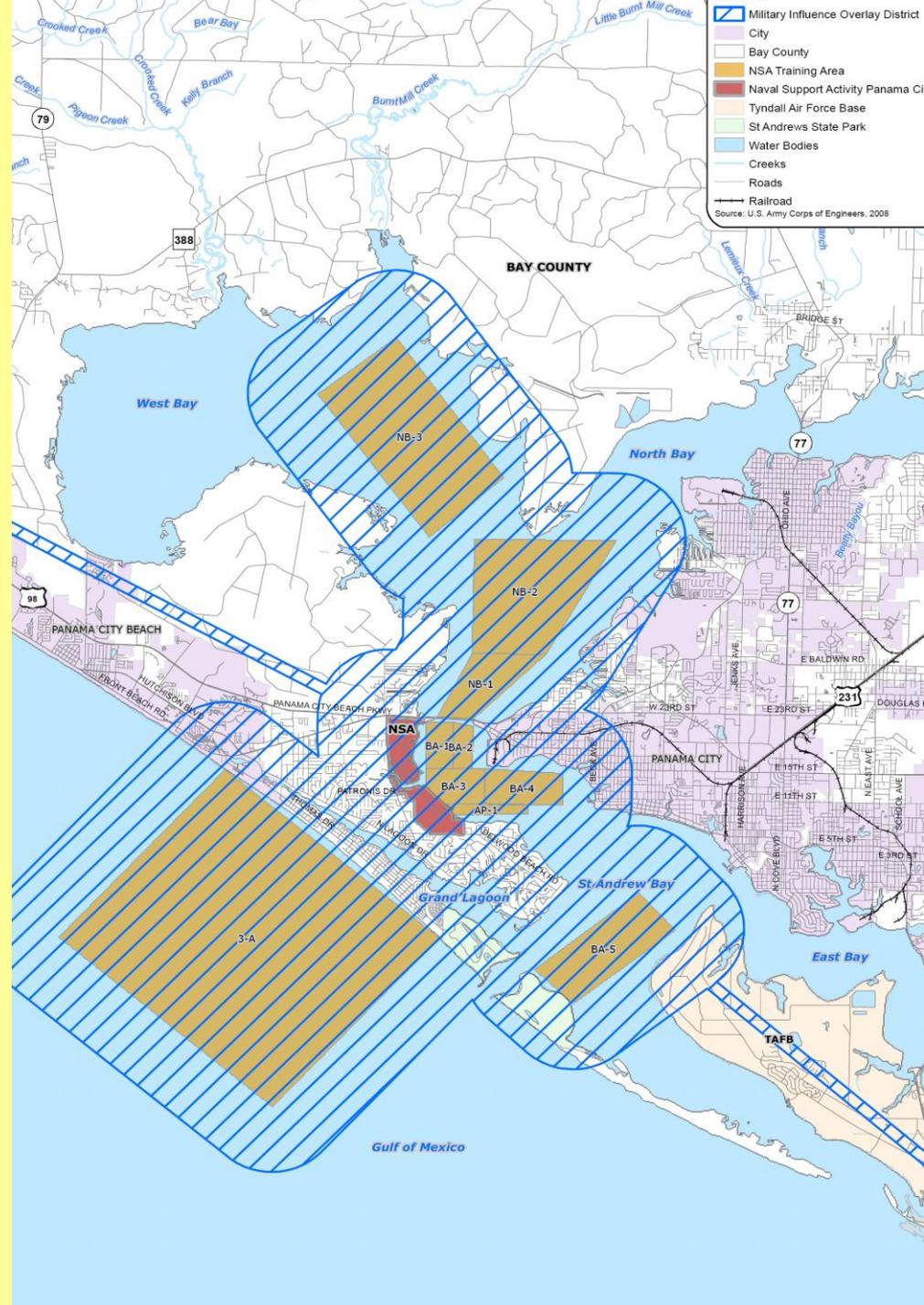
## Recommended Strategy

### Develop a Military Influence Overlay Zoning District (MIOD)

- MIOD Geographic area defined by:
  - **4 Military Influence Areas (MIA)**
    - Land Use & AT/FP MIA
    - Land Use / Water Interface MIA
    - Safety MIA
    - Frequency MIA
- Adopted into Bay County Comprehensive Plan in December of 2010
- City of Panama City and Panama City Beach plan to follow suit in 2011

# MIOD

- Boundary defined by
  - All MIAs
- Jurisdictions within MIA
  - Bay County
  - Panama City Beach
  - Panama City
- Strategies
  - Public Awareness
  - Real Estate Disclosures
  - Subdivision Regulations



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## Recommended Strategy

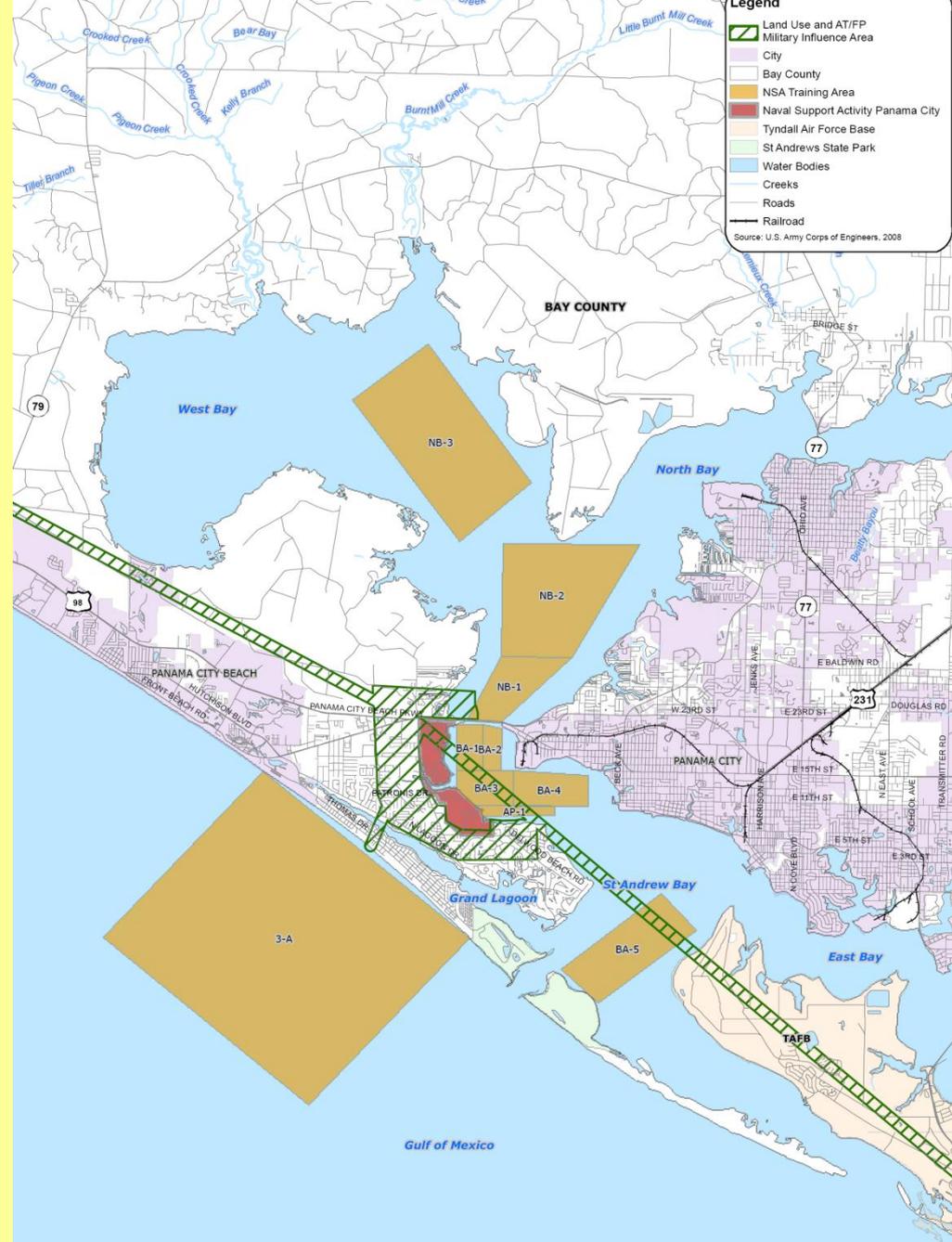
### Develop Military Influence Areas (MIA)

#### *4 Military Influence Areas (MIA)*

- Land Use & AT/FP MIA
  - Land Use / Water Interface MIA
  - Safety MIA
  - Frequency MIA
- Adopted into Bay County Comprehensive Plan in December of 2010
  - City of Panama City and Panama City Beach plan to follow suit in 2011

# Land Use MIA

- Boundary defined by
  - AT/FP line-of-sight
  - Microwave signal line-of-sight
- Jurisdictions within MIA
  - Bay County
  - Panama City Beach
- Strategies
  - Tiered height restriction zones from NSA boundary
  - Height restriction within line-of-sight corridor





## Land Use Issue: **Height Restrictions**

**Strategy: Reevaluate the zoning designations for properties in the land use MIA. The following options should be considered:**

- Exploring the option of providing incentives to developers who are willing to limit the height of structures to the AT/FP designated heights
  - As a possible incentive, consider modifying the floor-area-ratio (FAR) provisions to allow additional site coverage in exchange for less height
  - Creating an overlay within the AT/FP line of sight buffers to address land use compatibility with the installation
- Adoption into Comprehensive Plan and Land Development Regulations (Zoning Code) begins in July 2011

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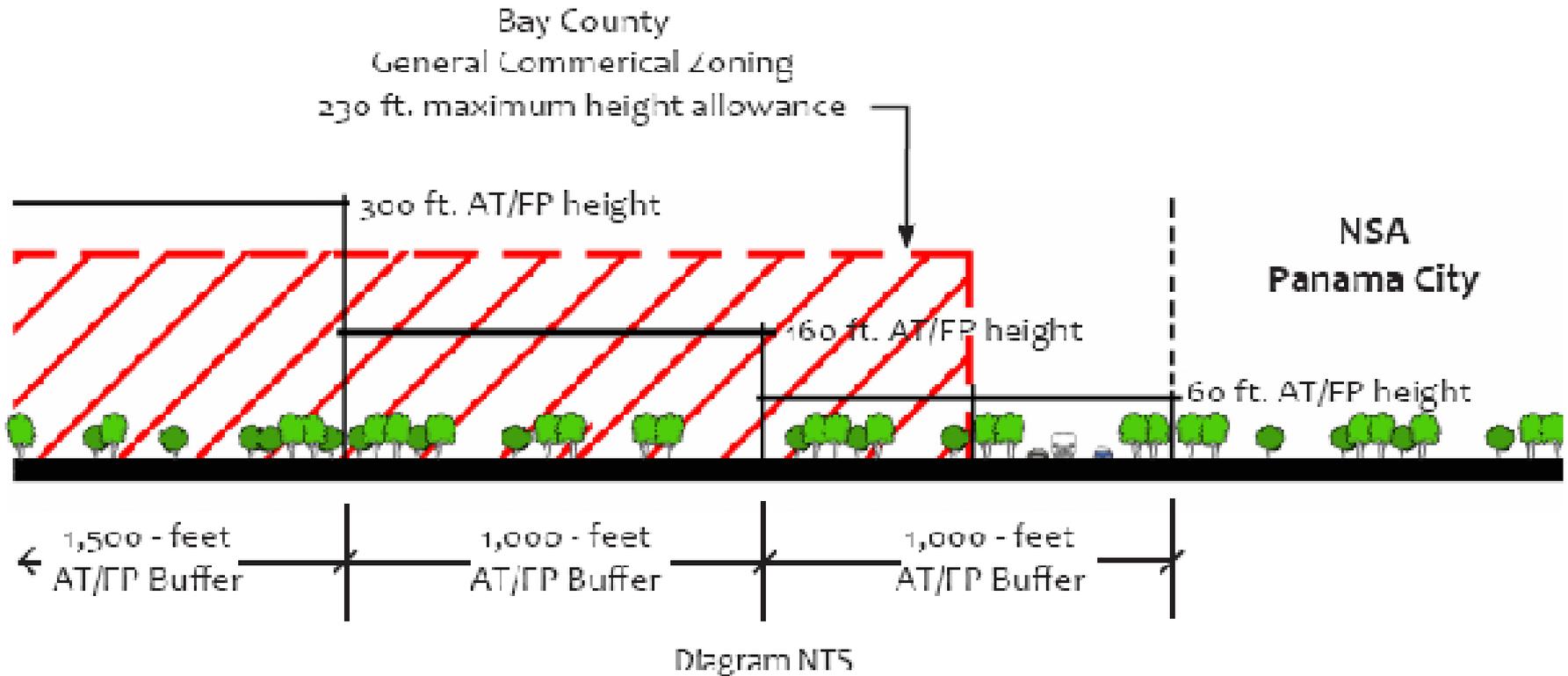
## Antiterrorism/Force Protection Issue:

**Strategy: Create a zoning overlay within the AT/FP line-of-sight contours.**

- The overlay will utilize the AT/FP buffer zones. Explore the option of offering incentives in Zones 1 and 2 to develop new structures in a manner consistent with the AT/FP goal of the installation. This could include incentives to develop at a reduced height, to provide additional screening, and to orient buildings in a manner providing maximum protection to the installation.
- Adoption into Comprehensive Plan and Land Development Regulations (Zoning Code) begins in July 2011



# AT/FP Line of Sight Map



**Figure 3-5. Bay County Maximum Zoning Height Allowance versus AT/FP Line-of-Sight Buffers**

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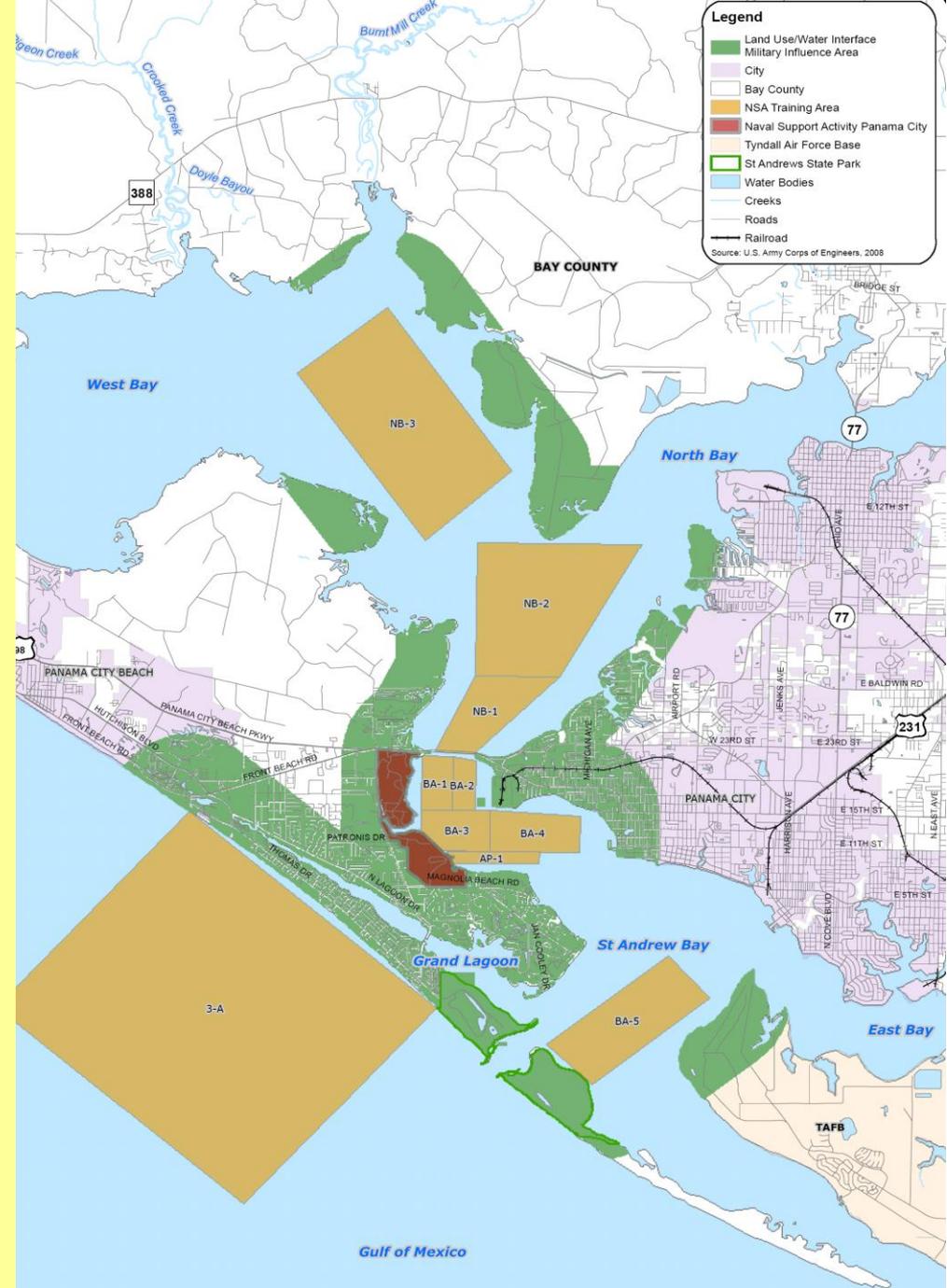
## Safety Issue: **Marinas, Docks, Piers**

**Strategy: Develop standards in the study area jurisdictions' zoning ordinance pertaining to the construction of structures in the water.**

- This should be designed in conjunction with the FDEP requirements, as well as USACE requirements for the construction of structures in the Bay.
- *Detailed in Second Phase of Implementation - to be final in December of 2011*

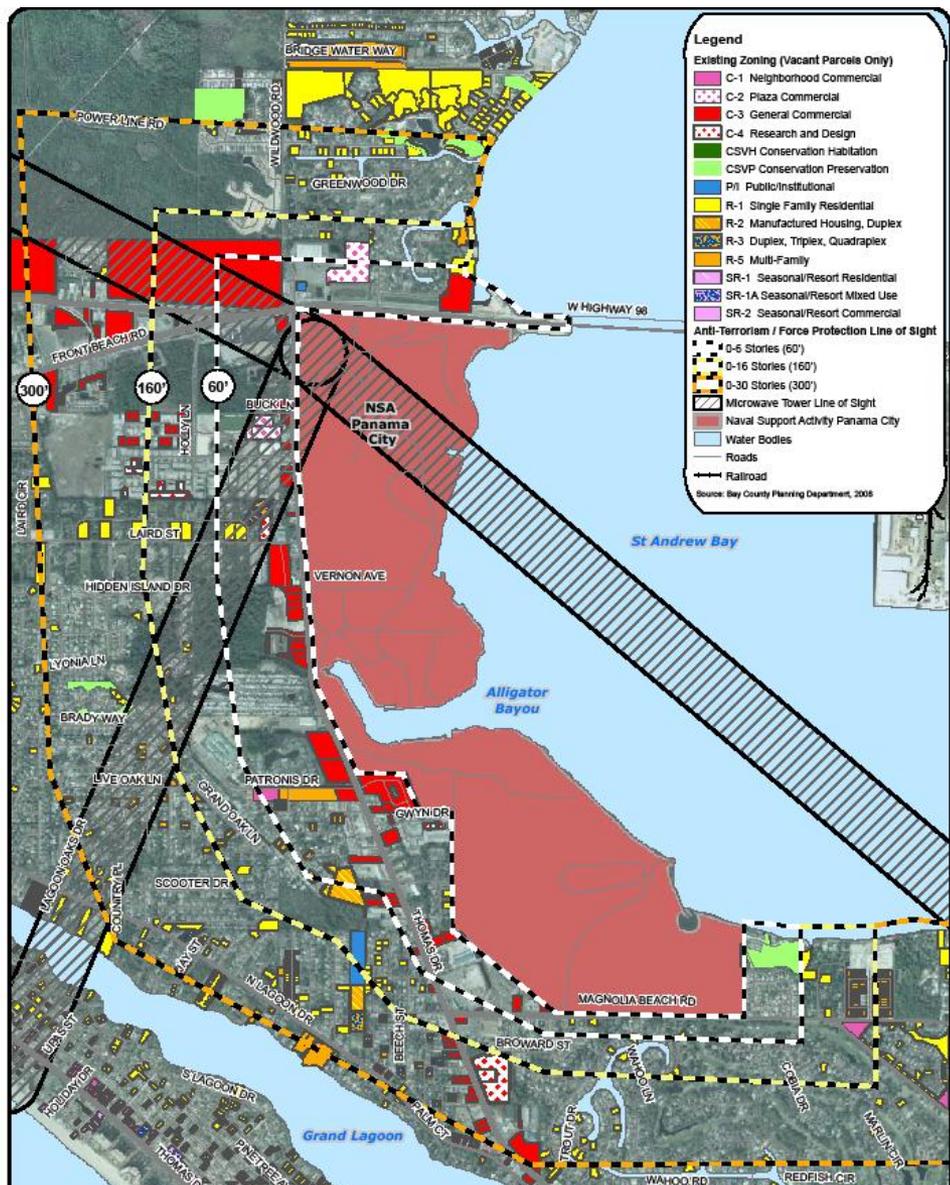
# Land Use / Water Interface MIA

- Boundary defined by
  - 1 mile buffer around
    - NSA Water Training Areas
    - NSA installation
- Jurisdictions within MIA
  - Bay County
  - Panama City Beach
  - Panama City
- Strategies
  - Zoning standards for structures that extend into the water (FDEP)





# Frequency Path Line of Sight Map



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## Public Trespassing Issue:

**Strategy: Bay County should develop design standards for properties adjacent to NSA PC to insure proper separation between development on adjacent properties and the installation.**

- This could include design standards for perimeter walls, retention walls, setback, and development phasing.
- *Detailed in Second Phase of Implementation - to be final in December of 2011*



## Vertical Obstruction Issue:

**Strategy:** Develop requirements for easements on parcels in the line-of-sight corridors.

- This should include provisions for siting structures on parcels located in the line-of-sight corridors so as to prevent vertical obstructions.
- *To be included in 3<sup>rd</sup> phase of Implementation*



## Frequency Spectrum Issue:

**Strategy: Develop an official development notification process MOU between the local jurisdictions and NSA PC for new uses which utilize the frequency spectrum.**

- This should include location of each business, type of business activity, and any/all types of frequency used by the business. This should also include telecommunication towers and frequency dependant uses such as radio and television stations.
- *To be included in 3<sup>rd</sup> phase of Implementation*

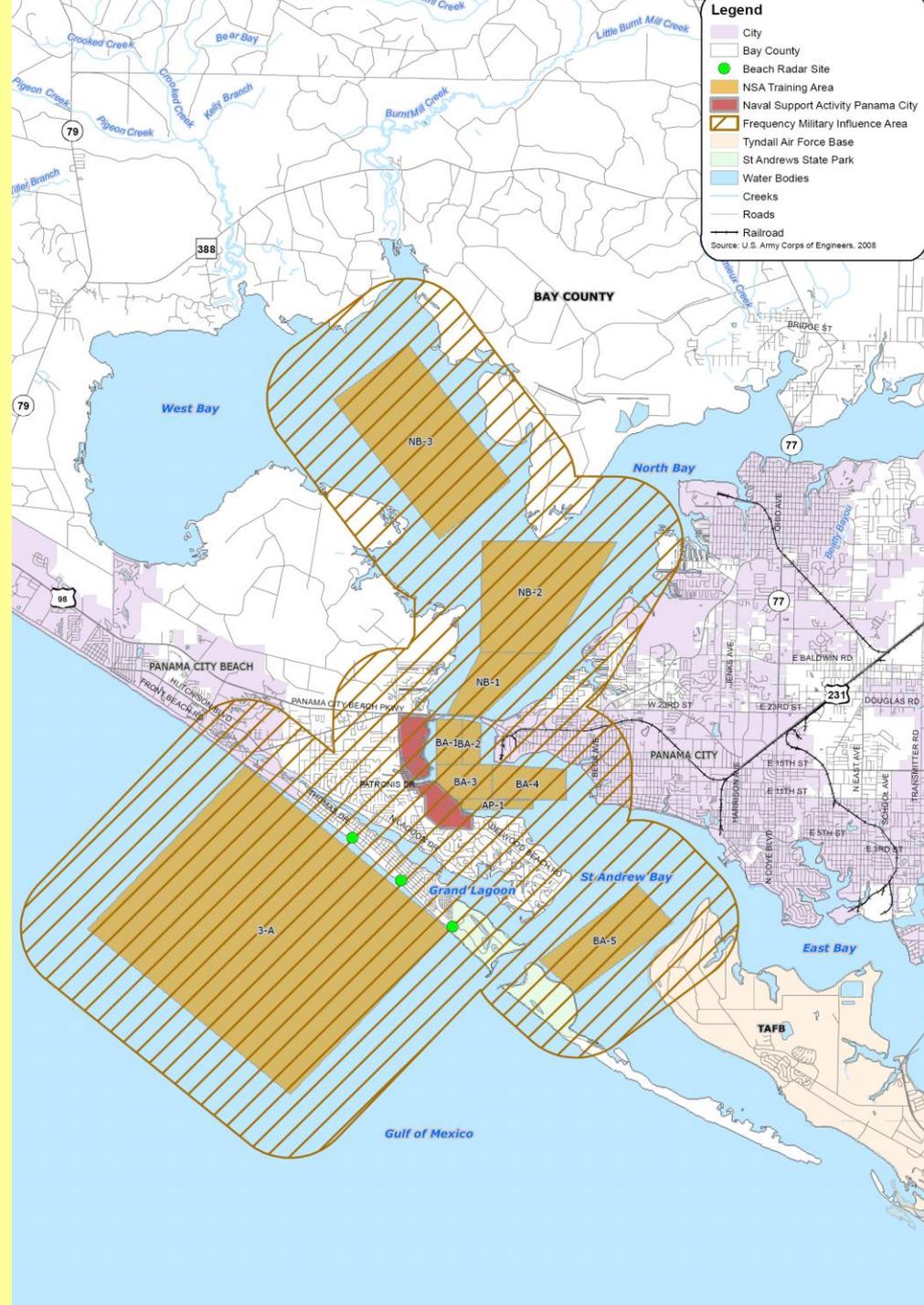
# Safety MIA

- Boundary defined by
  - Zone 1
    - NSA Water Training Areas
    - NSA Swim Routes
  - Zone 2
    - NSA Explosive Arcs
    - Helicopter APZ
- Jurisdictions within MIA
  - Bay County
  - Panama City Beach
  - Panama City
- Strategies
  - Zoning standards for structures that extend into the water (FDEP)



# Frequency MIA

- Boundary defined by
  - 1 mile buffer around
    - NSA Water Training Areas
    - NSA installation
- Jurisdictions within MIA
  - Bay County
  - Panama City Beach
  - Panama City
- Strategies
  - Frequency Ordinance





## Competition for Land and Sea Spaces Issue:

**Strategy: NSA PC along with the JLUS**

**Implementation Committee should review the usage of the training areas on a yearly basis to determine where they should be expanded or reconfigured based on changes in the training needs, changes in the technology testing needs, and abandonment of underutilized training areas.**

- Any changes need to be coordinated with USACE to update the restricted waters ruling on an as needed basis.
- *Navy remapped training areas in 2009, will review yearly*

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## Land Use Issue:

**Strategy: Develop Identify Critical Areas / Priority Properties for Acquisition that Support Preservation of Military Readiness.**

- Develop a timeline and list of parcels based on the priority parcels identified by NSA PC utilizing a phased approach.
- Include potential funding partners, and where sites could be acquired using leveraged funding should be sought initially.

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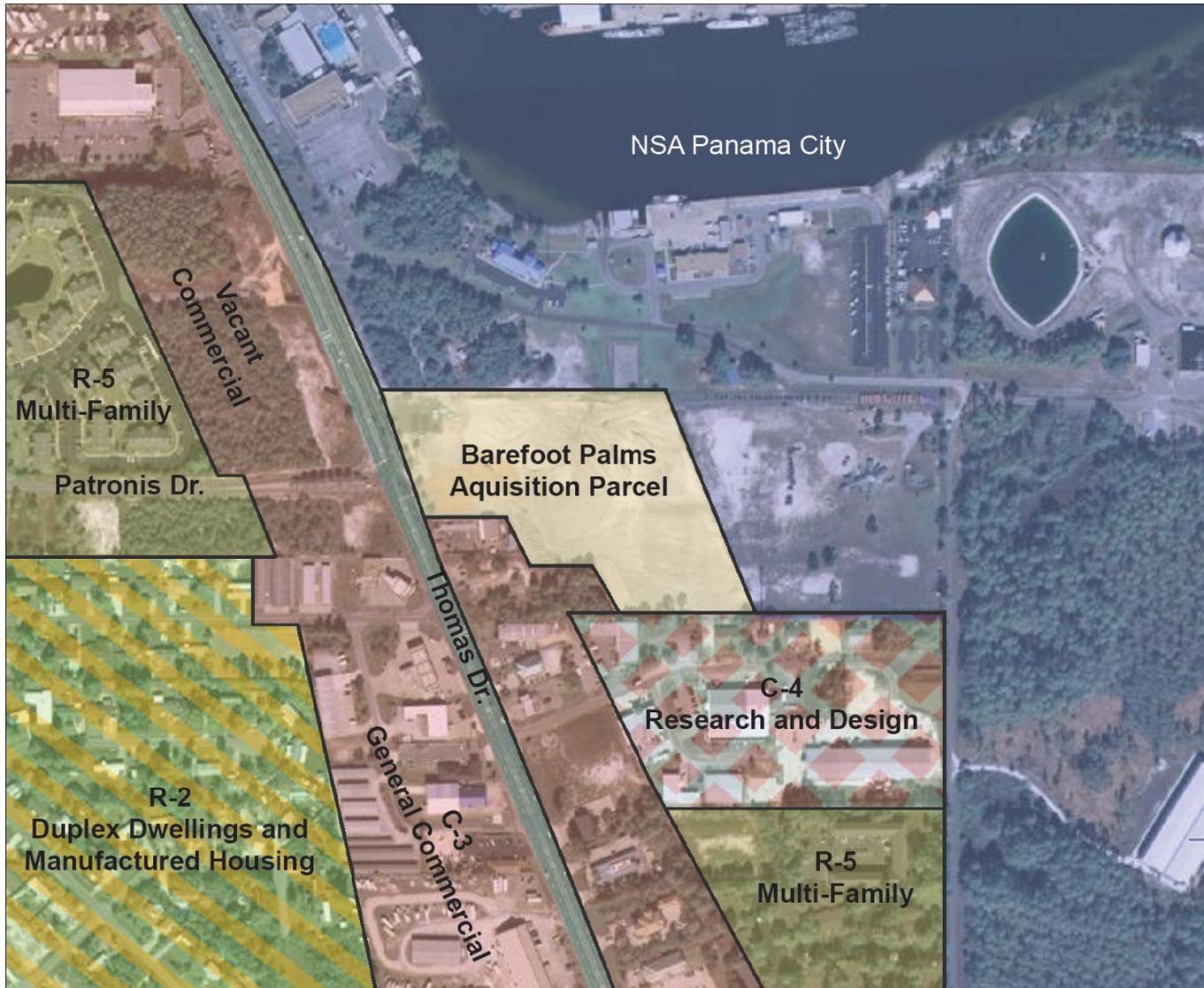
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# Parcel Acquisition Map



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## Florida Rules/Law

- 1985 Growth Management Act
- Mandatory Comprehensive Planning for 67 Counties/410 Municipalities
- Comprehensive Plan must contain chapters that address future land use, housing, transportation, infrastructure, coastal managements, conservation, recreation and open space, intergovernmental coordination, and capital improvements



## Florida Rules/Law

- 2006 - Florida Statute 163.3175
  - Desirable for local governments to cooperate with military installations to encourage compatible land use, help prevent incompatible encroachment, and facilitate the continued presence of major military installations in this state.
  - Must transmit information relating to proposed changes to comprehensive plans, plan amendments, and proposed changes to land development regulations which, if approved, would affect the intensity, density, or use of the land adjacent to or in close proximity to the military installation.



## Florida Rules/Law

- Florida Statute 163.3175
  - The commanding officer may provide comments to affected local government on the impact such proposed changes may have on the mission of the military installation.
  - The local government shall take into consideration any comments provided by the commanding officer when making such decision regarding planning. The local government shall forward a copy of any such comments to the state land planning agency.



## Conclusion

- Bay County Issues
- Naval Support Activity Panama City Issues
- Importance of a firm timeframe and topic specific Joint Land Use Study
- Importance of a strong relationship with military installations and Office of Economic Adjustment
- Implementation: Important to not confuse public or politicians with too much regulation at one time
- Florida specific/innovative planning tools to foster compatible land use planning and a successful military

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Thank you