

## 5.0 Coastal Management Element Supporting Documentation

### 5.1 Introduction

Because Santa Rosa County has a rich diversity of unique coastal resources, these resources are highly susceptible to human degradation, therefore to preserve these resources regulations are imperative to maintaining the balance between human activities (rapid growth) and protecting the County's natural and coastal resources now and for future generations. The main purpose of the Coastal Management Element is to plan for development and, where appropriate, restrict development activities where such activities would damage or destroy coastal resources in addition to protecting human life and property from the destruction of natural disasters (i.e. tropical storms and hurricanes).

For purposes, two specific areas have been developed. Vulnerable coastal areas have been identified for Santa Rosa County and **Map 5-1** identifies the Santa Rosa County's storm based vulnerable coastal areas. These areas include:

1. The Coastal High Hazard Area, shall be defined as the area below the elevation of the Category 1 storm surge line as established by a Sea, Lake and Overland Surges from Hurricanes (SLOSH) computerized storm surge model.
2. The storm surge lines for categories 2 and 3, storm surge is an abnormal rise of water generated by a storm, over and above the predicted astronomical tide.

A broader coastal area has also been mapped for evaluation purposes. This coastal area is shown on **Map 5-2** along with existing land uses within the area. This area encompasses all oceanic and estuarine water bodies, corridors where development activities would impact their integrity or quality, and all adjacent lands to major transportation corridors within the County.

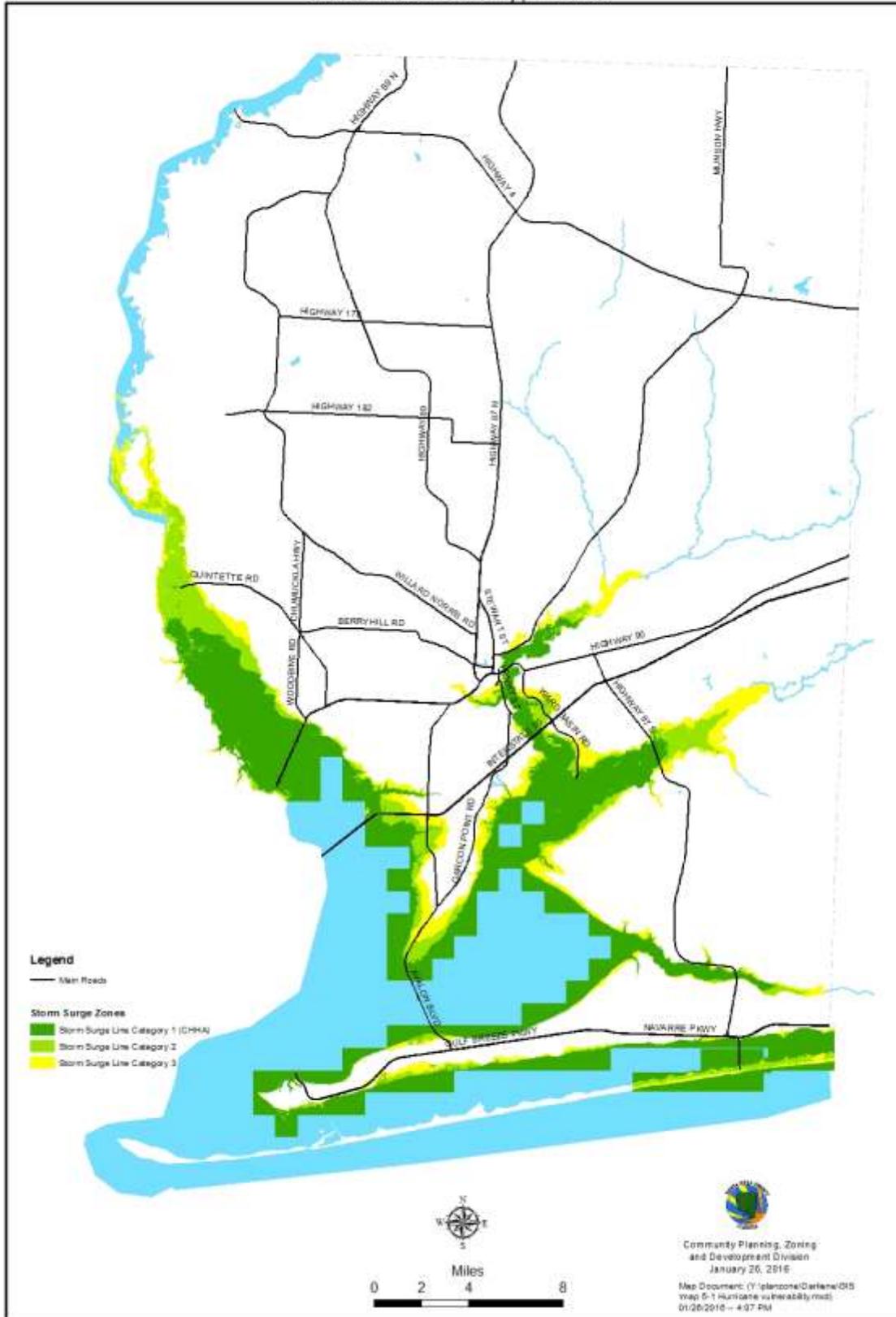
### 5.2 Relationship of other Elements of the Comprehensive Plan

The *Future Land Use Element* and its accompanying Future Land Use Map provides the blueprint and growth management strategies for managing the County's future development. The Coastal Management Element provides the foundation and the detailed policies necessary for the county's coastal resources. It also directs development standards necessary to conserving the county's unique natural resources while allowing development to co-exist in a compatible and sustainable way.

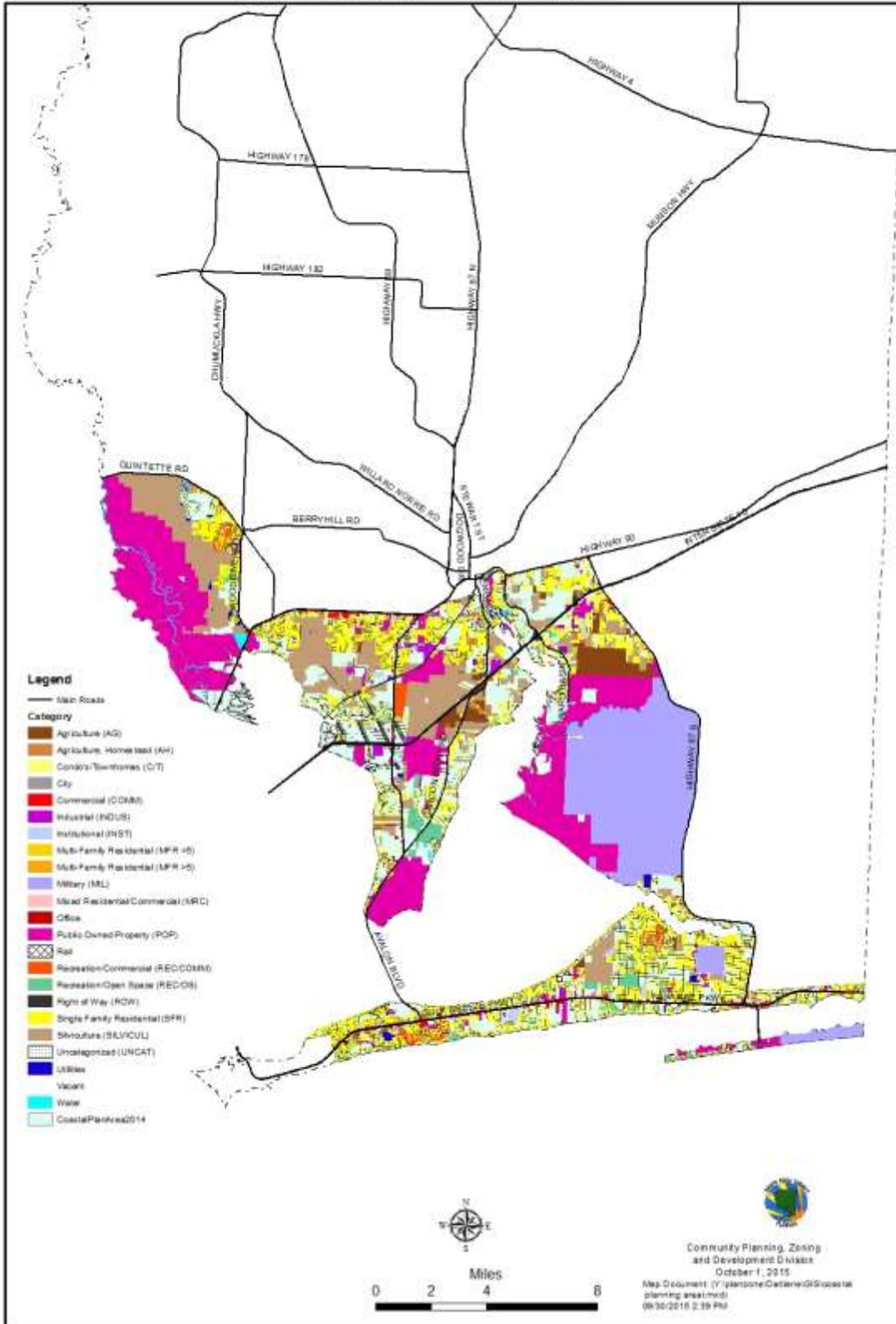
The *Parks and Recreation Element* uses the information from the Coastal Management Element to determine which coastal resources are most conducive to recreational uses based on the current and future needs of the county. The *Infrastructure Element* is directly related to the Coastal Management Element. The impacts of the existing and proposed facilities (drainage, water supply and waste water disposal) on natural systems must be considered during the establishment of the Level of Service (LOS) for water and sewer facilities, facility siting criteria and the overall policies regarding the county's growth-related infrastructure.

The *Transportation Element* deals with the county's moving people and goods in and through Santa Rosa County. Transportation facilities frequently fragment and isolate natural communities, which eventually leads to the destruction of both aesthetic and biological functions of the natural environment. The policies of the Transportation and Coastal Management Element must be mutually supportive to ensure that transportation system design minimizes impacts to the environment. The *Intergovernmental Coordination Element* provides opportunities to improve the County's collaboration and coordination with other local, state and federal agencies. These include agencies involved in coastal management issues.

Map 5 - 1 Hurricane Vulnerability Zones  
Santa Rosa County, Florida



Map 5 - 2 Coastal Area and Existing Land Use  
Santa Rosa County, Florida



**5.3 Land Use Inventory in the Vulnerable Coastal Areas and Coastal Areas**

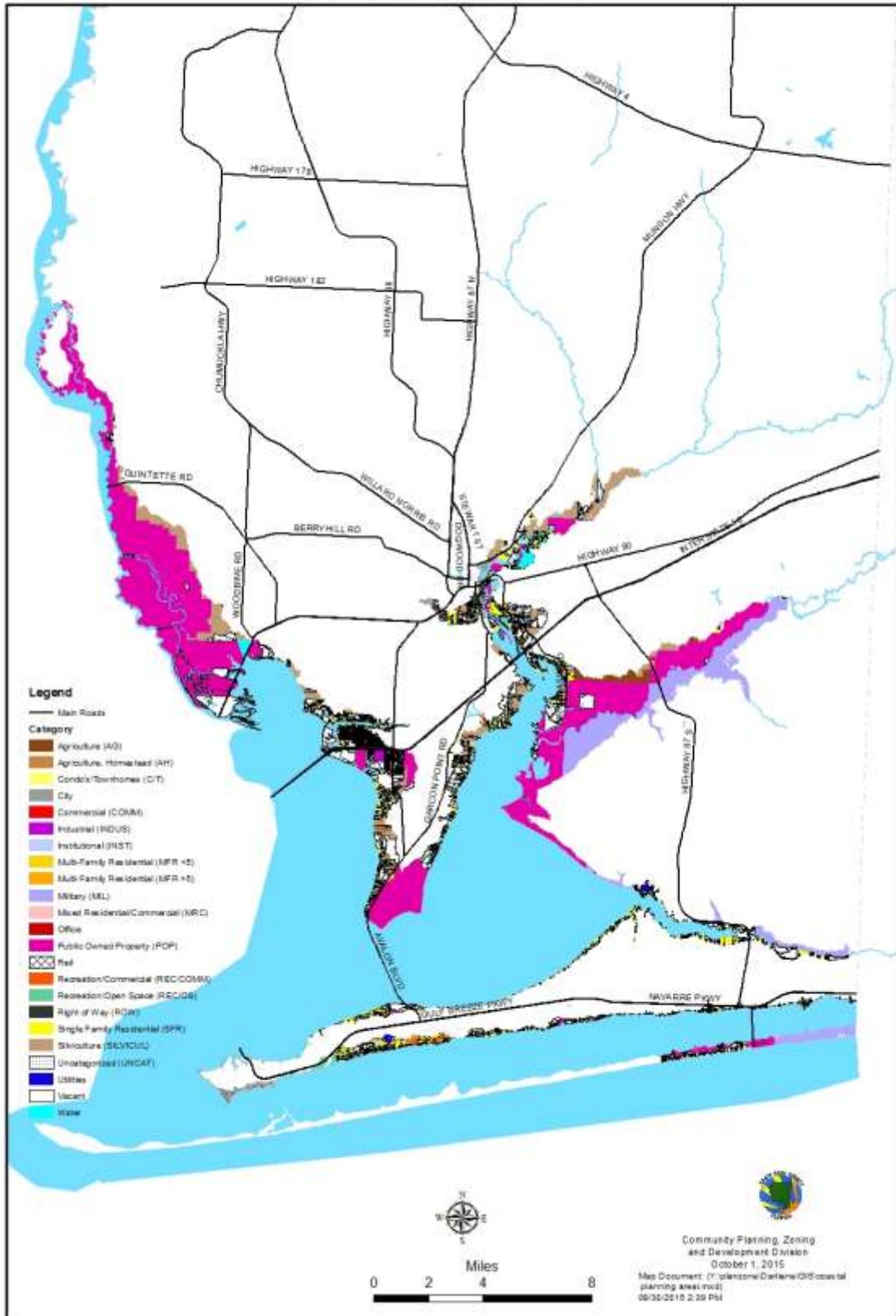
*Existing Land Uses within the Hurricane Vulnerability Zones (Map 5-3)*

The following **Table 5-1** provides an analysis of the existing land uses located within the County's vulnerable coastal areas (**Map 5-3**), which includes the storm surge areas for category 1, 2 and 3 hurricanes. As can be seen, the predominant land uses within these areas publicly owned lands (45%), vacant lands (21%) and military or agriculture (21%).

**Table 5-1: Existing Land Use in the Hurricane Vulnerability Zones Santa Rosa County**

<b>Land Use Category</b>	<b>Acreage</b>	<b>Percentage</b>
Agriculture	4,832	9.82%
Agriculture Homestead	118	0.23%
Conservation, Recreation and Open Space	400	0.84%
Military	5,710	11.61%
Institutional	99	0.21%
Publicly Owned Lands	22,177	45.17%
Vacant	10,547	21.43%
Residential	3,319	6.74%
Single Family (Low to Medium Density)	3,263	
Condominium/Townhouse (Medium to High Density)	46	
Multi-Family (Medium to High Density)	10	
Mixed Residential/Commercial	19	0.04%
Office	3	0.02%
Commercial	31	0.09%
Commercial Recreation Uses	128	0.26%
Industrial	100	0.20%
Utilities	136	0.28%
Right of Way	1,483	3.11%
Water	97	0.19%
Miscellaneous (no property appraiser code, wasteland, etc.)	8	0.03%
<b>Total</b>	<b>49,207</b>	<b>100%</b>

Map 5 - 3 Hurricane Vulnerability and Existing Land Use  
 Santa Rosa County, Florida



The following **Table 5-2** provides an analysis of the existing land uses located within the County’s coastal areas (**Map 5-2**), which includes lands from the water bodies to major east west transportation corridors. As can be seen, the predominant land uses within these areas vacant lands (22%), publicly owned lands (20%) and military or agriculture (30%). Low density residential also comprises about 15% of the area.

**Table 5-2: Existing Land Use in the Coastal Areas Santa Rosa County**

<b>Land Use Category</b>	<b>Acreeage</b>	<b>Percentage</b>
Agriculture	16,652	14.58%
Agriculture Homestead	629	0.55%
Conservation, Recreation and Open Space	1,853	1.62%
Military	17,396	15.23%
Institutional	943	0.83%
Publicly Owned Lands	22,798	19.96%
Vacant	24,866	21.77%
Residential	17,710	15.51%
Single Family (Low to Medium Density)	17,371	
Condominium/Townhouse (Medium to High Density)	59	
Multi-Family (Medium to High Density)	280	
Mixed Residential/Commercial	188	0.16%
Office	213	0.19%
Commercial	940	0.82%
Commercial Recreation Uses	1,007	0.88%
Industrial	1,047	0.93%
Utilities	547	0.48%
Right of Way	6,675	5.84%
Water	686	0.60%
Miscellaneous (no property appraiser code, wasteland, etc.)	49	0.05%
<b>Total</b>	<b>114,199</b>	<b>100%</b>

The Infrastructure Element in conjunction with the Capital Improvements Element contain the principles for providing that financial assurances are made that required public facilities will be in place to meet the demand imposed by the completed development or redevelopment. Such public facilities will be scheduled for completion or completion may be phased to coincide with demands generated by the development or redevelopment per the County’s concurrency management system and capital improvements program.

**Roadways and Bridges**

The following roadways or portions of roadways are located within or adjacent to the CHHA in Santa Rosa County and are a part of the evacuation network: I-10, US 98, US 90, SR 87 and CR 191/281 (on Garcon Point). The following bridges are identified in or adjacent to the CHHA: CR 399 (Navarre Beach Causeway) over Santa Rosa Sound, SR 87 over East Bay, SR 87 over Dean Creek, SR 89 over

Blackwater River, US 90 over Blackwater River, CR 191 (2 bridges south of Milton), and I-10 over Escambia Bay.

#### Potable Water Facilities

The Bagdad-Garcon Point, Pace Water Systems, East Milton, Holley-Navarre, Midway, Navarre Beach, Pace and City of Gulf Breeze/South Santa Rosa Utilities potable water facilities are located within or adjacent to the CHHA in Santa Rosa County.

#### Sanitary Sewer Facilities

The Pace Water, City of Milton, Holley-Navarre, Navarre Beach and City of Gulf Breeze/South Santa Rosa utilities sewer facilities are located within or adjacent to the CHHA in Santa Rosa County.

#### Shore Protection Structures

County-owned shore protection structures are limited to those associated with public boat ramps and County parks, and there are no known problems with these structures.

#### Stormwater Management Facilities

Information regarding the analysis of the effects of existing drainage systems and the impact of point source and nonpoint source pollution on estuarine water quality and the plans and principles, including existing state and regional regulatory programs, which shall be used to maintain or upgrade water quality while maintaining sufficient quantities of water flow is found within the Supporting Documentation for the Infrastructure Element.

#### *Environmental Resources within the Coastal Area*

**Map 5-4** depicts the National Wetland Inventory mapped wetlands that are located within the coastal area. The NWI wetland maps are graphic representations of the type, size and location of the wetlands and deepwater habitats in the United States. These maps have been prepared from the analysis of high altitude imagery in conjunction with collateral data sources and field work. The maps represent reconnaissance level information on the location, type, size of wetlands habitats such that they are accurate at the nominal scale of the 1:24,000 base map. There is an approximate 122,039 acres of potential wetlands within the Coastal area and 62,159 acres of potential uplands. Coastal wetlands play an important role in the following:

- **Flood Protection:** Coastal wetlands protect upland areas, including valuable residential and commercial property, from flooding due to sea level rise and storms.
- **Erosion Control:** Coastal wetlands can prevent coastline erosion due to their ability to absorb the energy created by ocean currents which would otherwise degrade a shoreline and associated development.
- **Wildlife Food & Habitat:** Coastal wetlands provide habitat for many federally threatened and endangered species, including Whooping Crane, Louisiana Black Bear, and Florida Panther.<sup>4</sup> Two of North America's migratory bird flyways pass over the Pacific and Atlantic coasts, where coastal wetlands provide temporary habitat to waterfowl and shorebirds.
- **Commercial Fisheries:** Over 50 percent of commercial fish and shellfish species in the Southeastern United States rely on coastal wetlands.
- **Water Quality:** Wetlands filter chemicals and sediment out of water before it is discharged into the ocean.

- Recreation: Recreational opportunities in coastal wetlands include canoeing and kayaking, wildlife viewing and photography, and recreational fishing and hunting.
- Carbon Sequestration: Certain coastal wetland ecosystems (such as salt marshes and mangroves) can sequester and store large amounts of carbon due to their rapid growth rates and slow decomposition rates.

The Conservation Element of this Plan along with its Supporting documentation provide Santa Rosa County's wetland protection requirements and strategies.

Sources:

Costanza, R., O. Pérez-Maqueo, ML Martinez, P Sutton, SJ Anderson, K Mulder. 2008. The value of coastal wetlands for hurricane protection. *Ambio* 37(4): 241-248

Carter, V. 1997. Technical Aspects of Wetlands: Wetland Hydrology, Water Quality, and Associated Functions. United States Geological Survey Water Supply Paper 2425.

FWS. Endangered Species.

Martin, DM, T Morton, T Dobrzynski, & B. Valentine. 1996. *Estuaries on the Edge: The Vital Link Between Land and Sea*. A Report by American Oceans Campaign.

*Areas Subject to Flooding in the Coastal Area*

**Map 5-5** identifies the flood zones within the Coastal Area, specifically these are the high-risk zones are labeled with letters beginning with “A” or “V” on the FEMA Flood Insurance Rate Map. Table 5-3 provides the acreage that is within a high risk flood zone that is also within a category 1,2, or 3 hurricane storm surge zone. Also as can be seen in table 5-4 below, are approximately 64,293 acres of lands located within high risk zones and also identified as on Map 5-1 as hurricane vulnerability zones (storm surge for categories 1, 2, and 3 hurricanes).

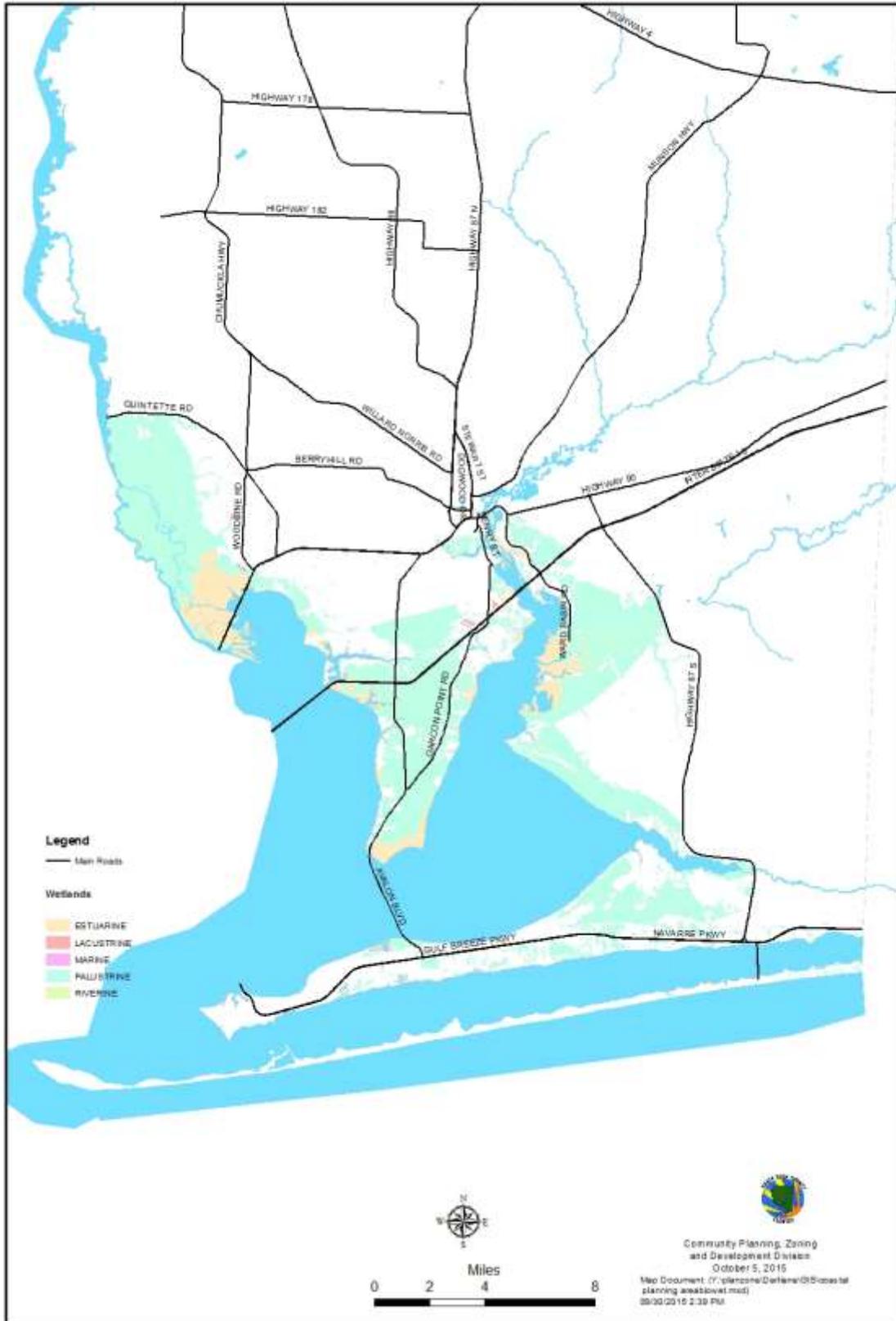
**Table 5-3: Acreage within the Coastal Area and also within a High Risk Flood Zone (Map 10-5)**

<b>Flood Zone</b>	<b>Acreage</b>	<b>Percentage Inside</b>
A	446.92	1.36%
AE	33,411.43	86.97%
Annual Chance of Flood Hazard 0.2%	2,676.84	6.55%
VE	1,881.54	5.12%
<b>Total Inside Flood Zones</b>	<b>38,416.73</b>	<b>100%</b>
<b>Total Outside Flood Zones</b>	<b>75,782</b>	

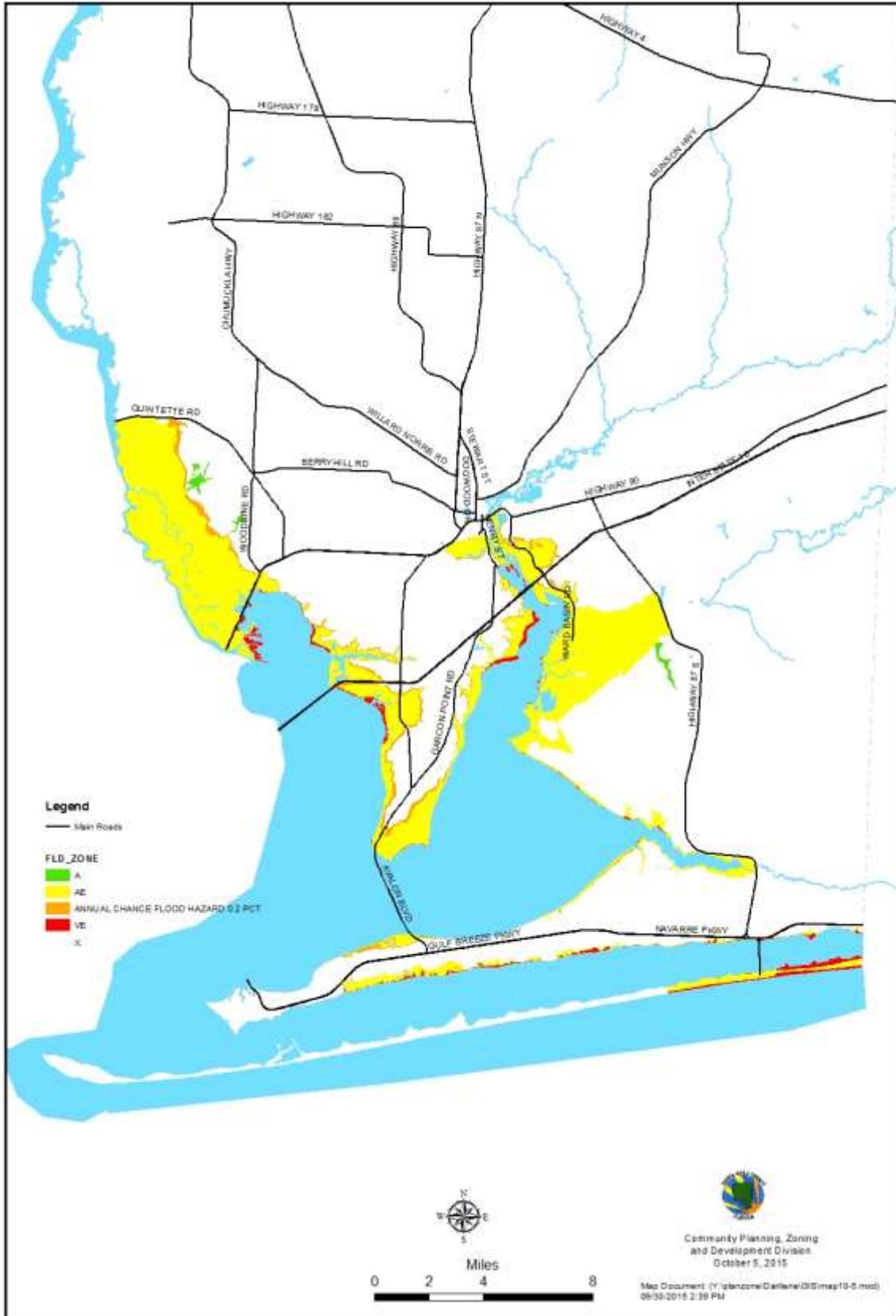
**Table 5-4: Acreage within the Hurricane Vulnerability Zones (Cat 1,2 &3) and also within a High Risk Flood Zone**

<b>Flood Zone</b>	<b>Acres</b>	<b>Percentage Inside</b>
A	206	0.03%
AE	49,552	77.07%
Annual Chance of Flood Hazard 0.2%	1,885	2.93%
VE	12,650	19.97%
<b>Total Inside Flood Zones</b>	<b>64,293</b>	<b>100%</b>
<b>Total Outside Flood Zones</b>	<b>19,619</b>	

Map 5 - 4 Environmental Resources within the Coastal Zone  
Santa Rosa County, Florida



Map 5 - 5 Flood Zones within the Coastal Zone  
Santa Rosa County, Florida



## **5.5 Navarre Beach Master Plan**

### *Navarre Beach Planning Area*

As described in the Future Land Use Element's supporting documentation, the Navarre Beach Planning Area is the portion of Santa Rosa Island that is leased by Santa Rosa County from Escambia County lying in between the Gulf Islands National Seashore parks. The island is accessible via the Navarre Beach Causeway and the Bob Sikes Bridge. This land area is subject to the Navarre Beach Master Plan and individual property leases. Navarre Beach is serviced by the only County owned water system and waste water treatment system. Septic tanks are not installed on Navarre Beach nor are they permitted.

### *Navarre Beach Master Plan*

The Navarre Beach Master Plan has been implemented within the County's Comprehensive Plan and Land Development Code. This implementation required the creation of specialized Navarre Beach Future Land Use Map categories and implementing zoning districts. The Navarre Beach Master Plan, originally created in 1995 and updated in 2001, contains the background information for the creation of the Navarre Beach Planning and Zoning Overlay Zone. This Overlay effectively creates a special zone placed over all of Navarre Beach where specialized zoning districts and Future Land Use map categories are applicable. The original plan took hurricane preparedness, available infrastructure, and the physical, environmental, and political (existing leases) characteristics of Navarre Beach into consideration. Development on Navarre Beach is limited by existing lease agreements (both parcels specific and Santa Rosa Island specific) since this land is owned by Escambia County and leased to Santa Rosa County. Table 2-2 in the Future Land Use Element Supporting Documentation provides the existing land uses within the Navarre Beach Master Plan Area which is the same land area as the Navarre Beach Planning Area and those acreages are repeated below. As can be seen, a majority of the beach area is either in Conservation / Recreation or Low to Medium Density Residential categories. In addition, the beach area is predominantly built out.

### **Navarre Beach Future Land Use Map Acreages**

Navarre Beach Conservation / Recreation: 262 acres

Navarre Beach Commercial: 31 acres

Navarre Beach Low Density Residential: 99 acres

Navarre Beach Medium Density Residential: 145 acres

Navarre Beach Medium High Density Residential: 11 acres

Navarre Beach High Density Residential: 39 acres

Navarre Beach Mixed Residential Commercial: 47 acres

Navarre Beach Utilities: 19 acres

Map 5 - 6 Navarre Beach Future Land Use  
Santa Rosa County, Florida



## 5.6 Water-Dependent and Water-Related Land Uses

Water dependent uses are activities which can be carried out only on, in or adjacent to water areas because the use requires access to the water body for: waterborne transportation including ports or marinas, recreation, electrical generating facilities or water supply. Water-related uses are activities that are not directly dependent upon access to a water body, but which provide goods and services that are directly associated with water-dependent or waterway uses.

### *Water Dependent Commercial/Industrial Development*

There are no existing commercial fishing facilities (i.e., commercial docks, seafood processing facilities)- with the exception of charter fishing and pleasure boats for hire at several marinas- or water-dependent industrial facilities located along the shorelines of unincorporated Santa Rosa County. The absence of these types of water dependent uses in Santa Rosa County is due to the unique lease situation on the County's barrier island and the lack of nearby Gulf Access. Therefore, these types of uses have not been displaced by development nor do they require special planning consideration. No need for new commercial fishing facilities or water-dependent industrial facilities including electric generating or water supply facilities has been established. Due to the environmental sensitivity of the Pensacola Bay system, the development of these types of facilities is not recommended. The predominant land use along the unincorporated shorelines is residential and there are no large parcels of vacant land that would accommodate adequate buffers that might allow compatible industrial development with existing adjacent land uses.

### *Beach and Shoreline Access*

Approximately 1,548 acres of coastal area recreation sites are open to the public in unincorporated Santa Rosa County, including county, state, and federal parklands located on the Gulf of Mexico and other estuarine shorelines in the coastal planning area. In addition, the Plan contains policies related to the development and protection of public beach access. The existing public beach access points on Navarre Beach are shown on **Map 5-7** below.

Map 5 - 7 Navarre Beach Public Access  
Santa Rosa County, Florida



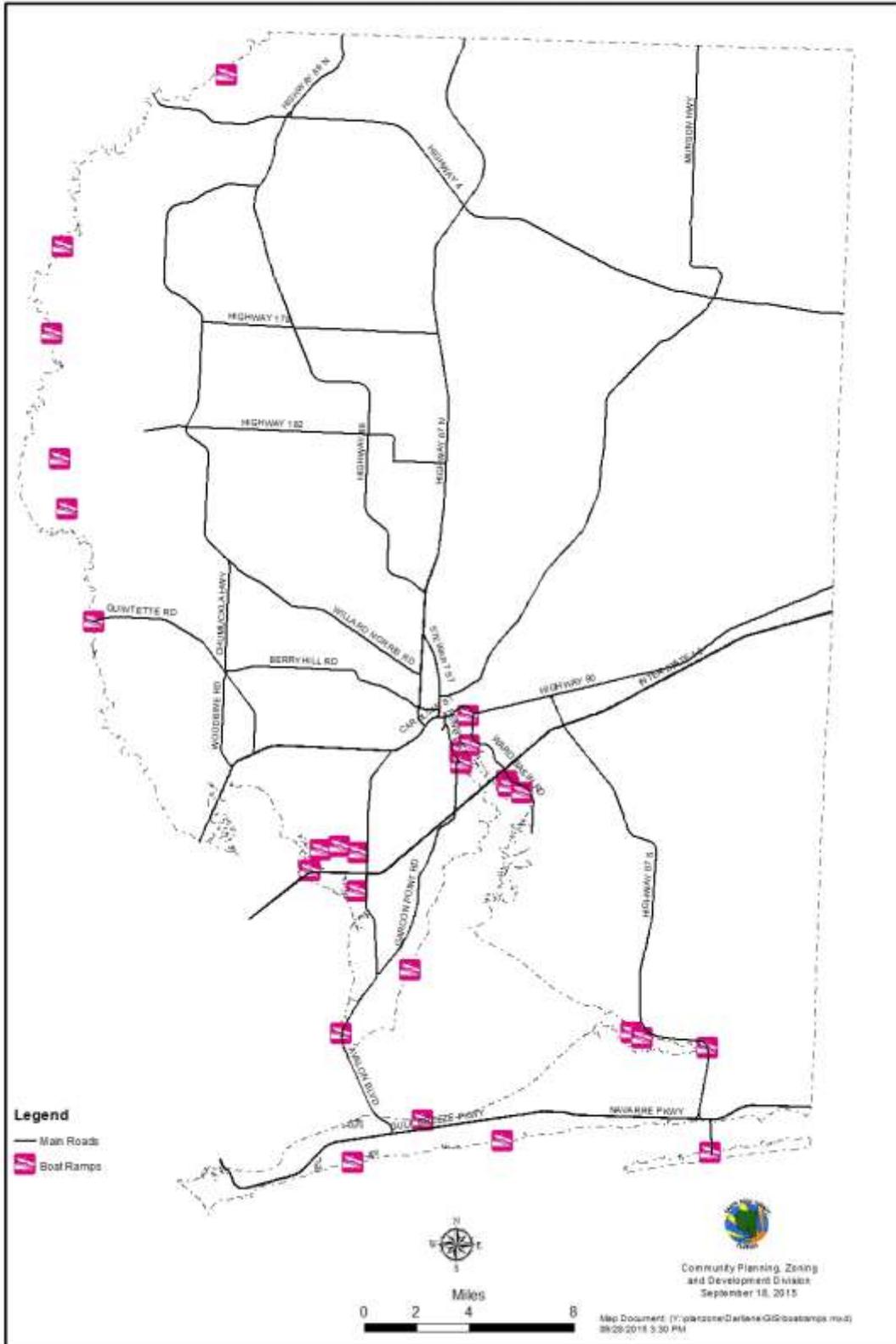
*Marinas*

The demand for recreational marinas grows along with the local population. In general, marinas should be sited where the optimum physical characteristics are maximized and impacts on marine resources are minimized. The Land Development Code establishes the locational criteria for marinas and these facilities must be comply with State and Federal permitting requirements which are consistent with adopted Comprehensive Plan policy.

*Boat Ramps*

**Map 5-8** provides the location of the County's boat ramps. There are 27 boat ramps located within Santa Rosa County.

Map 5 - 8 County Boat Ramps  
Santa Rosa County, Florida



## 5.7 Protection of Coastal Populations and Structures

### *Post Disaster Redevelopment*

Redevelopment within Santa Rosa County following a storm event will likely reflect existing development with regard to land use. However, redevelopment of substantially damaged structures will require that current building codes and land development requirements be adhered to.

### *Santa Rosa County Local Mitigation Strategy*

The Santa Rosa County Local Mitigation Strategy was updated in 2015 and is incorporated herein by reference. This document contains several objectives that provide a clear, concise strategy on where to expend additional fund and that address mitigation as a comprehensive, multi-jurisdictional program. In addition to non-structural approaches to mitigation (growth management), public education campaigns, and the hardening of critical facilities and shelters - the concepts of community resiliency and intergovernmental and inter-agency coordination are also components of the LMS.

The 2015 LMS Committee focused on the hazard-specific goals to maintain the “all-hazards” approach. Additionally, objectives were reviewed and modified to achieve these goals.

1. Become a more disaster resilient community;
2. Minimize coastal, riverine, and inland flooding losses throughout the County;
3. Minimize storm wind losses throughout the County; and
5. Minimize wildfire losses in the forest / urban interface areas.

Mitigation tools and techniques identified within the local strategy fall into three broad categories: (1) structural techniques including design and construction; (2) environmental interventions and (3) non-structural interventions.

Structural mitigation projects include strengthening of vulnerable structures and public facilities to withstand wind, fire and other forces, elevation of structures to protect them from flood damage, construction of storm water control facilities and drainage improvements. Environmental intervention refers to actions that reduce the vulnerability of communities by armoring them against the elements. This term includes beach restoration and stabilization projects. Non- structural mitigation refers to policies for avoiding hazard impacts, applying zoning restrictions, land acquisition in the floodplain, promoting citizen awareness and public education initiatives.

Each goal identified within the local strategy’s objectives fell into one of five (5) specific measures:

#### A. Prevention:

Government administrative or regulatory actions or processes that influence the way land and buildings are developed and built. These actions also include public activities to reduce hazard losses. Examples include planning and zoning, building codes, capital improvement programs, open space, preservation and storm water management regulation.

B. Property Protection:

Actions that involve the modification of building or infrastructure to protect them from a hazard or removal from the hazard area. Examples include acquisition, elevation, relocation, structural retrofits, flood proofing, storm shutters, and impact-resistant glass.

C. Public Education and Awareness:

Actions to inform and educate citizens, elected officials and property owners about potential risks from hazards and potential ways to mitigate them. Such actions include outreach projects, real estate disclosure, hazard information centers, and school-age and adult education programs.

D. Natural Resource Protection:

Actions that, in addition to minimizing hazard losses also preserve or restore the functions of natural systems. These actions include sediment and erosion control, stream corridor restoration, watershed management, forest and vegetation management and wetland restoration and preservation.

E. Structural Projects:

These are actions that involve the construction of structures to reduce the impact of a hazard. Such structures include storm water controls, floodwalls, seawalls, retaining walls and safe rooms.

The implementation of a mitigation program is a key component in the achievement of a “sustainable community”, one in which citizens, businesses and institutions are protected from the disruptions and impacts of disasters. In a county such as Santa Rosa County, coordination among and between levels of government is critical to the success of the program.

*Santa Rosa County Flood Mitigation Plan and Community Rating System Participation*

This Plan and the County’s Land Development Code regulations, are integrated into the County’s Flood Mitigation Plan and are integral to the County’s Community Rating System (CRS) participation. Flood mitigation plans form the foundation for a community’s long-term strategy to reduce flood losses and break the cycle of flood damage, followed by reconstruction, and repeated damage. It creates a framework for risk-based decision making to reduce damages to lives, property, and the economy from future floods. Flood mitigation is sustained action taken to reduce or eliminate long-term risk to people and their property from flooding. Local governments are required to develop a flood mitigation plan as a condition for receiving certain types of non-emergency disaster assistance.

Santa Rosa County has developed a Flood Mitigation Plan that provides a comprehensive set of strategies for flood mitigation and includes a list of activities that can further mitigation goals.

The purpose of this Flood Mitigation Plan is to:

- help reduce flood losses
- improve local flood hazard mitigation capability

- increase public and private sector awareness by educating about the hazards, loss reduction measures, and the natural and beneficial functions of floodplains
- address and protect cultural, economic and natural resources
- This Flood Mitigation Plan (FMP) is intended to accomplish this purpose and to promote
- a sustainable and flood-resistant community.

The County's efforts have demonstrated a strong commitment to flood mitigation and have served to minimize the impacts of flooding. There is an ongoing commitment to improvement that is further demonstrated by this plan. This Flood Mitigation Plan is intended to provide direction and to identify the actions necessary to advance the numerous facets of Santa Rosa County's overall flood mitigation efforts. This Flood Mitigation Plan has been purposefully developed to be consistent with:

- the Santa Rosa County Local Mitigation Strategy 2015 – 2020 (LMS),
- the National Flood Insurance Program's Community Rating System
- Floodplain Management Planning Process, and
- the Disaster Mitigation Act of 2000

On October 14, 1977 Santa Rosa County joined the National Flood Insurance Program. In October 1993, Santa Rosa County qualified for the CRS Program. Participating jurisdictions are classified in CRS classes. These classes range from Class 1, which requires the most credit points and provides the largest reduction in insurance premiums, to Class 10, which receives no reduction in insurance premiums. Currently, Santa Rosa County has a CRS rating of Class 6, resulting in a 20% reduction in flood insurance premiums for citizens that purchase flood insurance in Special Flood Hazard Areas. This puts Santa Rosa County in an elite group of only 29 jurisdictions in the state of Florida that have achieved a Class 6 rating.

#### *Florida Statewide Regional Evacuation Study Program (SRESP) for the West Florida Region*

The Florida Division of Emergency Management, Division of Community Planning and Department of Transportation, in coordination with the West Florida Regional Planning Council (WFRPC), have developed the Florida Statewide Regional Evacuation Study Program (SRESP) for the West Florida Region. This report updates the region's evacuation population estimates, evacuation clearance times and public shelter demands. Originally released on October 5, 2010, the study covers Bay, Escambia, Holmes, Okaloosa, Santa Rosa, Walton and Washington counties and their respective municipalities, and is updated as needed.

To correspond to the three different sets of demographic data, three model networks were ultimately developed. The base 2006 network and two future year networks to correspond to the 2010 demographic data and the 2015 demographic data. The 2006 base model network was updated to reflect roadway capacity improvement projects completed between 2006 and 2010 to create the 2010 network. The 2010 network was then updated to reflect planned roadway capacity improvement projects expected to be implemented between 2011 and 2015 to create the 2015 network.

Two distinct sets of analyses were conducted using the SRESP evacuation transportation model, including one set of analysis for growth management purposes and one set of analysis for emergency management purposes. The two sets of analysis include the following:

- Base Scenarios – The base scenarios were developed to estimate a series of worst case scenarios and are identical for all eleven Regional Planning Councils across the State. These scenarios assume 100 percent of the vulnerable population evacuates and includes impacts from counties outside of the RPC area. These scenarios are generally designed for growth management purposes, in order to ensure that all residents that choose to evacuate during an event are able to do so. These times are provided in **Tables 2-3** and **2-4** of the Transportation Element Supporting Documentation.
- Operational Scenarios – The operational scenarios were developed by the RPCs in coordination with local county emergency managers and are designed to provide important information to emergency management personnel to plan for different storm events. These scenarios are different from region to region and vary for each evacuation level.

## 5.8 Existing Regulatory Framework

### *Federal Coastal Management Zone Act*

In 1972, the U.S. Congress passed the federal Coastal Zone Management Act (CZMA) to address the increasing conflict between protection and use of our nation’s coastal zone. The legislation encouraged the nation’s coastal regions (collectively referred to as the “coastal states” or “states”) to develop and implement federally-approved coastal management programs (CMPs) based on that state’s unique coastal characteristics. The management programs were to assist states to achieve wise use of the land and water resources of the coastal zone, giving full consideration to ecological, economic, cultural, historic, and aesthetic values. The program was to be a comprehensive statement (in words, maps, illustrations, or other media of communication) that was prepared and adopted by the state in accordance with the provisions of the CZMA. It sets forth objectives, policies, and standards to guide public and private uses of lands and waters in the coastal zone. The CZMA requires the state CMPs to describe:

- The boundaries of the state’s coastal zone
- The coastal land, water and natural resources that have a direct and significant impact on coastal waters
- Geographic areas of particular concern
- The authorities and enforceable policies of the CMP
- Guidelines on usage priority
- The organizational and enforceable policies for implementing the CMP, including the responsibilities and interrelationships of local, area-wide, state, regional, and interstate agencies and management process
- Shorefront access and protection planning. This includes access to other public coastal areas of environmental, recreational, historical, aesthetic, ecological, or cultural value.<sup>9</sup>
- New energy facility planning
- Shoreline erosion/mitigation planning

Once a state develops a CMP approved by the National Oceanic and Atmospheric Administration (NOAA), that state becomes eligible for annual implementation funds. The state is also given the authority by Congress to review certain federal activities that have reasonably foreseeable effects on any land use, water use, or natural resource in its coastal zone to make sure that the federal actions are consistent with the enforceable policies of the state’s federally-approved CMP. This authority is referred to as “federal consistency.” Some examples of “coastal land or water uses” include such activities as public access,

recreation, fishing, historic or cultural preservation, development, energy infrastructure and use, hazards management, marinas, floodplain management, scenic and aesthetic enjoyment, and resource creation or restoration. (Source: Florida Coastal Management Program Guide, 2015, FDEP)

### *The Florida Coastal Management Program (CMP)*

In 1978, the Florida Legislature adopted the Florida Coastal Management Act, codified as Chapter 380, F.S., Part II, Coastal Planning and Management. This legislation authorized the development of the Florida Coastal Management Program (FCMP) and its submittal to the federal government. In 1981, the FCMP was approved by the Secretary of the National Oceanic and Atmospheric Administration (NOAA). The Department of Environmental Protection (DEP) is designated as the lead agency for the FCMP pursuant to the CZMA. DEP's Florida Coastal Office, is charged with overseeing the state's coastal management program and handles the following FCMP activities:

- Compiles and submits the federal applications for receiving funds pursuant to the CZMA.
- Adopts rule procedures and criteria for the evaluation of Coastal Partnership Initiative (CPI) and state agency sub-grant applications for funds allocated to the state under the CZMA.
- Administers the Coastal and Estuarine Land Conservation Program (CELCP), a federally-funded land acquisition program.
- Conducts the CZMA Section 309 assessment and strategies for coastal resource issues.
- Administers the Beach Access Sign Program, the Beach Warning Flag Program, and the Rip Current Awareness Program.
- Prepares routine program updates to incorporate annual statutory changes.
- Maintains informational materials and procedural guidelines.
- Provides education and outreach materials.
- Guides the coordination of the Federal Consistency review process.
- Conducts training workshops for those entities involved in the federal consistency process.
- Provides, to the practicable extent, financial, technical, research, and legal assistance to effectuate the purposes of the Florida Coastal Management Act.
- Acts as a resource for the partner agencies in the Coastal Management Program.

### Program Boundaries

The CZMA requires a state CMP to identify the boundary of its coastal zone, which includes the area of land and water from the territorial limits landward to the most inland extent of marine influences. Following is a description of the seaward and interstate boundaries for the state of Florida:

- Seaward Boundaries – The CZMA16 defines the seaward extent of a state's coastal zone as "to the outer limit of state title and ownership under the Submerged Land Act17 ...". Under the Submerged Lands Act, Florida's title and ownership extends three miles into the Atlantic Ocean and, in accordance with *United States vs. Louisiana, et.al.*, 364 U.S. 502 (1960), three marine leagues (approximately nine nautical miles) into the Gulf of Mexico.
- Interstate Boundaries - The western lateral boundary of the FCMP is defined by the adjudicated boundary between Florida and Alabama. The coastal zone boundary in Alabama is the continuous 10-foot contour in Mobile and Baldwin counties. The northern lateral boundary of the state coastal program is the adjudicated boundary between Florida and Alabama and Florida and Georgia. Each

state, with the development of its own coastal management program, has consulted with one another to ensure compatibility between each state's respective boundary designations.

Based upon the geography of Florida and the legal basis for the state program, the entire state of Florida is included within the coastal zone. Geographically, Florida has low land elevation, a generally high water table, and an extensive coastline with many rivers emptying into coastal waters. Few places in Florida are more than seventy miles from either the Atlantic Ocean or the Gulf of Mexico. The result is an interrelationship between the land and coastal waters, which makes it difficult to establish a boundary that would exclude inland areas. Because of this interrelationship, the state boundaries include the entire area encompassed by the state's 67 counties and its territorial seas. The only exceptions are lands the federal government owns, leases, holds in trust, or whose use is otherwise by law subject to the sole discretion of the federal government, its officers, or agents. Lands held by the Seminole and Miccosukee Indian Tribes are also exempted.

Note: For planning and developing coordinated projects and initiatives relating to coastal resource protection and management and for completing federal consistency reviews of federally-licensed and permitted activities<sup>18</sup>, only the geographical area encompassed by the 35 Florida coastal counties and the adjoining territorial sea is utilized. This would include Santa Rosa County as a coastal county. (Source: Florida Coastal Management Program Guide, 2015, FDEP)

