

# ESCAMBIA COUNTY JOINT LAND USE STUDY

Escambia County, Florida Growth Management Department  
United States Navy  
United States Department of Defense

September 2003

## Executive Summary

### Overview of recommendations

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

Short-term strategies would take up to a year to implement, while long-term strategies are multi-year approaches. 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.

### Airfield Influence Planning District

The purpose of the Airfield Influence Planning District (AIPD) is to:

- create a framework for making sound planning decisions
- protect the public health, safety and welfare
- protect the military airfield mission

The AIPD would consist of two separate districts:

**AIPD-1:** includes the current CZ, APZ, noise contours of 65 L<sub>dn</sub> and higher, areas near and in some cases abutting the airfields.

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

Conditions recommended for parcels within the **AIPD-1** District include:

- 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 set by the underlying zoning of the affected parcels

Conditions recommended for parcels within the **AIPD-2** District include:

- 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 set by the underlying zoning of the affected parcels
- discouragement of property re- zonings that result in increased residential densities

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

With the exception of AIPD 1- B, density limits established in the AIPD- 1 are absolute. Density limits are **not** absolute in AIPD-2. Existing land uses that do not meet regulations will continue as legal, non-conforming uses.

The dedicated aviation 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.

**NAS Pensacola (see map)**

The AIPD around NAS Pensacola would consist of the following components.

The **AIPD-1** boundary connects the outermost lines of the existing Accident Potential Zones (APZ).

**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** is west of NASP between the base boundary and the southerly curve of APZs 1 and 2.

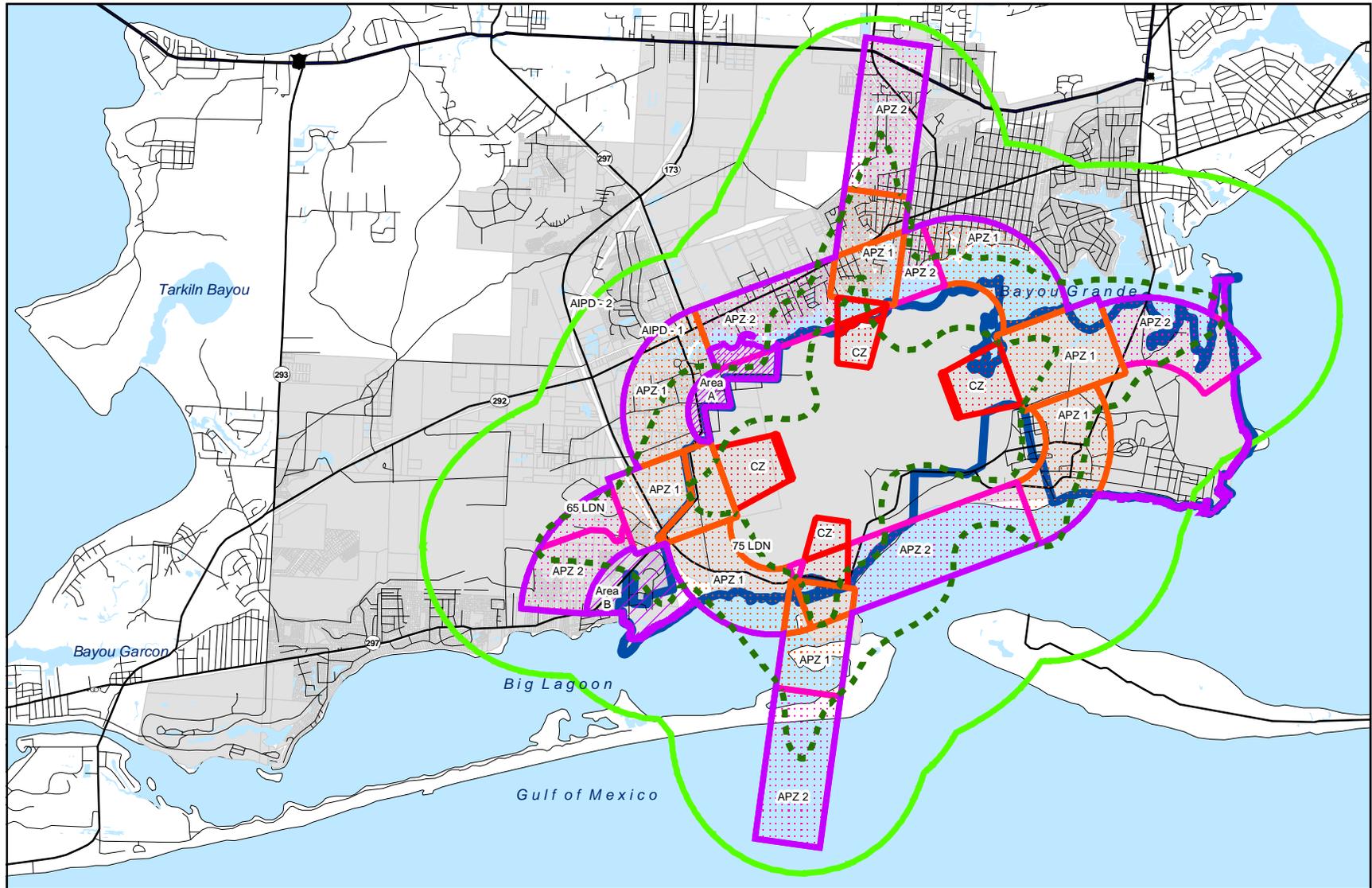
The **AIPD-2** boundary is a one mile buffer drawn from the 65 L<sub>dn</sub> noise contour of NASP.

Recommended Maximum Residential Densities for NASP are as follows:

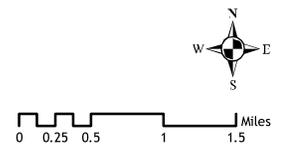
<b>AIPD-1 Component</b>	<b>Maximum Residential Density (dwelling units per acre)</b>
Clear Zone	0
APZ 1 immediately in line with north and west runways	0
APZ 1 (all other APZ 1)	0.4 (1 DU per 2.5 acres)
APZ 2 immediately in line with Sherman Field north and west runways	2
APZ 2 (all other APZ 2)	3
Area 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.

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- |                              |                        |                    |
|------------------------------|------------------------|--------------------|
| 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 (see map)**

The AIPD around NOLF Saufley would consist of the following components.

**AIPD-1** boundary connects the outermost lines of the APZs.

**Area B** includes land north, east, south and west of the NOLF Saufley site boundary

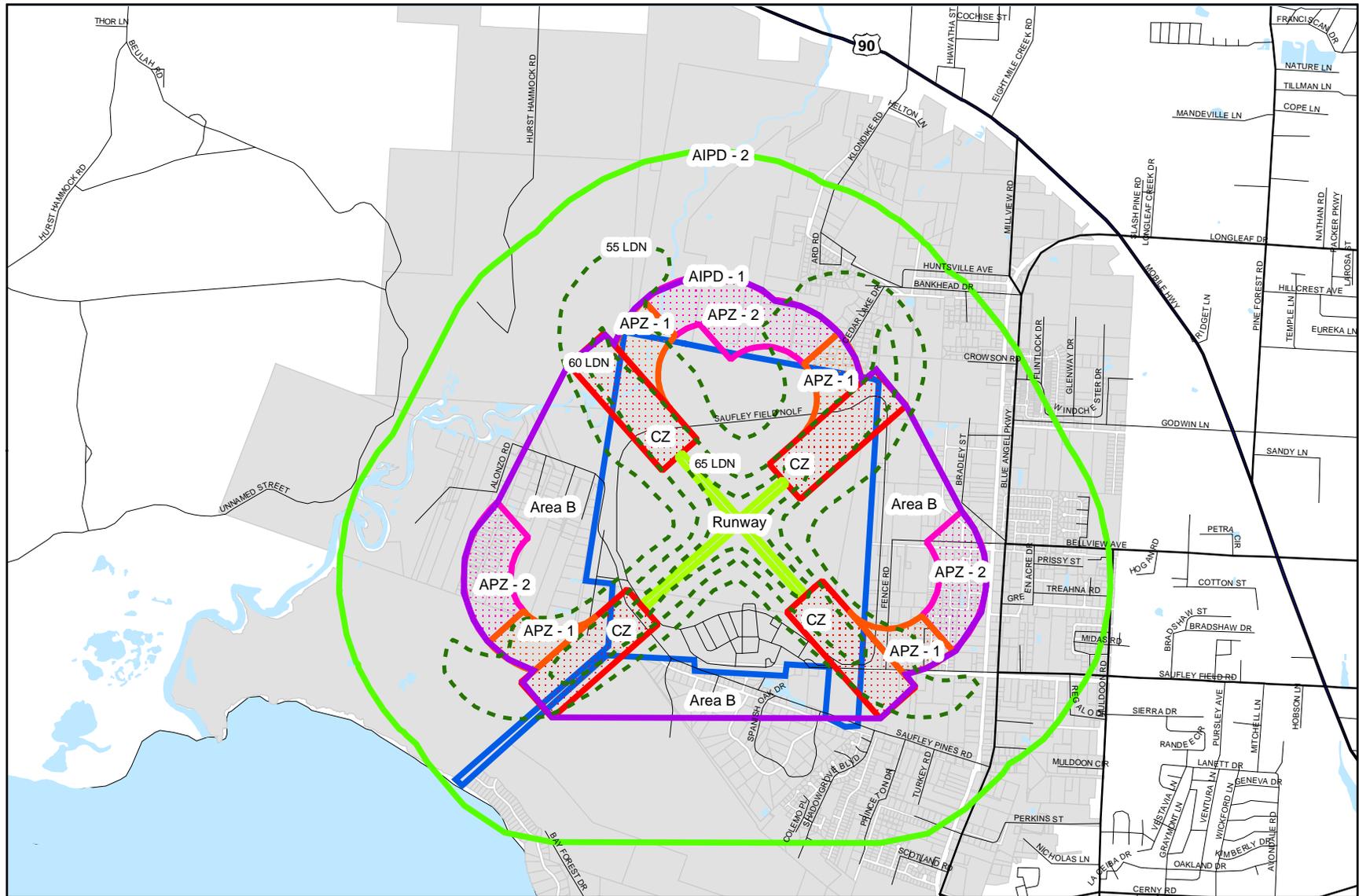
No **Area A**

**AIPD-2** boundary is a .5-mile buffer drawn from the AIPD-1 boundary.

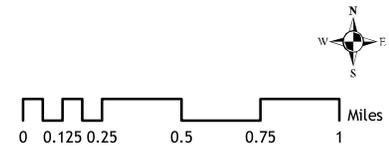
Recommended Maximum Residential Densities for NOLF Saufley are as follows:

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

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



**NOLF Site 8**

The AIPD around NOLF Site 8 would consist of the following components.

**AIPD-1** boundary is 1,000 feet from the installation boundary.

**Area B:** areas that fall within 1,000 feet or less of the site fence line

No **Area A**

**AIPD-2** boundary is a .5-mile buffer drawn from the site boundary.

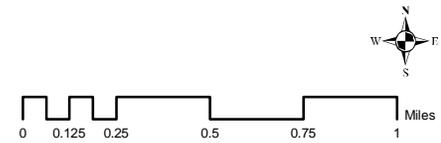
Recommended Maximum Residential Densities at NOLF Site 8 are as follows:

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

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- ▬ 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



## Comprehensive Plan

The purpose of revisions to the existing county Comprehensive Plan is to:

- lay the legal groundwork for implementation action
- set a framework for decision-making
- add elements to stress role of JLUS and the use of new land use compatibility tools, such as the AIPD

## Real Estate Disclosure Ordinance

The JLUS recommends revisions to strengthen 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

## Searchable, Web Information System

This system would be an interactive web page that anyone can access through the county website. The web page would allow visitors to search for parcels on a county map or through a search engine with fields for street name, property owner name, or parcel number and find out property-specific information and additional information on JLUS, county zoning, Navy sites, a real estate disclosure form, and avigation easements.

## Transfer of Development Rights (TDR)

A 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.

As currently written, the Escambia County zoning code offers relatively few opportunities for the use of a voluntary system of development rights purchases. However, the JLUS recommends that TDR be viewed as a possible long-term strategy.

## Land Acquisition Program

With this strategy, the county allocates a dedicated source of funds to acquire the development rights or outright purchase of select lands for public purposes. Acquisition may be funded through a series of grants, partnerships or a General Obligation Bond. Any county land acquisition program must be firmly grounded in very specific and well-tailored public need and purchases of property should be critical to the protection of the public health, safety and welfare and military operations.

## JLUS Implementation

Critical first steps in JLUS implementation include:

- formation of a permanent advisory board or commission to oversee implementation activities; and
- a series of public workshops to inform the public about regulations, build support, and gather input

Specific implementation activities are as follows. Almost all of the actions would require additional public input and BCC consideration before implementation.

- Develop Airfield Influence Planning District ordinance
- Revise Comprehensive Plan language
- Revise Real Estate Disclosure ordinance
- Develop searchable web-based information system
- Explore opportunities to implement a TDR program
- Explore opportunities to develop a land acquisition program