Santa Rosa County

LONG-TERM RECOVERY PLAN

MARCH 2005

U.S. Department of Homeland Security
Washington, DC 20472

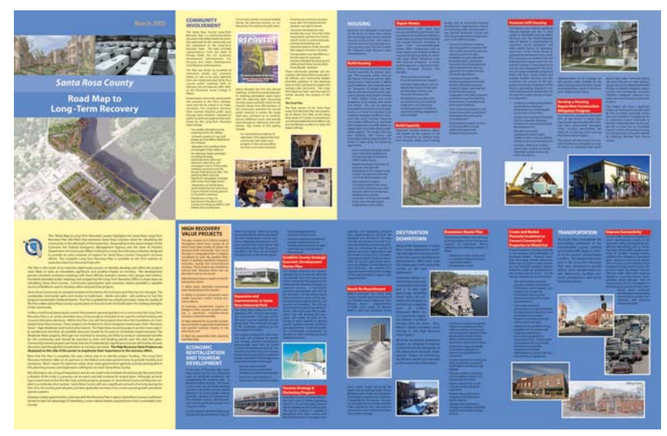
FEMA

Federal Emergency Management Agency

FEMA Region IV
3003 Chamblee Tucker Rd.
Atlanta, GA 30341

FEMA Headquarters
500 C Street, SW
Washington, DC 20472

www.fema.gov



On Cover: Conceptual Drawing of Downtown Milton (Right Side), Navarre Town Center (Top Left), and Downtown Jay (Bottom Left)

Note: Each project in this plan is assigned a Recovery Value denoted by:
In the page corner. See page XI for a full explanation of Recovery Values.

HIGH MODERATE COMMUNITY INTEREST

Introduction

In this Long-Term Recovery Plan you will find Santa Rosa County's vision for rebuilding in the aftermath of Hurricane Ivan. Responding to the severe impact of the hurricane, the Federal Emergency Management Agency (FEMA) and the State of Florida Department of Community Affairs (DCA) instituted a Long-Term Recovery Initiative designed to provide an extra measure of support for Santa Rosa County's long-term recovery efforts. The complete Long Term Recovery Plan (the Plan) is available on the DCA website at: www.dca.state.fl.us/recovery/index.cfm.

The Santa Rosa Long-Term Recovery Plan is the result of an intensive eight-week process to identify, develop, and refine the projects most likely to have an immediate, significant, and positive impact on recovery. The development process involved numerous meetings with local officials, business owners, civic groups and citizens. Hundreds attended public meetings and stopped by the Long-Term Recovery Office to share ideas on rebuilding Santa Rosa County. Community participation and comment sheets provided a valuable source of feedback and were used to develop, refine and prioritize projects.

Santa Rosa County was an exceptional place to live before the hurricanes, and that has not changed. The unshakeable community spirit, and resolve to build back—better and safer—will continue to fuel the progress toward plan implementation. This Plan is guided by two simple principles: 1) keep the quality of life that makes Santa Rosa a great place to live and work; and 2) build upon the existing strengths of the community.

Unlike a traditional planning document that presents general guidance to a community, the Long-Term Recovery Plan is an action-oriented menu of key projects intended to be used for critical funding and resource allocation decisions. Within the Plan, you will find projects that form the foundation of a revitalized Santa Rosa County. These projects are divided into three categories based upon their "Recovery Value": High, Moderate, and Community Interest. The High Value recovery projects are the most urgently needed and all available resources should be focused on immediate implementation. The Moderate Value projects, although not essential to recovery, are likely to produce substantial benefits for the community, and should be pursued as time and funding permit over the next few years. Community Interest projects are those of relatively less significance, but are still worthy of more discussion and thoughtful consideration as recovery proceeds.

Now that the Plan is complete, the next critical step is to identify project funding. The Long-Term Recovery Initiative relies on its partners in the federal and state governments to provide funding and assistance. Much reason for optimism exists since many government agencies have actively participated in this planning process and have expressed a willingness to assist Santa Rosa County.

Not all projects are of equal importance and do not need to be initiated simultaneously. Recovery from a disaster of this scale is a process, not an event, and will continue for several years. Although, as funding is committed to the first few high priority projects, progress in Santa Rosa County will become evident in a relatively short period. Santa Rosa County will see a significant amount of activity during the first 18 to 24 months post-disaster, and then gradually transition into a more normal growth and development pattern.

Disasters create opportunities, and now with the Recovery Plan in place, Santa Rosa County is well positioned to take full advantage of rebuilding a vibrant, better-prepared and more sustainable community.

March 18, 2005

Dear Citizens of Santa Rosa County:

In September 2004, Hurricane Ivan slammed into Florida's Panhandle, becoming the third of four catastrophic storms to strike our state last year. In November 2004, the most traumatic hurricane season in Florida history came to a welcome end.

Thousands of Santa Rosa County residents are among more than one million Floridians who registered with FEMA for hurricane relief and together with other Floridians have filed nearly 1.5 million insurance claims. The total estimate of damage in our state now exceeds $42 billion. While we measure the financial impact of the storms by damage estimates and claims numbers, they don't tell the real story. The strong hearts and generous spirits of the people who live here tell the true story – your faith, tenacity, and hard work as you recover and rebuild convey your message of determination and commitment to your community.

Even as federal, state and local agencies launched emergency response efforts, the people of Santa Rosa County recognized the need to do more than just replace what the storms ruined. You seized the opportunity to rebuild by developing your long-term recovery plan in a way that makes the most of your community's natural and economic assets, while preserving your historic rural character.

The plan captures the collective community vision for Santa Rosa County's long-term recovery. My administration, through the leadership of the Secretary of the Department of Community Affairs, stands ready to help Santa Rosa County achieve its goals. I also thank FEMA for its partnership in facilitating your development of the plan.

Santa Rosa County can take pride in this achievement because it represents a tremendous spirit and willingness to do what it takes to rebuild a better Florida. Your plan also provides a roadmap for overcoming the significant challenges ahead. Rebuilding and creating economic vitality is a long-term effort. It will not be easy. It will not be quick. But, you have my commitment and support to help make it happen.

Sincerely,

Jeb Bush

STATE OF FLORIDA

DEPARTMENT OF COMMUNITY AFFAIRS

"Dedicated to making Florida a better place to call home"

JEB BUSH
Governor

THADDEUS L. COHEN, AIA
Secretary

March 18, 2005

Dear Local Officials and Citizens of Santa Rosa County:

In just over six months, the people of Santa Rosa County have made remarkable progress in responding to the devastation created by Hurricane Ivan. While the destruction necessitates a painful and difficult rebuilding effort, I commend you for developing a roadmap for a brighter future.

Thanks to strong leadership and broad community participation, Santa Rosa County citizens, businesses and governments have created a visionary long-term recovery plan for a better Santa Rosa County. This long-term plan will guide both rebuilding and create opportunities for economic expansion. This plan serves as a unified vision and exemplifies the type of participation and partnership required for effective community planning that I hope to cultivate in each Florida community during my tenure at the Department of Community Affairs.

I am grateful for this opportunity to express my deep appreciation to the Federal Emergency Management Agency's Long-Term Recovery Initiative. Its innovative support for this community planning effort and close partnership with the Department of Community Affairs will pay dividends in sparking economic growth and assuring that as rebuilding occurs, new and rehabilitated structures will withstand the effects of future storms. In particular, I commend the use of this long-term planning approach that is both sensitive to what makes Santa Rosa County unique and is unwaveringly focused on the communities' expressed priorities.

As I stated during the first community forum for developing this plan, the Department of Community Affairs will be your partner each step of the way. Through the coming year, the Department will work closely with the Governor's Office, other state agencies, FEMA, and the federal Long-Term Recovery Task Force to coordinate available resources and use creative approaches for existing programs to help you make this plan a reality.

Now is the time to move forward in shaping the new Santa Rosa County.

Sincerely,

Thaddeus L. Cohen, AIA
Secretary

TLC/cp/ts

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Phone: 850.488.8466/Suncom 278.8466 FAX: 850.921.0781/Suncom 291.0781
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COMMUNITY PLANNING
2555 Shumard Oak Boulevard
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EMERGENCY MANAGEMENT
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(850) 413-9969

HOUSING & COMMUNITY DEVELOPMENT
2555 Shumard Oak Boulevard
Tallahassee, FL 32399-2100
(850) 488-7956

U.S. Department of Homeland Security
Washington, DC 20472

FEMA

March 17, 2005

Citizens of Santa Rosa County:

I commend you on the remarkable progress that you have made in your recovery from the devastating hurricanes that struck in the fall of 2004. I have seen the devastation first hand as I traveled to Florida on many occasions in the aftermath of the storms, and have received regular updates on the cleanup efforts and the rebuilding process. In turn, I provide progress briefings to President Bush and the Secretary of Homeland Security on your recovery. It is encouraging to witness a community pulling together with the strength and determination of its residents as you have done.

As you know, in the aftermath of Hurricane Ivan, the U. S. Department of Homeland Security's Federal Emergency Management Agency (FEMA) initiated a Long-Term Recovery initiative for Escambia and for Santa Rosa counties. This is the second time that Homeland Security, through FEMA, has implemented a Long-Term Recovery effort in Florida. The two County Long-Term Recovery Plans are among a handful of such projects nationwide.

Since early January, a team of technical experts has worked with you to help develop a vision for the redevelopment of your community. FEMA has delivered this final Santa Rosa County Long-Term Recovery Plan as a guide for rebuilding. As part of this process, FEMA will fund a local recovery management staff through the Florida Department of Community Affairs for the next year to support you in the implementation of the key projects identified in the plan.

Now is the time for you to move forward in shaping the new Santa Rosa County, including the cities of Gulf Breeze, Milton and Jay. The process will take time and will require a significant commitment of your collective energies, as well as substantial resources. Be assured that Homeland Security, through FEMA, will continue to be there and will assist by coordinating the numerous federal agencies that stand ready to help you, and by working in partnership with the State of Florida to coordinate state agencies.

I wish you the best of success in your recovery and look forward to visiting you as the rebuilding progresses.

Sincerely,

Michael Brown
Under Secretary
Emergency Preparedness and Response

www.fema.gov

U.S. Department of Homeland Security
Region IV
3003 Chamblee Tucker Road
Atlanta, GA 30341

FEMA

March 18, 2005

Santa Rosa County Board of County Commissioners
The Mayor, City of Gulf Breeze, City of Milton and the Town of Jay

Dear Sir or Madam:

The terrible damages wrought by Hurricane Ivan throughout Santa Rosa County, the City of Gulf Breeze, the City of Milton and the Town of Jay have changed the communities and created a unique opportunity for sustainable redevelopment into the future. A complex process of local, state and federal partnership has culminated in a vision for the sustainable redevelopment of Santa Rosa County, the City of Gulf Breeze, the City of Milton and the Town of Jay. It is with the greatest pleasure that we offer our sincere congratulations on the hard work you have undertaken in the Long-Term Recovery planning process for your communities. Your community, citizens and leadership have been integral to the success of this planning effort and will continue to be crucial to the successful implementation of the plan in the future.

The Long-Term Recovery Plan for Santa Rosa County, the City of Gulf Breeze, the City of Milton and the Town of Jay is part of a new beginning for the community. We stand prepared to work with you and our partners in the State of Florida to ensure the county and the cities create a brighter future in the aftermath of this devastating natural disaster. The FEMA Region IV staff will work with you to make the vision described in the plans a reality.

We heartily endorse the vision within the Long-Term Recovery Plan for Santa Rosa County Santa Rosa County, the City of Gulf Breeze, the City of Milton and the Town of Jay. We know that together we can build a stronger and better community.

Sincerely,

Mary Lynne Miller
Acting Regional Director

www.fema.gov

MEL MARTINEZ
FLORIDA
(202) 224-3041

COMMITTEES:
AGING
BANKING
ENERGY AND NATURAL RESOURCES
FOREIGN RELATIONS

United States Senate
WASHINGTON, DC 20510-0906

March 24, 2005

Dear Residents of Santa Rosa County:

I am writing to express my strong support for the recovery work underway in Santa Rosa County. In the aftermath of the devastating 2004 hurricane season, you have demonstrated continued courage and sacrifice in your community's rebuilding efforts. Because of your commitment and leadership, Santa Rosa County is on the road to recovery.

Throughout the reconstruction process, you have worked closely with the Federal Emergency Management Agency (FEMA) as well as state, local, and county officials. This partnership has been crucial to the success thus far, and I applaud the coordinated effort in developing a Long Term Recovery plan, which will provide the framework for preserving the county's character and economic vitality.

Again, I commend Santa Rosa County and the local officials involved in the recovery process with FEMA. Your dedication and hard work have been critical to the recovery effort of Northwest Florida. As you strive to accomplish this monumental task, please know that my office stands ready to help if you need assistance.

Sincerely,

Mel Martinez
United States Senator

United States Senate
WASHINGTON, DC 20510-0905

BILL NELSON
FLORIDA

March 11, 2005

Dear Residents of Santa Rosa County:

I would like to take this opportunity to commend you for resiliency, commitment, and strong sense of community. Despite the damage wrought by Hurricane Ivan, you have remained strong in your resolve to rebuild and move forward. I would also like to extend thanks to the Federal Emergency Management Administration (FEMA), the State of Florida, and local volunteer agencies for their dedication to the community.

I understand FEMA, in cooperation with residents, is currently developing a Long Term Recovery plan. This plan, the product of local, state and federal collaboration, will be used as a guideline for the redevelopment of Santa Rosa County. The input and insight you have provided is invaluable. I offer my full support for your efforts.

I will continue to work closely with you and your elected officials to implement the recovery plan. Please fee free to contact my Tallahassee office at (850) 942-8415, should you need any assistance.

Sincerely,

Bill Nelson
U.S. Senator

JEFF MILLER
1st District, Florida

ARMED SERVICES COMMITTEE

VETERANS AFFAIRS COMMITTEE

Congress of the United States
House of Representatives
Washington, DC 20515

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324 Cannon House Office Building
Washington, DC 20515
(202) 225-4136

DISTRICT OFFICES:
4300 Bayou Boulevard
Suite 17C
Pensacola, FL 32503
(850) 479-1183

348 S.W. Miracle Strip Parkway
Unit 21
Fort Walton Beach, FL 32548
(850) 664-1266

www.house.gov/jeffmiller

March 11, 2005

Dear Residents of Escambia and Santa Rosa Counties,

We are all thankful that the 2004 hurricane season is over, but it is hard to say that it is behind us. Hurricane Ivan caused more destruction in 48 hours than many people see in a lifetime, but you have remained steadfast in your determination to move forward. Through our citizens working together along with help from the Federal Emergency Management Administration (FEMA), the State of Florida, and volunteer support, I am confident that Northwest Florida will continue to flourish and remain a great place to live.

Those days immediately following Hurricane Ivan saw miraculous achievements in saving lives, distributing emergency supplies, and getting people back on their feet. We still have a long way to go, but I know we are fully capable of getting there. A long-term recovery plan is a vital part of accomplishing this objective, and to this end FEMA has established a Long-Term Recovery Team. I am confident that citizens will be able to work with this team to establish a viable plan for improving our area to a condition even better than it was prior to Ivan.

I look forward to working with residents along with agencies on both the state and federal level to see that this plan is fully realized by Northwest Florida. I know that the long-term recovery plan developed will be useful to everyone involved in our area, and I will be involved wherever and whenever I can to ensure that our area continues to be a beautiful place to live. With warm personal regards, I am

Sincerely,

JEFF MILLER
Member of Congress

PRINTED ON RECYCLED PAPER

THE FLORIDA SENATE
Tallahassee, Florida 32399-1100

COMMITTEES:
General Government Appropriations, *Chair*
Community Affairs
Judiciary
Rules and Calendar
Transportation
Ways and Means

SENATOR CHARLIE CLARY
President Pro Tempore
4th District

March 15, 2005

Dear Local Officials and Citizens of Santa Rosa County:

With the six month anniversary of Hurricane Ivan on our doorstep, I wanted to take this opportunity to commend everyone for their hard work and dedication in the progress that has been made with recovery efforts.

Thanks to strong leadership and community participation, Santa Rosa County has created a long-term "Roadmap for Recovery" which will guide both physical rebuilding and create opportunities for economic growth. By working together, citizens, businesses and governmental entities alike, you are coming together to serve as a united front and exemplifying the type of participation and partnership required in a successful long-term recovery effort.

I am very honored to represent you and look forward to working with you as you move forward in shaping the new Santa Rosa County.

Sincerely,

Charlie W. Clary, III
State Senator, District 4

CWC:pah

REPLY TO:
1241 Airport Road, Suite A, Destin, Florida 32541 (850) 833-9159
404 Senate Office Building, 404 South Monroe Street, Tallahassee, Florida 32399-1100 (850) 487-5009

Senate's Website: *www.flsenate.gov*

TOM LEE
President of the Senate

CHARLIE CLARY
President Pro Tempore

THE FLORIDA SENATE

Tallahassee, Florida 32399-1100

COMMITTEES:
Health Care, *Chair*
Agriculture
Children and Families
Health and Human Services Appropriations

SENATOR DURELL PEADEN, JR.
2nd District

March 18, 2005

Dear Local Officials and Citizens of Escambia and Santa Rosa Counties:

I would like to thank the Federal Emergency Management Agency for the cooperative effort it has made on long-term recovery for Escambia and Santa Rosa Counties. I hope we can continue to integrate the unique need for transportation, adequate community shelters, redundant local communication systems as well as secondary funding for affordable housing and school repairs. By focusing on these critical issues, we will energize rapid redevelopment and encourage economic growth.

Our efforts will advance key long-term planning for the region, resulting in immeasurable results for our future.

Sincerely,

Durell Peaden, Jr., M.D., J.D.
State Senator, District Two

DP/sl

REPLY TO:
- 598 North Ferdon Boulevard, Crestview, Florida 32536-2753 (850) 689-0556
- 744 East Burgess Road, Suite E-103, Pensacola, Florida 32504 (850) 484-9898
- 306 Senate Office Building, 404 South Monroe Street, Tallahassee, Florida 32399-1100 (850) 487-5000

Senate's Website: *www.flsenate.gov*

TOM LEE
President of the Senate

CHARLIE CLARY
President Pro Tempore

Florida House of Representatives
Representative Holly Benson
District Three

Reply to:
- 816 West Government Street
  Pensacola, Florida 32501
  (850) 595-5550
  (850) 595-5552 fax
- 200 House Office Building
  402 South Monroe Street
  Tallahassee, Florida 32399-1300
  (850) 488-0895

Councils & Committees:
Health and Families Council, Chair
Fiscal Council
Governmental Operations Committee
Growth Management Committee
Health Care Appropriations Committee
Rules and Calendar Committee

March 16, 2005

Dear Local Officials and Citizens of Santa Rosa County:

Six months ago today, Hurricane Ivan made landfall and changed life as we know it on the Gulf Coast. I applaud the hard work of local law enforcement, volunteers and elected officials who worked around the clock in the weeks that followed the storm to restore normality in a time of uncertainty.

While the devastation left in the wake of Ivan was great, it did provide an opportunity for rebuilding a better Santa Rosa County. Thanks to the cooperation of Santa Rosa County's citizens, businesses and governments, a long-term recovery plan has been developed. I would like to lend my support to this plan which will guide both the rebuilding efforts as well as create opportunities for economic expansion.

The Department of Community Affairs will work with the Governor's Office, other state agencies, FEMA and the federal Long-Term Recovery Task Force to find resources to implement this plan. I encourage you to also be involved in this process and to please feel free to contact me with any comments or concerns.

Sincerely,

Holly Benson
State Representative, District 3

Florida House of Representatives

Representative Greg Evers
House District 1

District Address:
5224 Willing St.
Milton, FL 32570
Phone: (850) 983-5550

Tallahassee Address:
303 House Office Building
402 South Monroe Street
Tallahassee, Florida 32399-1300
Phone: (850) 488-8188

March 17, 2005

To the Citizens and Officials of Santa Rosa County,

When Hurricane Ivan made landfall, it changed our lives. Our homes, our lives, and our businesses were in a state of complete disarray. It has been six months since that fateful day. We have made great strides since then, but there is still much left to do.

I believe that through the coordinated efforts of the Department of Community Affairs, Federal Emergency Management Agency, and Santa Rosa County that we can rebuild. The plan that has been constructed is the product of broad participation from the citizens, businesses, and governments.

I would like to lend my full support to the implementation of this plan. Through the cooperation of all the government agencies and the citizens of Santa Rosa County the effort to rebuild can be expeditious and thorough.

Please feel free to contact me if you have any questions or comments.

Sincerely,

Greg Evers
State Representative
District 1

GE:mb

Florida House of Representatives

Representative Ray Sansom
District 4

Reply to: 348 SW Miracle Strip Pkwy.
Suite 12
Fort Walton Beach, FL 32548
850-833-9328
850-833-9342 (Fax)
303 House Office Building
402 South Monroe Street
Tallahassee, FL 32399-1300
850-488-1170

COMMITTEES:
Chairman, Transportation Committee
State Infrastructure Council
Education Appropriations Committee
Governmental Operations Committee
Joint Select Committee on Collective Bargaining

March 18, 2005

Dear Local and Elected Officials of Santa Rosa County:

Since September 16th 2004 when the Florida Panhandle was devastated by Hurricane Ivan, Santa Rosa County has made significant progress in the rebuilding caused by this powerful hurricane. I had the opportunity to tour Santa Rosa County a few days after the hurricane when there was no access to Navarre Beach, countless people were still without power, and severely debris limited areas. During my tour of the county in recent weeks, I saw the remarkable progress that has been made. Businesses are re-opening, roads are being re-built, houses are being repaired and schools are back in session.

Thanks to the local and elected officials, citizens and businesses of Santa Rosa County, we have worked together to create a long-term recovery plan for a better Santa Rosa County. I would like to express my support for this plan that will guide rebuilding and create opportunities for economic expansion. I appreciate the Federal Emergency Management Agency for their support not just for Santa Rosa County but all counties in the State of Florida that were victims of these four hurricanes that swept across our state.

The Department of Community Affairs will continue to work with the Governor's office, other state agencies, FEMA and the federal Long-Term Recovery Task force to help make this plan a reality. I encourage you to become involved in this process and help re-build Santa Rosa County.

Sincerely

Ray Sansom

SANTA ROSA COUNTY
BOARD OF COMMISSIONERS

TOM STEWART, District 1
ROBERT A. "BOB" COLE, District 2
W.D. "DON" SALTER, District3
GORDON GOODIN, District 4
JOHN BROXSON, District 5

Santa Rosa Administrative Offices
6495 Caroline Street
Milton, FL 32570-4592

Hunter Walker, County Administrator
Thomas V. Dannheisser, County Attorney
Joel Haniford, OMB Director

March 15, 2005

Dear Santa Rosa Recovery Supporters:

The appalling damages wrought by Hurricane Ivan throughout Santa Rosa County initiated an unprecedented recovery effort. Planning for sustainable recovery is an integral part of this effort and is reflected in the Santa Rosa Long Term Recovery Plan. This plan captures the vision of the Santa Rosa County's citizens and officials, and represents the community's commitment to rebuild for a safer, stronger future.

The Long Term Recovery Plan will be used as a roadmap for redevelopment and will act as a marketing tool for the County's rebuilding and improvement projects. In support of the Plan, the Board of County Commissioners will coordinate with local governments and the State and Federal Task Force to move recovery projects forward.

The Long Term Recovery Plan is an essential component to rebuilding our community. We heartily endorse its vision and look forward to working with Santa Rosa's communities, Escambia County and our State and Federal partners to make a better Santa Rosa County.

Sincerely,

Gordon Goodin, Chairman

Bob Cole, Vice Chairman

Tom Stewart, District 1

Don Salter, District 3

John Broxson, District 5

(850-983-1877 or 850-939-1259 Voice ◆ 850-983-1856 Fax) ◆ http://wwwco.santa-rosa.fl.us

City of Milton

Office of the Mayor

March 18, 2005

To Whom It May Concern:

Hurricane Ivan struck Santa Rosa County with a vengeance and left behind immeasurable damage. While the destruction necessitates a painful and difficult rebuilding effort, it also created an opportunity to develop a roadmap for a safer present and brighter future.

Our determination to rebuild our community gets stronger every day. We see many possibilities for our historic community to come back better than before and gain the momentum necessary to carry us into the future as a thriving, self-sustaining city. This will take the help of a variety of agencies and organizations to fund projects that will bring Milton back. We are already working with many of them.

A collaboration of local, state and federal partners has worked with the citizens and leaders of Milton to create the Santa Rosa County Long-term Recovery Plan from our city's vision of its own future. Our community's citizens and leadership has been integral to the success of this effort and will be critical as the team leaves, and our city takes responsibility for moving forward to the plan's successful implementation. This plan will serve as a guide as we all work together to rebuild our community.

Milton is unique, and we hope to preserve that special quality while improving our city for the lives of all our citizens. We thank the Long-Term Recovery Team for its help in putting our vision to paper. We now must take it into reality.

Sincerely,

Guy Thompson
Mayor

GT:lv

Cc: Donna S. Adams, City Manager

C:\My Files\Hurricane info\LongTermRecPlanLtrMar182005.doc

P.O. Box 909 • 260 Dixon Street • Milton, Florida 32572 • (850) 983-5400 • Fax (850) 983-5415
~ Established 1844 ~

City of Gulf Breeze

LANE GILCHRIST, MAYOR

March 17, 2005

Dear Citizens of Gulf Breeze and Santa Rosa County:

As we all know, Gulf Breeze was one of the communities hardest hit by hurricane Ivan. Though parts of our town are forever altered, the community's spirit perseveres. We are committed, more than ever, to rebuilding a better Gulf Breeze. The strong involvement of the community in both the recovery and planning processes shows the dedication, desire and need to move forward on projects that are vital to our future.

Gulf Breeze citizens and City officials have worked with the Santa Rosa Long Term Recovery Team to create a plan for our future. Now we stand prepared to work with our partners, in all levels of government and private industry, to create a brighter future in the aftermath of this devastating natural disaster. Working together has been integral to the success of this effort and will continue to be crucial as we move forward with project implementation.

We heartily endorse the Long-Term Recovery Plan for the City of Gulf Breeze and Santa Rosa County.

Lane Gilchrist
Mayor, City of Gulf Breeze

MLG:slb
MayorLetters05/0317Long Term Recovery

P.O. BOX 640 • 1070 SHORELINE DRIVE • GULF BREEZE, FLORIDA 32562-0640 • (850) 934-5100 FAX # (850) 934-5114

Town of Jay

3695 HIGHWAY 4
P. O. BOX 66
JAY, FLORIDA 32565
PHONE (850) 675-4556
FAX (850) 675-6539

JACKIE STEWART, Mayor
LINDA CARDEN, MMC, Clerk

Council

MAXINE M. IVEY
KURVIN QUALLS
LOUISE FREELS
LANCE YOUNGBLOOD

March 11, 2005

Dear Santa Rosa Recovery Supporter,

Though Hurricane Ivan brought incredible destruction to the Florida Panhandle region, it also created a unique opportunity to rejuvenate the Jay area and improve the northern tier of Santa Rosa County. The citizens of Jay have identified needs and prioritized projects necessary to foster the region's economic recovery.

Through meetings with Santa Rosa and Jay citizens and leadership, the Santa Rosa Long Term Recovery Team facilitated the preparation of a Long Term Recovery Plan that includes several projects specific to sustainable development in the Town of Jay. On behalf of the citizens of Jay, we look forward to working with State and Federal agencies and County officials to identify sources of funding for the recovery projects as we proceed.

The citizens that contributed to the development of this plan deserve a sincere thank you and we ask them to help us move forward with its implementation. This plan reflects your issues and concerns. It is now time to implement the plan.

We, as your community leaders, pledge to do our best to bring the Long Term Recovery projects to fruition. Together, we will build a stronger and better Jay.

Sincerely,

Jackie Stewart
Mayor

REBUILD Northwest Florida

March 28, 2005

Citizens of Santa Rosa County,

During the past six months, we have managed to make a lot of progress. The destruction from Ivan ranks as one of the worst natural disasters in our nation's history. Businesses and homes equally suffered and thousands of our neighbors experienced the difficult task of recovery and rebuilding.

But Northwest Florida is well known for it's pride and tremendous community spirit. Ivan presented a challenge to test these qualities and an even more determined population fought back; intent on making our area even stronger than before.

How fortunate we were that the Federal Emergency Management Agency brought a Long Term Recovery Plan initiative to us. Working very closely with the State of Florida's Department of Community Affairs, a blueprint for our recovery has been developed. Citizen input and participation was encouraged at each phase of the plan. Workshops and outreach sessions gave each of us a voice in identifying priorities and important goals.

The FEMA and DCA team members certainly deserve our thanks. From the initial concept to the final product, they have been inclusive and attentive listeners. They helped us focus on the future even as we struggled with the past. For this we should be grateful. From this we can build a better Northwest Florida.

Sincerely,

Buzz Ritchie

Buzz Ritchie
President

BR/jcn

Eric J. Nickelsen
Chairman of the Board

Walter J. Ritchie, Jr.
President

Richard L. Appleyard
Vice President
Public Information

Edward Gray, III
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Chair, Santa Rosa County Commission
John Fogg
Mayor, City of Pensacola
Lane Gilchrist
Mayor, City of Gulf Breeze
Evelyn Hammond
Mayor, City of Century
Jackie Stewart
Mayor, City of Jay
Guy Thompson
Mayor, City of Milton
CAPT John Pruitt, USN
Commanding Officer, NAS Pensacola
CAPT Joan Platz, USN
Commanding Officer, NAS Whiting

33 Brent Lane, Pensacola, FL 32503-2288 • P. O. Box 13423, Pensacola, FL 32591-3423
(850) 497-7024 • rebuildnorthwestflorida.com

Rebuild Northwest Florida, Inc. is a 501(c)3 organization coordinating needs-based Hurricane Ivan recovery efforts, primarily focused on home repairs.

Framework of the Plan

The Long-Term Recovery Plan identifies projects to assist Santa Rosa County in its recovery from Hurricane Ivan. The intent of this plan is to provide a guide for local decision makers as they establish recovery priorities. The Plan identifies opportunities to take actions that can make Santa Rosa County an even better place to live, visit and own a business. Many projects contained in this plan are grouped together based on common threads, which make the development or completion of one project directly related to the success of another project. A number of projects exhibit this characteristic. In some cases the relationship is geographical and in other instances it is functional or programmatic. For example, a road improvement project may be essential to the success of a new economic development initiative.

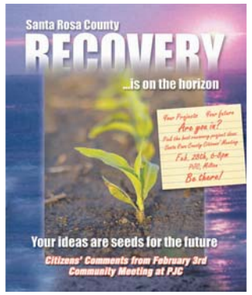
COMMUNITY INVOLVEMENT

The Santa Rosa County Long-Term Recovery Plan is a community-driven document that reflects both the priorities expressed by the community and the experience of the Long-Term Recovery Team. The team included representatives from the State of Florida, FEMA, the U.S. Economic Development Administration, U.S. Housing and Urban Development, and Small Business Administration.

The Plan was driven by hundreds of interviews, emails and comment sheets, as well as by input gathered from two widely attended Santa Rosa County public meetings held on February 3rd and February 28th, 2005, at the Pensacola Junior College in Milton.

Broad-based community participation was essential to the Plan's development and will be critical in its implementation. The Long-Term Recovery Team received extensive public input through many initiatives. Examples include:

- Conducted two widely attended county meetings at the PJC, Milton.
- Organized outreach sessions in Jay, Gulf Breeze and the Milton Waterfront Arts Festival.
- Opened a storefront and encouraged citizen walk-ins.
- Conducted an intensive media campaign including full-page advertisements, radio and television interviews, and newspaper inserts of the public meeting comments and the Rough Draft Recovery Plan. The planning effort received newspaper coverage with many front-page stories.
- Disseminated 50,000 flyers to the Santa Rosa County Schools inviting parents to the public meetings.
- Distributed flyers to businesses throughout the County, including Jay, Milton, Gulf Breeze, Pace and Navarre.



Community interest increased steadily during the planning process, as evidenced by the tripling of public attendance between the first and second meetings. At the first countywide public meeting, participants spent hours with the planning team discussing recovery issues and their vision for the County's future. Over 900 members of the community attended the second public meeting to review the rough draft plan, comment on its contents, discuss additional issues, and provide input through an "electronic town hall" polling format.

KEY POLLING RESULTS

- An overwhelming majority of attendees (73%) agreed that their community had made much progress in the recovery effort, but that much work remained.
- Housing was a primary recovery issue, with 75% stating that the situation was bad to severe.
- Economic Development was another key issue. Over half of the respondents said that the County should invest in constructing new commercial buildings and industrial parks to create new jobs that support economic recovery.
- Transportation was identified as a priority issue for hurricane recovery, followed by housing and making Santa Rosa communities more disaster-resistant.

These community priorities and discussions with Santa Rosa County elected officials and community leaders provided guidance to the planning team as they continued to prepare the recovery plan document. The Long-Term Recovery Team used this input to further develop the projects in this Plan.

COMMUNITY VISION

The numerous discussions and meetings during this process provided ideas about the kind of future that is envisioned for the County. Although no single vision was identified, the projects within this Plan are grouped under broader themes that were identified as crucial to community recovery. These themes and associated projects capture the essence of the community's vision.

The goal of the Long-Term Recovery Plan is to identify projects that promote community recovery and revitalization while incorporating the community's vision.

Though many projects in this Plan form the core of the community's vision, the projects with a High Recovery Value are necessary for the community to fully recover from Hurricane Ivan.

GROUPINGS

Projects contained in the final Long-Term Recovery Plan are grouped based on common threads or linkages. These groupings are *Housing, Economic Revitalization and Tourism Development, Destination Downtown, Transportation and Infrastructure Improvements* and *Hazard Mitigation*.

RECOVERY VALUE

Each project has an associated Recovery Value of High, Moderate, or Community Interest. These designations are based on an assessment of each project by our team as recovery management professionals based on our experience on other similar projects. This plan consists of 31 distinct projects throughout Santa Rosa County, all of which have been chosen to hasten the recovery of this community. The core of this plan is comprised of the 12 projects considered to have the greatest likelihood of realizing significant long-term economic, societal and environmental recovery. These projects are classified as having High Recovery Value, and are identified in red throughout the Plan.

High Recovery Value is based on the following five criteria:

1) Meet major identified community need resulting from the disaster;

2) Ability to produce substantial, measurable long-term and /or lasting economic effects;

3) Leverage, complement, support or linkage to other recovery projects creating a significant multiplier-driven increase in potential benefits;

4) High potential for successful completion and ability to generate broad-based and positive recovery impacts in the near future; and

5) Must be sustainable, both physically and financially.

THE FINAL PLAN

The Santa Rosa Long Term Recovery Plan was presented on March 31st, 2005, to the Santa Rosa Board of County Commissioners and elected leadership from Milton, Jay and Gulf Breeze, as well as to state and federal officials.

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HOUSING

Housing damage or loss affected over 23,000 households throughout Santa Rosa County. As individuals and families struggle to rebuild or find replacement homes, housing recovery is receiving the highest attention from community groups and all levels of government. The State of Florida, together with HUD, EDA, FEMA and other disaster recovery partners, has made housing needs one of the cornerstones of long-term recovery for the region.

Throughout the planning process that led to this Long-Term Recovery Plan, the recovery team developed strategies to leverage existing and one-time funding sources to provide needed housing in Santa Rosa County. These strategies are consistent with funding recommendations made by Governor Jeb Bush and Lieutenant Governor Toni Jennings through the Hurricane Housing Work Group and offer a framework by which one-time disaster recovery monies can be leveraged with additional federal and state resources to address housing recovery needs.

As one of the counties hardest hit by the 2004 Florida hurricanes, Santa Rosa County could potentially receive a large share of the $354.4 million in housing recovery funds recommended by the Housing Work Group. These resources will be supported by $100.9 million in disaster- related Community Development Block Grant funding available to Florida from the U.S. Department of Housing and Urban Development and an estimated $600 million from FEMA for various eligible hazard mitigation projects, including housing.

Public funding alone is insufficient to carry out housing recovery projects. However, this framework will provide channels to draw the necessary private sector investment to stimulate replacement of the damaged or lost housing stock. This collaboration is vital to ensuring that recovery plans progress from concepts to actual implementation.

The long-term recovery housing strategies described in this section meet the repair and replacement objectives of the County, but more importantly, they identify and address the housing needs of those left most vulnerable after Hurricane Ivan. The Long-Term Recovery Team has developed the following housing recovery strategies from the ideas and information brought forth by residents, organizations and government officials of Santa Rosa County. This example of collaboration lays the foundation for developing implementation steps to meet these goals.

Each of the following sections will:

- Describe the extreme impact of Ivan on the neighborhoods and the County;
- Demonstrate the need to replace and increase affordable housing opportunities in Santa Rosa County to meet current and future demands;
- Suggest strategies to meet those demands;
- Specify steps necessary to achieve the suggested solutions; and
- Identify potential housing projects for consideration by local officials, some of which can be implemented immediately on a specific site, and others which are representative of a type of project that could be constructed at suitable locations around the County.

Housing Need

The State of Florida has estimated that a total of 23,196 homes in Santa Rosa County sustained damage or were destroyed as a result of Hurricane Ivan. Of this number, many homeowners were able to obtain sufficient resources through their insurance, Small Business Administration (SBA) loans or other personal means in order to make the necessary repairs or to rebuild. Likewise, many renters were able to secure sufficient resources through locating new rental housing or returning to their original residences once repairs were made.

However, six months after Hurricane Ivan, a substantial number of homeowners and renters still require additional assistance beyond the existing disaster-related programs. FEMA now estimates that a total of 2,400 homes in the County require additional assistance to recover from the effects of Hurricane Ivan. This figure is broken down in the sections that follow.

Homeowners — 1,565 Households need additional assistance to repair or rebuild

The criteria for disaster victims to receive Emergency Housing Repair (EHR) assistance from FEMA include the following: the home was owner-occupied and sustained damage; the applicant had insufficient or no insurance; and the applicant was not eligible for a SBA home loan.

An estimated 3,872 households received $5,100 or less for repairs to simply make their homes habitable. Of this group, 1,565 households were identified as unlikely to repair or rebuild without additional assistance. Of these 1,565 homes:

- 965 homes are estimated to require additional funds for full repairs. These households received only $5,100 to make the minimum repairs required to make the home habitable. The average homeowner is estimated to need $5,000 to $15,000 more in order to return the home to its pre-disaster condition.
- 400 uninsured homes were destroyed or declared uninhabitable and will need to be replaced.
- 200 additional homes are estimated to require assistance with major repairs or replacement in coming months because of mold or other forms of secondary damage.

Renters — 827 Households need additional assistance to find or afford another unit

Of the approximately 2,400 applications processed under FEMA's rental assistance or for the FEMA temporary housing program (travel trailers or mobile homes), FEMA estimates that 827 households are low income, earning less than $30,000 per year for a family of four (projection based upon Hurricane Housing Work Group Report which indicated that 41.6% of households with damaged homes were low income). These renters continue to be displaced because their homes remain damaged or will not be rebuilt. Additionally, rehabilitated or new units are likely to cause a spike in rent prices and, without assistance, many low-income renters will not be able to rent a home by the time FEMA disaster housing assistance ends.

LOCATION OF HOUSING RECOVERY NEEDS

Although homes were impacted throughout the County, there are concentrated areas of affordable and low income housing that sustained heavy damage, with the central portion of the County sustaining the most damage.

Central Santa Rosa County: Milton, Pace, Floridatown and Bagdad

Homeowners

59% (916) of low-income homeowners were impacted by the hurricane.

Renters

19% (157) of low-income renters were impacted by the hurricane.

Homes in these communities are near low-lying coastal and riverfront areas. These homes and sites with older mobile homes suffered the greatest damage.

Southern Santa Rosa County: Gulf Breeze, Navarre Peninsula

Homeowners

34% (526) of low-income homeowners were impacted by the hurricane.

Renters

81% (670) of low-income renters were impacted by the hurricane.

Waterfront homes and those near the waterfront suffered severe damage. As this area contains few multifamily properties, the majority of the damage was to single-family homes.

Northern Santa Rosa County: Town of Jay

Homeowners

8% (123) of low-income homeowners were impacted by the hurricane.

Renters

Below 1% of low-income renters were impacted by the hurricane.

This northern community is less populated and furthest away from the coast, so not surprisingly, it sustained the least amount of damage and contained very few rental units to start with.

Strategies to Address Housing Needs

Public funding provided by the state and federal government will be available to support housing recovery activities and will require leadership from local government and partnerships with the private sector and community organizations. A total of 1,565 homeowners and 827 renters in Santa Rosa County cannot repair or rebuild their homes without additional financial resources or the services of local organizations engaged in housing recovery assistance. The following strategies identify opportunities and funding sources for local government and community organizations to address the housing needs of this group over the next two years.

Repair and Build Housing for Homeowners

The majority of the homes that suffered severe damage can be repaired or replaced if financial assistance is provided to fill the gap between the cost of repair and what a homeowner has obtained through insurance or FEMA assistance. Severely damaged homes, for which direct assistance alone would be inadequate, would be candidates for the services of local organizations like Rebuild Northwest Florida (Rebuild). This strategy identifies opportunities in which the repair activities of Rebuild or other organizations can be expanded to serve more clients, as well as show examples of how direct assistance can be maximized through governmental resources.

Aside from direct financial assistance, homeowners with limited resources can benefit from an increased supply of affordable homes. This strategy will provide approaches to encourage developers to rapidly build more homes priced within reach of these impacted residents. Alternative building construction methods, such as modular housing, is recommended for consideration as a cost-effective way to bring new homes online quickly.

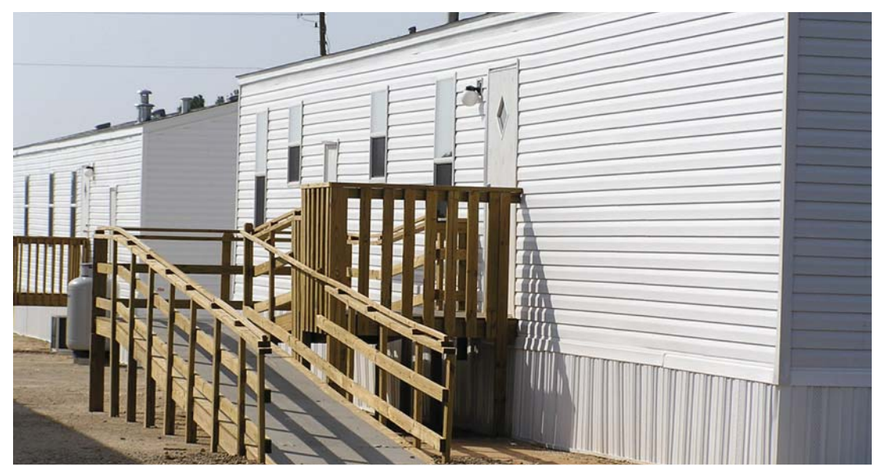
Repair and Build Housing for Renters

Housing recovery for renters relies on property owners making repairs and the availability of suitable units. Many property owners are still awaiting insurance payments or are seeking additional financing before making repairs. Many others are considering converting the rental units to a more profitable use such as high-priced condominiums, or even commercial development. This strategy will recommend interim or long-term financing mechanisms supported by state and federal funding that will enable landlords to expedite repairs.

As units are restored, rent is likely to increase and create barriers to recovery for low-income renters. While some rental assistance is available to very low-income tenants, this strategy will recommend ways landlords can keep their units affordable. This strategy defines how local government can work with developers to build multi-family homes priced at an affordable rate for renters by identifying resources, streamlining processes and offering creative financing.

Build Capacity

Implementing the two strategies above will require significant involvement of local planning and housing staff, as well as community organizations. Carrying out these recommendations will require new responsibilities for the organization and a level of staff resources not currently available. Supplemental state and federal resources for housing will be available shortly but must be applied towards completing recovery projects in a relatively brief period of time. Local government will be challenged to secure funding for high priority projects, as well as to define the scope and complexity of new programs. This third strategy of Building Capacity is vital in creating a framework by which the other two strategies can be carried out, and will determine steps to be taken immediately to address the most pressing housing needs.



Repair or Build Housing for Homeowners

RECOVERY VALUE

HIGH

There are approximately 1,565 owner-occupied homes that require repair and 600 homes in need of replacement. The immediacy of housing needs requires an expedited approach to meet these housing demands. The following projects will enhance the efficiency and speed of the rebuilding process.

REPAIR HOUSING FOR HOMEOWNERS

GOAL

Repair approximately 965 hurricane-damaged homes in the next 12 to 24 months, including 300 through direct financial assistance and 650 through assistance from volunteer non-profit housing providers.

PROJECT DESCRIPTION

This initiative focuses on strategies and projects aimed at repairing homes damaged in the hurricane. It is assumed that the cost of repair will be a minimum of $7,000 and a maximum of over $30,000. The strategies recommended include direct assistance to homeowners, use of non-profit housing providers, and pilot projects employing one or more strategies that can be replicated at other sites.

Through direct assistance, approximately 300 of the 965 homes can be repaired over the next 12 months.

Through assistance from volunteer or non-profit housing providers, approximately 650 homes can be repaired over the next 12 months.

ACTION STEPS

Direct Assistance

Provide financial and technical assistance directly to the homeowners who can then either undertake the work themselves or hire a contractor. Support assistance can be provided by Santa Rosa County and/or the incorporated areas of Jay, Gulf Breeze, and Milton (incorporated areas) in the form of permit assistance, contractor coordination, and cost estimates. Specific actions for direct assistance are comprised of grants, loans, volunteer assistance, and providing support personnel provided by city and county governments.

Grants or Loans

Direct assistance from public sources is an effective approach to repairing damaged homes. Santa Rosa County and the incorporated areas should utilize funds from the Hurricane Housing Recovery Program (HHRP) and the State Housing Initiative Partnership (SHIP) to either supplement existing programs or develop new programs focused on repair. This specific program should only be made available for those families and individuals who were not eligible for an SBA Loan due to low-income status or if a financing gap still exists after SBA and FEMA funds are factored in. It is recommended that consideration be given to crafting a program based on loans with a below-market interest rate and with deferred loans for low-income families. These funds can be part of a revolving loan program that will continue to address future housing needs. In order to attain the stated goal, approximately $3 million will be needed over the next twenty-four months (assuming an average repair cost of $10,000).

Grant or Loan Sources

Local jurisdictions should incorporate some of the additional funds cited above to increase the money available in their home repair/rehabilitation programs and establish an interim repair program to prevent secondary damage until funding arrangements can be made for full repair.

Federal home repair programs can be utilized with locally administered repair/rehabilitation funds. The U.S. Department of Agriculture Section 504 Rehabilitation Loans are available to lower-income residents living in rural-eligible areas of the county. Also, HUD-FHA Title I Home Improvement Loans are easier to obtain for residents with previous credit problems.

Those homeowners who may be eligible for SBA loans or who have not applied are encouraged to check on their eligibility. Although the deadline has passed for SBA loans, SBA is still accepting applications on a case-by-case basis.

Rehabilitation Specialists

Home repair/rehabilitation programs offered by Santa Rosa County and its municipalities can offer assistance to homeowners on repair issues such as housing inspection, scope of work, cost estimates, and other funding sources. There is a need for additional rehabilitation specialists to address the increased demand for these services.

Assistance from Volunteer or Non-Profit Housing Providers

Non-profit housing providers are an important resource for housing repair. The community has provided strong support to Rebuild Northwest Florida, a grassroots organization with a focus on repairing housing damaged in the hurricane, specifically for low income residents. Additional community support and outside funding will be needed for Rebuild, as well for other non-profits if they are to meet the goal of repairing 650 homes in the next 12 months.

Rebuild Northwest Florida

Utilize the resources of Rebuild Northwest Florida to work with homeowners to repair their homes. Rebuild coordinates volunteers for case management and repair of severely damaged homes for low-income families. The current expected capacity of Rebuild is about 1,000 homes per year in Santa Rosa and Escambia Counties. Currently, individual caseworkers are referring homeowners to Rebuild. While they continue to receive donated materials and funds, consideration should be given to possible need for additional materials/funds in order to meet their goal of 1,000 homes. It may be appropriate to allocate funds for Rebuild in the event they do not receive enough in donations.

Other Non-Profits

The County should utilize the resources of other existing non-profits [such as Community Enterprise Investment, Inc. (CEII) and Circle, Inc.] to work with homeowners on home repairs.

Total Estimated Assistance:	**$19,000,000**
Estimated Direct Assistance:	**$13,360,000**
Grants or Loans	$3,000,000
Additional Rehab Specialists	$1,000,000
(10 Positions at $50,000 for 2 years, including benefits)	
Gap Financing Program	$10,000,000

(This program could be used for mobile homes. The financing gap for mobile homes is estimated at $20,000.)

Estimated Assistance to Non-Profit Providers:	**$1,500,000**
Rebuild North West Florida	$1,000,000
Other Non-Profits	$500,000

BUILD AND REPLACE HOUSING FOR HOMEOWNERS

GOAL

Build new homes to replace approximately 900 homes that were damaged in the hurricane over the next 12 to 18 months.

PROJECT DESCRIPTION

This project focuses on four strategies for building homes to replace those lost to Hurricane Ivan: Direct Assistance, Assistance from Non-Profits, Developer Incentives, and Private Sector Assistance.

ACTION STEPS

Direct Assistance

Provide financial assistance directly to homeowners to build replacement housing. This assistance consists of countwide loan programs and County administrative assistance on permitting, loan applications, and other assistance.

Grants or Loans

Santa Rosa County and its municipalities should establish a program that would provide gap financing for homeowners to rebuild on their lots. Consideration should be given to establishing this as a loan program with below market or no interest rates and an option to defer. As in the Rehab Loan Program, this program would be available for families/individuals who are not eligible for an SBA Loan due to low-income status. It may be appropriate to design several programs that can be paired with local and federal housing programs.

- Utilize funds available from the Hurricane Housing Recovery Program (HHRP), the State Housing Initiative Partnership (SHIP), and the HOME Partnership Program to supplement existing local programs or develop new programs.
- Utilize Federal Programs such as FHA 203(k), Purchase and Rehab Insured Mortgage, and 203(h), Hurricane Insured Mortgage - 100% Financing.
- For the rural portions of the County, utilize U.S. Department of Agriculture (USDA) 502 Direct Loan Program.
- Establish a fund to assist eligible low income homeowners with initial homeowner insurance premiums.
- Establish a fund and program with the local American Bar Association and/or Legal Aid to clear property titles for those property owners who need assistance to be eligible for housing program funds.
- Establish a fund to assist low-income families in paying for utility hook-ups when required.

Utilize First-Time Homebuyer Program

Santa Rosa County should request a waiver for first-time homebuyer requirements from the State of Florida Department of Community Affairs that would allow previous homeowners to use the First Time Buyer Program. State legislation identifies the census tracts where this waiver may be granted as part of the First Time Homebuyer Bond Mortgage Program. The county should also request that the State allow higher maximum purchase prices in federally designated areas for Census Tracts 4, 15, 17, 18, and 20.

Facilitate Sale of FEMA Mobile Homes

FEMA should work with Santa Rosa County to identify those families who would like to replace their home with one of the FEMA mobile homes and establish a process for cost, location criteria, etc. This strategy should also be tied in with the conversion of FEMA mobile home sites to permanent residential developments.

There are over 1,340 FEMA mobile homes in Santa Rosa County at commercial sites, private sites, and FEMA group sites. Most of these will be available after 18 months and could serve as replacement units.

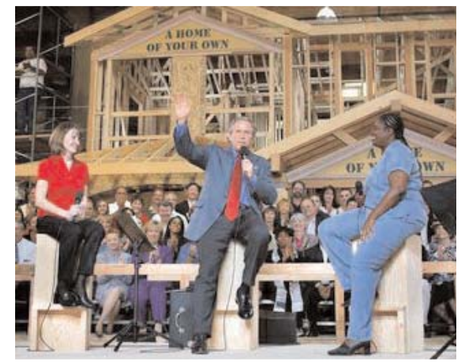
Expand Homeowner Counseling Program

Santa Rosa County and the incorporated areas should work with Pensacola Junior College and housing counseling agencies to provide assistance in the rebuilding process with regard to permits needed, alternative housing types available, financing and refinancing requirements, and other types of assistance that would help streamline the process.

Assistance from Volunteer or Non-Profit Housing Providers

Utilize existing non-profits to assist in building owner-occupied homes to replace those that were damaged beyond repair. Santa Rosa County and the incorporated areas should help to identify financial assistance and suitable sites. Habitat for Humanity and other community organizations can help to address the need for new home construction.

For example, Habitat for Humanity is planning a "Blitz-Build" that will focus the efforts of various non-profits to build 100 homes over the next 12 months.



Developer Incentives

Provide incentives for housing developers to construct replacement housing. These incentives can be used by a developer in exchange for a commitment to build affordable housing or contribute to an affordable housing fund. Incentives may include:

Financial Incentives

Santa Rosa County should develop programs aimed at housing developers. State HOME Housing Assistance Program and the local SHIP/HOME/Hurricane Housing Recovery Program funds can be used for these strategies, including:

- Construction loan program for projects to build/replace a home lost in the hurricane. The loan could be interest-free, payable at time of sale, and/or assumable by the buyer.
- Property Acquisition Loan Fund for the incorporated areas, County, or non-profits to acquire land, especially in-fill lots in existing neighborhoods, to be made available to a developer for construction of a home.
- Modify existing zoning ordinances to provide a density bonus for developers who are specifically building to replace homes lost in Hurricane Ivan.

Make Land Available

In addition to the land acquisition program, the County and its municipalities should assess all public land to determine availability and appropriateness for building homes to replace those lost in the hurricane. FEMA should work with local governments and agencies to assess the appropriateness of converting the existing FEMA mobile home parks into residential subdivisions. The Carmel Ridge development in Santa Rosa County is a good examples of this concept and elaborated upon in the *Housing Initiative* section.

Particular attention should be paid to identifying and zoning properties throughout the county that may be used for affordable multi-family developments. Developments should be in close proximity to employment and services and be dispersed to avoid concentrations of lower income households in any one community.

Flexible Development Regulations

Santa Rosa County and the municipal areas should consider providing flexibility for building on pre-existing, non-conforming lots when setback or other requirements pose a problem for property owners to rebuild.

Private Sector Assistance

Develop a partnership among the County, non-profits, and private sector establishments (such as Lowe's and Home Depot) to address donation of material and/or funds, integration of services with available loan programs, flexible credit, "How-to" programs and referral programs to contractors.

Estimated Costs:	**$22,000,000**
Direct Assistance	$10,000,000
Assistance from Volunteer or Non-Profit Housing Providers	$2,000,000
Developer Incentives	$10,000,000
(Includes financial incentives, density bonuses and making land available)	

Repair and Build Housing for Renters

RECOVERY VALUE

HIGH

Approximately 827 rental units were either severely damaged or destroyed in Santa Rosa County. These households will need to find permanent rental units when FEMA assistance or temporary housing expires.

Rental housing encompasses both the renter household and the owner of the housing. Specific strategies and projects for rental properties are included in this section. However, it is important to note that strategies for restoring this type of housing need to be flexible and include a mix of repair or new construction as property owners' plans become evident.

GOAL

Establish strategies and implement projects to repair and/or build approximately 827 affordable rental housing units over the next 12 to 24 months.

REPAIR RENTAL HOUSING

PROJECT DESCRIPTION

This initiative focuses on strategies and projects aimed at repairing rental units for low income households whose homes were damaged in the hurricane and who do not have permanent housing. Many of these families/individuals currently reside in temporary housing or receive temporary financial assistance to pay for their housing. That assistance is anticipated to end after a maximum of 18 months.

The following projects/programs identify possible strategies for repairing rental housing. However, the ultimate goal is to assure there are enough rental units available. This may be accomplished through repair of existing units or through new construction. There are a number of state and federal programs that cover both rental subsidies and construction of affordable rental units. These programs are summarized in the table at the end of the Housing section.

ACTION STEPS

Rehabilitation Assistance to Property Owners

Provide financial assistance to owners of rental housing to assist in repair of affordable units that were damaged by the hurricane. This assistance can combine gap financing, very low interest loans and deferred loans.

Rental Rehabilitation Loan Program

Santa Rosa County and the incorporated areas of Jay, Gulf Breeze, and Milton should establish a loan fund for rehabilitation of affordable rental units damaged by the hurricane. These loans would be offered to either property owners who own damaged affordable housing units and were not eligible for SBA loans, or that have a financing gap despite receiving SBA assistance. It is recommended that this loan program be established as a revolving loan fund so that the money eventually comes back to the program and can be loaned again. The loan program should be set up so that a owners are required to maintain pre-disaster rental rates for low/moderate income households. This may require very low or no interest loans that can be deferred. Ideally, the Rental Rehabilitation Loan Program should be a piece of the financing package along with insurance, SBA, and other financing. It is estimated the maximum loan amount needed per unit should not exceed $10,000.

Buy Down Debt

Santa Rosa County should consider establishing a deferred loan program that would provide incentives for property owners to repair damaged rental housing and make it available for low-income households. The loans will exclusively be utilized to buy down the existing debt on the development to the point where it is feasible to set rental rates for affordable housing.

Other Programs/Strategies

A number of state and federal programs are available to private developers and non-profits. Most relate to new construction although some are specifically for repair of affordable housing. The USDA Home Preservation Grant Program (Section 533) provides low-interest loans to non-profits and property owners for repair. The HUD Section 202 and Section 811 Emergency Repair Funds address the repair of existing 202 and 811-funded projects.

Rental Subsidies

Although not specifically a repair housing strategy, the need for additional rental subsidies should be addressed. Santa Rosa County and its incorporated areas should pursue additional allocations based on the need. The following represent rental subsidies that may be available.

- Section 8 Housing Vouchers
- Family Relocation Hurricane Vouchers
- State HOME Tenant Based Rental Assistance
- Shelter PLUS CARE

Estimated Costs for Rehabilitation Assistance:

	$9,500,000
Rental Rehabilitation Loan Program:	$7,500,000
(Based on the ability to repair at least 1,000 units a year and provide gap financing at an average of $7,500/unit.)	
Buy Down Debt	$2,000,000
(This would be a pilot project to determine need and cost per unit.)	

BUILD RENTAL HOUSING

PROJECT DESCRIPTION

This initiative focuses on strategies and projects aimed at building rental units for low-income households whose homes were damaged and do not have permanent housing. The following projects and programs identify possible strategies for building rental housing. There are a number of state and federal programs that cover construction of affordable rental units. These programs are summarized in the table at the end of this Housing section.

ACTION STEPS

Request Additional Allocation of Rental Assistance Funds

Provide rental assistance for low-income disaster victims who lost their rental units as a result of the hurricane or in its aftermath. Rental assistance can be obtained from the following programs:

- Section 8 Housing Vouchers
- Family Relocation Hurricane Vouchers
- State HOME Tenant Based Rental Assistance
- Shelter PLUS CARE

Other Programs/Strategies

The Rental Rehabilitation Loan and the Buy Down Debt programs described in the Repair Rental Housing section could also be used for new construction as long as there is a guarantee that units be available as affordable housing.

Projects Planned Prior to the Hurricane

Sites in process before Hurricane Ivan included Bell Ridge Apartments in Pace, which would have 122 affordable apartments and is further discussed in the *Housing Initiatives* section. Watkins Street Apartments in Pace will also provide 240 market rate apartments. While these units will not meet all of the additional need, they could be used as a transition strategy to house those with emergency housing needs. A strategy should be developed to negotiate with these developers to prioritize displaced hurricane victims in temporary housing.

Make Land Available

The County and its municipalities should consider increasing housing densities where appropriate in order to expand housing options for hurricane-impacted households. Particular attention should be paid to sites close to services and employment, which can benefit from existing infrastructure and can accommodate housing needs with minimal urban sprawl. Mixed-use zoning should also be considered, particularly for downtown locations, where the additional housing can be used not only to meet housing recovery needs but also to stimulate economic revitalization. The inclusion of affordable housing for displaced households should be encouraged through density bonuses within new, mixed-income developments to avoid high concentrations of low-income households in any one area.

Homeownership Program Summary Table

HOMEOWNERSHIP

State programs that offer homeowner repair/rebuilding assistance and loans

Program	Eligible Applicants	Use of Program Funds
Special Hurricane CDBG allocation	Local Governments	Homeowner repair
HOME Again		
Homeownership Loan Program	Private Builders & Non-profits	Construction subsidy and deferred mortgages for homebuyers
First-Time Homeowner Mortgage Bonds	Home buyers	Eligible Homebuyers (2-year waiver requested from first-time homebuyer requirement requested
Community Contribution Tax Credits	Non-profits	Tax deduction to businesses donating materials

Local programs that offer homeowner repair/rebuilding assistance and loans

Program	Eligible Applicants	Use of Program Funds
Special Hurricane CDBG housing allocation	Local Government	Housing repairs
Hurricane Housing Recovery		
HOME		
Community Development Block Grant		Homeowner Repair & Down-Payment Assistance

Federally programs that offer homeowner repair/rebuilding assistance and loans

Program	Eligible Applicants	Use of Program Funds
FEMA Individual Assistance	Grants to homeowners	Repairs & rebuilding
Small Business Administration	Loans to homeowners	
USDA Home Preservation Grant (Section 533)	Public & Non-profit organizations	Home repair
USDA Home Repair and Grant (Section 504)	Homebuyer	
USDA Direct Loan (Section 502)		Low-interest loan for repair
USDA Application Packaging Grant	Non-Profits	Qualifying applicants
USDA Mutual Self-Help		Sweat Equity Construction
HUD Rural Housing and Economic Development Program		Land Acquisition, infrastructure, building homes, and Homeowner counseling programs
FHA 203 (h)	Mortgage for Hurricane Victims	100% Financing Mortgage
FHA 203 (k)	Home Buyer/Homeowner & Non-profits	Mortgage which include rehabilitation expense
Brownfield Economic Development Initiative	Local Communities	Redevelopment of Environmentally impacted sites

Rental Housing Program Summary Table

RENTAL

Renters may qualify for direct rental assistance from the following sources:

Program	Eligible Applicants	Use of Program Funds
Housing 8 Vouchers	Public Housing Authorities (PHA)	Direct Rental Subsidy
Family Relocation Hurricane Vouchers	Local Governments or PHA	
State HOME TBRA		
Shelter Plus Care		

State programs that offer development capital for low income housing

Program	Eligible Applicants	Use of Development Capital
Multi-family Revenue Bonds	Private Developers & Non-Profits	Development of Low Income Housing (LIH)
Rental Recovery Loan		
State Apartment Incentive Loan		
State HOME Rental Program		
Tax Credits		
Elderly Housing Community Loan		Repair of Senior LIH
Special Housing Assistance & Development		Small projects: Special Needs LIH

Local programs that offer development capital for low income & special needs housing

Program	Eligible Applicants	Use of Development Capital
Community Development Block Grant	Private Developers & Non-Profits	Development of Low Income Housing (LIH)
HOME Partnership		
Hurricane Housing Recovery		
State Housing Initiative Partnership		
Hurricane Housing Recovery-ELI		Extremely Low Income Housing
Supportive Housing Program		Housing homeless and disabled

Federally programs that offer capital grants and operating subsidies

Program	Eligible Applicants	Use of Capital Grants & Operating Subsidies
HUD Elderly Housing (Section 202)	Non-Profits	Capital grant & operating subsidy
HUD Housing for Disabled (Section 811)		Capital grant and operating subsidy
USDA Multi-family Direct Loan (Section 515)		Capital grant and operating subsidy
USDA Home Preservation Grant (Section 533)	Non-Profits & Homeowners	Low-interest grants for home repair
HUD Section 202 and 811 Emergency repair funds	Non-profit owners of hurricane damaged USDA Sections 202 & 811 projects	Repair existing USDA Sections 202 and 811 projects

Build Capacity

RECOVERY VALUE

HIGH

GOAL

Increase the housing capacity by facilitating the repair and rebuild of homes damaged or destroyed by Hurricane Ivan through improving the ability of local governments and non-governmental organizations (NGOs) to address housing capacity issues.

PROJECT DESCRIPTION

Both local governments and NGOs share a vital role in helping Santa Rosa residents replace lost housing. This project identifies where additional resources should be directed to increase the efficiency and effectiveness of both the local governments and NGOs.

Proposed Santa Rosa County Staff Positions

In the interest of keeping the recommendations described below streamlined, only the Santa Rosa County government is referenced here. However, these recommendations are adaptable to the West Florida Regional Planning Council and the Cities of Jay, Gulf Breeze and Milton.

Funding (approximately $160,000 to $200,000) is needed to provide four additional positions in the County to facilitate the housing recovery effort. The estimated cost for each position is based on one-year salary including benefits. Supplemental staff may be needed and may require the County to reassign its existing staff or hire additional ones. The County may also choose to break out some of the key functions into stand-alone components and assign them to separate staff members.

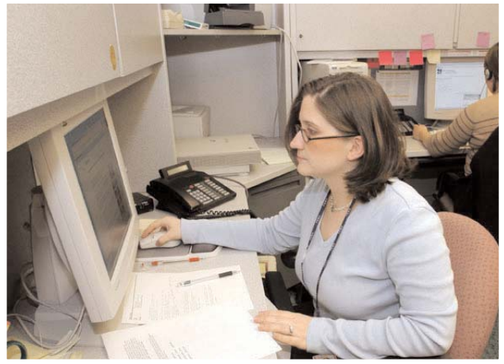
The proposed positions are as follows:

Area: Provide Funding for Housing Repair/Rebuild

Position: Housing Fund Developer

Santa Rosa County has the challenge of locating additional funding outside its normal budget to assist residents who are in need of money to repair or rebuild their lost homes.

This position will focus on identifying and securing funds from both public and private funding sources. The funding sources may include federal and state agencies, such as USDA, HUD, SBA, FEMA, Florida DCA, non-profit organizations and commercial enterprises. The position will not administer grants or loans to individuals (see Housing Fund Administrator position below), but rather will focus on wholesale large-scale funding possibilities and work beyond the traditional grant writing approach to existing programs. Instead, the position will broker opportunities to leverage and combine sources to enhance funding amounts and possibilities. For instance, coordination with funding sources is required to create new financial "products," such as a low-interest, deferred-payment, Hurricane Ivan-specific rebuilding loan that is a package of different grants and loans. This funding package can include available mitigation funding, such as the Hazard Mitigation Grant Program (HMGP) provided by FEMA for constructing hurricane-resistant homes or for other code-plus type modifications.



Area: Acceleration of Fund Delivery to Residents

Position: Housing Fund Administrator

This position will develop the loan application criteria and streamline County fund delivery processes. If the funds can be delivered directly to the residents by primary funding sources, this position will assist the residents in understanding the array of funding sources, their financial products and qualifications, and selecting or structuring the appropriate package of grants, loans and personal resources. This position may initiate a single-line, one-stop application process for both County and non-County funding streams.

Area: Facilitate Repair & Rebuild

Position: Housing Repair/Rebuild Coordinator

This position will establish a list of "trusted" contractors by thoroughly examining a contractor's past performance and current capacity. Strong enforcement against unethical vendors and price-gouging will be a key responsibility. The Coordinator may also periodically publish contractor information and the unit costs of repairing and rebuilding homes. Santa Rosa County's involvement should reduce the number of predatory vendors and public anxiety over contracting.

This position can work with the state to recruit other in-state and contractors outside of the immediate region and accelerate the licensing process required for conducting business locally. The Coordinator will also establish a list of residents in need. Through these resources, residents can be matched with appropriate contractors. This will provide the County with a good snapshot of how many residents are in need, how they are progressing, and the availability and capacity of contractors.

Normal permitting may continue to reside with the building inspectors. However, the Coordinator may recommend measures to further facilitate the housing recovery effort such as lowering permitting fees, shortening approval time, and adjusting select construction standards. In addition, this position may initiate a one-stop permitting shop and monitor the needs for supplemental staff to deal with permitting and inspection demands.

Given the critical role of NGO's, such as Rebuild Northwest Florida, in the housing recovery process, the Repair/Rebuild Coordinator may set aside time and staffing resources to assist the NGOs in carrying out housing recovery work. This may include a special permitting and direct communication line for these groups.

Area: Encouraging New Development

Position: Housing Recovery & Development Planner

With hundreds of homes permanently lost, both private developers and NGOs will be key in the development and replacement of housing. The County can encourage housing development by anticipating and removing potential obstacles that are under its control. The goal, however, is not only to expedite housing development, but also to meet the housing demands of displaced residents.

This position will identify lands that are readily buildable and actively recruit both private and non-profit developers. The Planner will set up incentives such as land or financial grants, tax abatements, and performance bonuses. In conjunction with the building department, the Planner may recommend waivers of certain building permitting fees or steps. Overall, the Planner will evaluate ongoing housing needs and provide recommendations for future land use and housing development. In addition to new construction coordination, this position will coordinate with FEMA on the potential extended use of FEMA temporary housing units and possible sale of units to those needing housing as a result of the hurricane.

Proposed Non-Governmental Staff Positions

NGOs, such as Rebuild Northwest Florida, the Regional Planning Council, and many interfaith and community-based groups are essential to Northwest Florida's housing recovery efforts. These NGOs focus on residents who do not have the resources to rebuild or repair homes. This year, for example, Rebuild Northwest Florida has committed to repairing 1,000 damaged units in Santa Rosa and Escambia Counties and the local Habitat for Humanity is gearing up to build up to 100 new units in Santa Rosa County.

Strong public support in the form of money, building supplies, construction tools and equipment, organization, technical assistance, and labor are crucial to an NGOs' success. Based on interviews and observations of various NGOs, the recommendations below are intended to increase their ability to continue attracting, managing, and maximizing support from the public. While these recommendations are adaptable by individual NGOs, they are intended to be implemented on a countywide or regional level.

Funding (approximately $105,000 to $135,000) is needed to provide three key staff members for the NGOs to facilitate the housing recovery effort. The estimated cost for each position are based on one-year salary including benefits. The proposed positions are as follows:

Position: Fundraising & Public Awareness Campaign Manager

A campaign to maintain public awareness of and support for the continuing housing recovery needs will be vital. This can be best accomplished and sustained by the various NGOs joining their resources. A single point fundraising contact can help raise visibility and make it easier for the public to contribute support. It should also help reduce organizational/administrative cost and time.

Position: Resource Management & Volunteer Coordinator

One of the most important resources for an NGO is volunteer labor. For NGOs , the ability to recruit, train, deploy and retain volunteers will be critical to their ability to complete housing recovery work. This position will oversee the inventory and maintenance of non-monetary contributions such as construction supplies and equipment. It will also ensure that the resources on-hand are sufficiently and appropriately matched to the available labor. The Coordinator will work closely with the Fundraising & Public Awareness Campaign Manager (see above) and the Housing Recovery Project Manager (see below) from the point when resources are received to when they are deployed.

Position: Housing Recovery Project Manager

Given the large number of repair and rebuild projects, the urgency of time, and the limit of resources, good project management is needed to ensure logistics are in line, schedules are followed, and budgets are in line. An NGO such as Rebuild, which plans to repair 1,000 homes in a year, will benefit from in-house and full-time technical assistance in coordinating deployment of construction laborers, supplies, and equipment.

Estimated Costs

Santa Rosa County Positions (Estimate Includes Benefits)	$160,000-$200,000
Housing Fund Developer	$45,000-55,000
Housing Fund Administrator	$35,000-45,000
Housing Repair/Rebuild Coordinator	$35,000-45,000
Housing Recovery & Development Planner	$45,000-55,000
NGO Positions (Estimate Includes Benefits)	$105,000-$135,000
Fundraising & Public Awareness Campaign Manager % of fund raised plus	$35,000 - 45,000
Resource Management & Volunteer Coordinator	$30,000 - 40,000
Housing Recovery Project Manager	$40,000 - 50,000

Possible Funding Sources

In addition to private contributions, the following federal and state agencies provide funding for the above recommended positions:

- US Housing & Urban Development via the CDBG program
- State of Florida via the Hurricane Recovery Loan Program, and possibly the SHIP and HOME program funding source
- The United State Department of Agriculture
- The Federal Emergency Management Agency

Resources are available to provide technical training for local government and voluntary agencies. Training areas include housing planning and development, project and construction management, homeownership counseling, and organization and leadership building. Technical training programs include:

- US Housing & Urban Development
- HOME
- Technical Assistance
- Faith-Based Initiatives
- Florida Housing Coalition: Florida Catalyst Program
- National non-profit housing intermediaries: neighborhood reinvestment corporations, local initiatives support corporation and the Enterprise Foundation

SANTA ROSA HOUSING INITIATIVES

The projects described in this section represent opportunities to provide housing for those in greatest need - low-income households, which were the hardest hit by the hurricane. In some cases, the projects are small in the total number of units produced. However, they can serve as prototypes for sustainable housing solutions that can be replicated in the future. Particular attention has been paid to the financial packaging, or matching of different funding sources to leverage those opportunities most effectively.

Community Enterprise Investment, Inc. — Scattered Infill Housing

OPPORTUNITY

By dispersing, rather than concentrating, affordable housing throughout the community and utilizing smaller infill sites, housing providers minimize neighborhood opposition and take advantage of existing infrastructure. As an alternative to larger rental communities, smaller single and multi-family sites can leverage government funding sources such as HOME and SHIP to construct affordable housing. Modifying the Santa Rosa local Housing Assistance Program (HAP) plan administered by the West Florida Regional Planning Council will allow SANTA ROSA funds to support multifamily rental housing in addition to single-family home ownership.

PROJECT DESCRIPTION

Community Enterprise Investment, Incorporated (CEII), located in Escambia County, is seeking opportunities to undertake housing development projects in Santa Rosa County. CEII utilizes a scattered site infill housing approach, which is aimed at revitalizing existing neighborhoods by replacing housing stock and bringing new residents back to existing communities. The majority of CEII's tenants are Section 8 voucher holders and are considered Extremely Low Income (ELI), with incomes at 30 percent or less of the area median income. This group was particularly hard hit and represents the majority of residents in FEMA temporary group and mobile home sites. CEII currently constructs approximately 12 for-sale single family and 12 rental duplex sites per year. Two and three bedroom rental units are normally offered, with rent ranges from $400 to $465 per month.

Areas of particular interest for infill site-built or modular housing in Santa Rosa County include Floridatown and the Navarre Second Addition communities. These are older communities with numerous vacant lots or lots with older hurricane-prone mobile homes. Floridatown suffered significant hurricane damage, particularly to mobile homes located there. It is located just south of US Highway 90 near Pace. One of FEMA's temporary mobile home sites is located there, adjacent to an older mobile home park that was destroyed by the hurricane. Discussions should be initiated with the owner of the temporary site to investigate its conversion to permanent housing. Navarre Second Addition is located just north of US Highway 98 and east of State Highway 87 on the Navarre peninsula. This area suffered significant damage as well, particularly to older mobile homes.

BENEFIT

- Expands affordable housing options for hurricane displaced victims
- Replaces older, hurricane mobile homes
- Disperses affordable housing throughout the community
- Takes advantage of existing infrastructure
- Revitalizes older neighborhoods

Estimated Costs:	**$16,050,000**
Total Units	150
Cost Per Unit	$107,000
Potential Funding Sources:	**$16,050,000**
Tax Credit Equity	$5,618,000
RRLP Loans	$4,313,000
Deferred Development Fee	$1,605,000
Tax Exempt Bonds	$4,514,000

Redevelop Prado/Esplanade area into the Navarre Town Center District — Mixed-use

OPPORTUNITY

The Navarre Town Center District project is an example of utilizing flexible mixed-use zoning, tax-increment financing, CDBG infrastructure funding and tax-credit financing to create a town center that incorporates a significant component of rental and for-sale housing. It represents an excellent infill/redevelopment opportunity that provides mixed income housing in close proximity to services and employment and, in turn, generates economic development opportunities for the area.

PROJECT DESCRIPTION

In 2004, a planning process was initiated for Navarre residents to develop their community's long-term vision. Hurricane Ivan struck just two days after the final phase that culminated into the proposal for the Navarre Town Center.

The focus of this project is to advance the redevelopment of the Prado/Esplanade area of Navarre into a mixed-use Town Center District. The area is currently characterized by numerous vacant properties and older mobile homes but is ideally situated across the Navarre Beach Bridge at the intersection of US Highway 98 and State Highway 87. An overlay mixed-use zoning district will be established to include prescriptive architectural standards. Tax increment financing and other local, state and federal funding programs will be utilized to build necessary infrastructure, to offer development incentives, and create opportunities for infill housing.

BENEFIT

The Navarre Peninsula suffered significant housing damage in an area that was already in short supply of workforce housing. After Hurricane Ivan, the benefits of implementing the Town Center District Plan and expanding housing options are even more compelling. The inclusion of a large residential component within the Town Center District offers several benefits:

- Provides much needed housing
- Accelerates the success of the proposed commercial component of the district and expands services
- Generates long-term economic development opportunities for the area.
- Expands the area tax base

Implementation of this revitalization strategy will also produce many benefits for the area, including the reduction of urban sprawl and the realization of the Navarre residents' long-term vision for their community.

While the overlay zoning district is not finalized, it is estimated that approximately 1,000+ units could be accommodated in the redeveloped area. If 15% of those were targeted to affordable households, 150 low-to-moderate income dwellings would be constructed. The following financial summary is representative of a 150-unit affordable rental apartment project financed with a combination of tax-credit financing and RRLP-based financing. In addition, it is likely that Tax Increment Financing and CDBG grants will be utilized for infrastructure improvement for the district as a whole.

Estimated Costs:	**$1,299,000**
Total Units	12
Cost Per Unit	$108,250
Potential Funding Sources:	**$1,299,000**
Equity	$30,000
Local HOME/SHIP	$405,000
State HOME	$549,000
Loans	$315,000

Carmel Ridge Temporary Mobile Home Site Converted to Permanent Housing — 40 Units

OPPORTUNITY

This project uses the infrastructure installed at emergency mobile home sites for affordable modular or site-built housing on the property after mobile homes are relocated. While the priority in an emergency is to accommodate as many displaced households in as short a time as possible, FEMA and the US Army Corps of Engineers (USACE) can partner with local governments and property owners to locate temporary housing sites for transition from mobile homes to long-term housing sites. Affordable permanent single-family housing could be developed using the State HOME Housing Assistance Program funding, together with the proposed state Hurricane Housing Recovery Program (HHRP).

PROJECT DESCRIPTION

Carmel Ridge Park, located on Dogwood Street in Milton, is a 10-acre infill property located adjacent to a shopping center in an area consisting largely of residential development. In close coordination with local government, the USACE plans to install upgraded utilities and infrastructure to allow the FEMA-funded emergency mobile home site to accommodate 40 new, single-family site-built or modular homes at the end of the lease period. The owners of the property have expressed a desire to investigate government funding to maintain the affordability of homes that will be developed upon the property, including the use of modular versus site-built housing. This would offer a permanent housing option when the lease period ends.

BENEFIT

- Leverages FEMA's investment in temporary mobile home sites and state funding to provide permanent replacement housing for hurricane-displaced households.
- Locates residential development with infill areas close to services, employment and infrastructure.
- Potential to serve as a prototype community of affordable modular housing.

Below is a financial summary of a typical housing utilizing the State HOME Housing Assistance program or the USDA 502 Direct Loan Program together with the Hurricane Housing Recovery Program. The cost is based on a 1,200 sq. ft. single family home.

Estimated Costs:	**$5,200,000**
Total Units	40
Cost Per Unit	$130,000
Potential Funding Sources:	**$5,200,000**
State HOME HAP	$1,300,000
HHRP	$156,000
Mortgage	$3,744,000

Multifamily Infill Rental Housing Development — 75+ Units

OPPORTUNITIES

These projects are an opportunity to utilize funding from the proposed Rental Recovery Loan Program (RRLP) and the HHRP, coupled with local funding to develop affordable, hurricane replacement housing in infill locations close to employment and services.

PROJECT DESCRIPTION

Ashbury Rental Apartments is a 25 two-bedroom, two-bath apartments project proposed on 1.7 acres behind the Ashbury Suites and Inn hotel on Caroline street in Milton. All utilities and infrastructure are available to the property. The Santa Rosa County Administrative Center is within close walking distance. The units will be approximately 1,000 sq. ft. in size and are expected to rent from $350 to $685 per month.

Initially contemplated by the owners of the hotel for market-rate rental housing, the Long-Term Recovery Team initiated discussions with the owners to consider including low- and moderate-income rentals, a portion of which would be targeted to Extremely Low-Income (ELI) seniors. Milton is an older community with income levels lower than the surrounding areas. Even before the hurricane, the rental housing stock was very limited. Damage to existing units, coupled with the increased demand for replacement housing, has limited affordable housing options. The Milton Housing Authority, for example, has not been able to place all of its Section 8 voucher recipients because many previous landlords are now opting to rent the their units to non-Section 8 holders who are able to pay higher rents.

PROJECT DESCRIPTION

Twilight Rental Apartments is a proposed 30-unit (+/-) rental community located in Santa Rosa County north of Milton. Situated on 5 acres, the property owners are contemplating the development of a duplex modular housing community targeted to mixed-income renters. An initial phase of 10-12 dwellings is proposed, with additional dwellings possible depending on market acceptance. All utilities and infrastructure are available to the property. Working with the Milton Housing Authority, the Recovery Team is assisting the property owners in the development of a plan to receive the necessary funding.

PROJECT DESCRIPTION

Tom Street Rental Apartments in Navarre consists of 4.5 acres of multiple lots with a total street frontage of 1,600 feet. This project proposes the building of 45 apartments and/or townhomes. Located on Tom Street North, a partially unpaved road in the eastern portion of the Navarre Peninsula in Santa Rosa County, the property is currently comprised of a mix of vacant lots and older mobile homes in need of repair. New residential units would be constructed in a medium-density configuration along a newly paved roadway with underground utilities. Existing land use restrictions permit a total of approximately 45 units. The dwellings will be targeted to low- to moderate-income households who were displaced by the hurricane. In addition, this project would replace hurricane-prone mobile homes with new code-compliant construction. Roadway, drainage and utility infrastructure improvements would also be incorporated into the existing neighborhood. Unit sizes and rents have not been finalized.

BENEFIT

- Serves as prototypes for the kind of affordable infill housing that can be achieved by bringing together property owners with the agencies that have available funding.
- Addresses housing needs of hurricane-displaced individuals, as well as providing workforce housing close to services and employment.
- Disperses rather than concentrates affordable housing throughout the community.

The following chart represents typical financial summaries for the above projects utilizing a combination of RRLP and HHRP funding. Local funding (SHIP & CDBG) may also be available.

Estimated Costs	Ashbury Apts.	Twilight Apts.	Tom St. Apts.
Total Units	25	10	45
Cost Per Unit	$103,500	$103,500	$103,500
Total Cost	**$2,587,500**	**$1,035,000**	**$4,657,500**
Potential Funding Sources			
HHRP	$647,000	$259,000	$1,164,000
RRLP Loans	$719,000	$288,000	$1,294,000
Deferred Development Fee	$259,000	$104,000	$466,000
Bank Loan	$962,500	$384,000	$1,733,500
Total	$2,587,500	$1,035,000	$4,657,500

Bell Ridge Apartments in Pace — 122 to170 Units

OPPORTUNITY

The project is an example of a 9% tax-credit financed apartment development. Like the Clearwater Creek project described previously, this project is located in Pace and in close proximity to employment and services, and near Floridatown, which suffered significant hurricane damage. It represents an opportunity to match a small local non-profit developer with a larger, more experienced organization with the goal of expanding the capacity of local housing providers. In addition to utilizing tax credit financing, there is the potential to leverage HOME and SHIP funding resources in order to include a single-family and/or duplex component into the project.

PROJECT DESCRIPTION

The Carlisle Group of Miami, Florida has proposed the construction of 122 to 170 rental apartment homes to be targeted to low-to-moderate income households. Unit sizes range from 700 to 1,100 sq. ft. and will rent from $570 to $790 per month. The 17-acre property is located on Pace Lane just south of Highway 90 in the Pace/Pea Ridge area, described in greater detail in the section on the Clearwater Creek development.

While initially proposed to consist of 122 rental apartments, discussions between the Carlyle Group, the West Florida Regional Planning Council and the Long-Term Recovery Team indicate that some amount of single family or duplex dwellings may also be possible. The Carlisle Group has also expressed an interest in partnering with a local non-profit organization to co-develop and/or co-manage the property, which may be done in conjunction with a single family/duplex component.

BENEFIT

- Over $13 million, this project will increase the stock of affordable housing by 122-170 dwellings in a rapidly growing area of Santa Rosa County that suffered significant damage, particularly to mobile homes within the adjacent Floridatown area.
- The developer will construct a new street in conjunction with the development that connects two existing streets, promoting interconnectivity across neighborhoods and reducing traffic impact on nearby U.S. Highway 90.
- This may expand the capacity of local housing providers through partnerships with more experienced developers.

The summary below describes the sources of funding for the 9% tax credit financed component. For details describing a typical duplex development if it is included, please see the section entitled "Community Enterprises Investment, Inc."

Estimated Costs:	**$13,065,000**
Total Units	122
Cost Per Unit	$107,092
Potential Funding Sources:	**$13,065,000**
Tax Credit Equity	$7,942,000
Deferred Development Fee	$1,423,000
Loans	$3,700,000

Clearwater Creek in Pace/Pea Ridge — 180 Units

OPPORTUNITY

This project represents an opportunity to include an affordable rental housing component in a large, mixed-use development that would otherwise have been strictly market rate. By taking of advantage of the proposed Rental Recovery Housing Program (RRHP) recommended by the Governor's Hurricane Housing Work Group, a significant number of affordable rental units can be provided in an area of Santa Rosa County that suffered major damage as a result of the hurricane, particularly to mobile homes in the adjacent Floridatown area.

Pace/Pea Ridge is an unincorporated area of Santa Rosa County that is almost exclusively single-family. It has recently experienced significant growth and is the third-fastest growing area of the county. It is located on the bay directly across from Escambia County, and, to a large extent, serves as a bedroom community for Escambia. Residents are attracted to Pace/Pea Ridge by its excellent school system and the availability of new single-family homes. U.S. Highway 90 is the main thoroughfare transecting the community and supplies commercial services for not only this area but also for the larger market that includes northwestern Escambia County, Milton, and central Santa Rosa County. Home Depot and Walmart are located here, as well as a wide and expanding range of restaurants, banks and other service-oriented businesses. As such, the corridor is a major generator of service-sector employment. In addition to expanding the housing options for households displaced by Hurricane Ivan, affordable rental apartments located here will address the housing needs of the workforce employed by these businesses. These businesses, in turn, can also provide employment opportunities to hurricane-displaced residents.

PROJECT DESCRIPTION

Clearwater Creek is a 446-unit, residential and commercial development located in Pea Ridge on U.S. Highway 90. Proposed by the Southern Ventures Corporation of Ft. Walton Beach, the project contains a Suite Hotel, three commercial out-parcels, 397 rental apartments in two distinct communities, and 49 single-family lots. While initially intended as market rate housing, developers have expressed interest in investigating affordable housing options for a portion of the community. Two separate rental communities within the development were already proposed to address different price points in the marketplace. The project proposed here consists of 180 one-, two- and three-bedroom dwellings ranging from 550 sq. ft. to 1,050 sq. ft.. By providing financial incentives to the developer through the Rental Housing Recovery Program, the range of pricing options within the community can be further broadened to address low and very low income rental households.

BENEFIT

Utilizing funding from tax credit financing and the proposed Rental Recovery Housing Program, this project will increase the stock of affordable housing by as many as 180 apartments in a rapidly growing area of Santa Rosa County that received major storm damage and is in need of workforce housing.

Should the developer decide to pursue tax-credit and RRLP-based financing, a representative financial summary may be as follows:

Estimated Costs:	**$19,260,000**
Total Units	180
Cost Per Unit	$107,000
Potential Funding Sources:	**$19,260,000**
Tax Credit Equity	$6,741,000
RRLP Loans	$5,175,000
Deferred Development Fee	$1,926,000
Tax Exempt Bonds	$5,418,000

Develop a Housing Repair/ New Construction Mitigation Program

RECOVERY VALUE
HIGH

This project can have a significant impact on housing that was damaged by the hurricane, especially those housing units that were owned or occupied by low/moderate-income individuals or families. Implementation of this project will have an immediate impact in terms of restoring housing but will have a long-term impact by reducing damage from future storms.

GOAL

Incorporate mitigation measures and best building practices when houses are built or repaired throughout Santa Rosa County.

PROJECT DESCRIPTION

Hurricane Ivan ravaged the housing in the Florida panhandle area, leaving 23,196 homes in Santa Rosa County damaged and destroyed. Thousands of homes in northwest Florida were destroyed by wind and/or water and will need to be replaced. There is an ongoing effort to repair and restore houses in Santa Rosa County as thousands of housing units have suffered anywhere from minor damage to complete destruction. Rebuild NW Florida and community officials are determining the number of housing units that will be repaired as well as the number of new units that need to be replaced with new housing. They have also developed a system to identify homes on which mitigation elements will be performed and identified the actual measures to be performed on each house.

This project would provide technical assistance, funding, and incentives to strengthen or modify homes to withstand high winds and/or high water. Technical experts would work with one or more sponsoring groups, such as Rebuild Northwest Florida, to identify mitigation opportunities and incorporate voluntary Code-Plus mitigation measures into repair and new housing construction projects.

A series of mitigation measures should be added to houses that will be repaired that goes beyond current building code requirements.

Specific wind-resistant measures used in repairs include the recommendations identified in the Federal Alliance for Safe Homes Blueprint for Safety:

- Install shutters on windows, entry doors, sliding glass doors, gable end vents, and skylights
- Reinforce garage doors
- Reinforce gable end walls
- Install hurricane straps and clips with proper nails and nail spacing

In the case of substantial damage, additional measures may be necessary. For insured buildings, additional insurance claim payments are available to help offset the cost of this work to meet code requirements.

Other possible measures include safe rooms, group shelters in mobile home parks, floodproofing, energy conservation, and "green building."

ACTION STEPS

Successful implementation of this project requires developing a system to identify houses on which mitigation elements will be performed, and then identifying actual measures to be performed on each house. Multiple funding streams may be available to fund this project, and some of them have quick deadlines for proposal submission. Hence, this project should be carried out in the following three phases:

- Pre Disaster Mitigation (PDM)
- Hazard Mitigation Grant Program (HMGP)
- Other Federal and State Agency Funding

Estimated Cost Per House

The average size home range: 1,200-1,900 s.f.

Typical Mitigation Package $5,300-$5,800

(may include window coverings, hurricane straps, reinforced garage doors, brace gable end walls)

Management and administrative costs $300

Engineering, design & inspection $250

Clay Tile roofing $425/s.f.

Standing seam metal roofing $725/s.f.

Safe room (in home steel/plywood anchored/armored shelter) $2,000-$6,000

Before

After

Before

After

ECONOMIC REVITALIZATION AND TOURISM DEVELOPMENT

Hurricane Ivan significantly impacted the local economy by damaging and destroying local businesses, and eliminating jobs. These businesses and jobs served both the resident and visitor population. Revitalizing the economy through business development and increased tourism will create new businesses and jobs, and supply important tax revenues to local governments.

During the public involvement process for this planning effort, the citizens of Santa Rosa County identified ways to promote economic revitalization and recovery. Job creation through investments in commercial buildings and the industrial parks were top priorities. They also identified the need to create multiple tourism destinations countywide and to develop more dining, lodging, and entertainment venues as most critical for attracting tourism dollars.

The Economic Revitalization and Tourism Development section in this Plan sets forth projects that implement specific themes heard during the community meetings. These projects have been selected based on local support, their viability for development, and their ability to help the county recover from the effects of Hurricane Ivan. The recurring themes identified in this effort include:

- Build and strengthen existing businesses
- Improve the infrastructure and support services for economic growth
- Create a stronger and more diversified job base
- Retain our quality of life

The following projects represent the beginnings of recovery and will be boosted by other projects that will develop during the recovery process.

Expansion and Improvements in Santa Rosa Industrial Park

RECOVERY VALUE

HIGH

This project has a High Recovery Value because it promotes economic diversification to supplement the tourism industry, an industry which will always be disaster prone and seasonal. The opportunity to restructure the economic base as necessitated by hurricane-related damages is essential to recovery.

GOAL

- Accelerate hurricane recovery by providing employment opportunities for County residents who lost employment as a result of the storm.
- Open up sites for future industrial development to expedite economic recovery.
- Diversify economic base for Santa Rosa County.
- Increase the volume of entry-level professional skilled workforce positions.
- Increase tax base for the County by generating significant private investment that will help sustain the County in future disasters.

PROJECT DESCRIPTION

The Santa Rosa Industrial Park (SRIP) was created by the Santa Rosa County Commission in 1987. The purpose was to provide suitable sites for businesses that would be competing in the manufacturing and/or industrial sectors. The combined net value of the companies operating at the industrial park exceeds $50 million. The SRIP is approximately 800 acres (including 200 acres that are not available for development). SRIP is home to Mold-EX and 84 Lumber Companies, which are directly responsible for employing 250 workers. The SRIP has many tenants that employ less than 100 employees, but when combined they total 1,500 jobs.

As a result of the impact caused by the natural disaster, a few companies had to evaluate their market niche in the northwest Florida region to determine if staying would be devastating to their economic survival. One company that made a decision to stay was Citigroup, Inc. Its decision was based upon the skilled workforce available in the area and the quality of life intangibles enjoyed by many of the employees and senior management. Citigroup was operating in Ellyson Industrial Park in Escambia County prior to Hurricane Ivan's destruction in the region. Due to building damage, Citigroup moved into the building that formerly housed the Russell Sporting Goods Apparel Company in Santa Rosa County. This was the last available space. Citigroup will continue to employ the current workforce of 350 and is projected to increase its workforce by an estimated 150 employees.

In an effort to accelerate hurricane recovery, three projects are proposed in the Santa Rosa Industrial Park:

- A package of infrastructure improvements;
- Development of a spec building; and
- Space for a business incubator

ACTION STEPS

Infrastructure Improvements

The project will open a new Park area through the extension of 3,000 linear feet of roadway and improvements on Opportunity Drive, located centrally within the industrial park. The project scope includes engineering design of the road and associated utility improvements, as well as construction of the roadway access, water and sewer utility lines, stormwater management facilities and signage installation. Additionally, replacement of an existing railroad crossing and modernization of a second rail line at the Industrial Boulevard & US Highway 90 intersection will be completed.

Spec Building

The construction of a spec building gives Santa Rosa County the opportunity to show businesses looking to relocate, as well as growing local business that are trying to expand, a location that is ready to occupy. Due to the hurricane, there is no inventory of vacant buildings that Team Santa Rosa Economic Development Council can show to interested businesses. A spec building can be occupied by a single tenant or may be subdivided into smaller spaces as needed or as the market may demand. The building can also have a wide variety of uses ranging from light manufacturing to compatible retail or office. The location of a spec building in the Santa Rosa Industrial Park would provide a small space for services that are currently nonexistent in the immediate area, such as a food establishment. The building would be approximately 50,000 square feet.

Business Incubator

Business incubators provide entrepreneurs with affordable space, shared support and business development services such as financing, marketing, and management. Incubators can play a nurturing role in helping young business survive and grow during the start-up period when they are the most vulnerable. A business incubator's main goal is to produce successful enterprises that will grow through the program and depart financially viable and freestanding, thus strengthening the community's economic base.

Estimated Costs:	$6,385,460
Infrastructure Improvements	$800,000
Spec Building	$5,285,460
Business Incubator	$300,000

Related Project

Locate a Manufactured Housing Plant in Santa Rosa County

Even before the Hurricane, Santa Rosa County sought to encourage the start of a modular or panelized housing industry. After the Hurricane, the need for this industry is more evident. At present, a developer intends to build a factory and produce modular housing in the County within a year. This project will be a catalyst for developing a cluster of industries involving construction skills and home furnishings. It offers an opportunity to create new private sector jobs and major investments in the County.

Establish County Strategic Economic Recovery Master Plan

RECOVERY VALUE

HIGH

This project has a High Recovery Value because a countywide strategic plan will provide the blueprint for fiscal recovery, economic diversification and better paying jobs. The Plan will include a targeted industry study, best practices for attracting new businesses to the area and agricultural processing opportunities in the northern Santa Rosa County.

GOAL

- Join the efforts of the County with those of the incorporated cities to coordinate and speed up storm recovery by developing a Strategic Economic Development Master Plan.
- Provide each incorporated community an opportunity to develop a Community Economic Development Master Plan.
- Provide Santa Rosa County with a strategic plan to diversify the economic base and improve the median family income by attracting better paying jobs.
- Enable the County to address regional opportunities within the Master Plan, such as agricultural products and processing, tourism, river recreation and overall countywide development.

PROJECT DESCRIPTION

The economy of the entire County was severely damaged with Hurricane Ivan and each of the incorporated cities and various areas in the County need to collaboratively develop a strategy for recovery. Santa Rosa County, acting as the lead agency, will join with incorporated areas of the County to prepare an Application for Federal Assistance in an effort to provide the participating entities with a Comprehensive Economic Development Master Plan. The County regards this plan as complementary to a recently received Department of Defense grant designed to assist the County in preparing a strategy aimed at diversifying the economy from defense dependency. The Master Plan could contain plans for Downtown Milton, the agricultural areas of northern Santa Rosa County, the Santa Rosa Industrial Park, and the beach areas of southern Santa Rosa County.

This strategy will also focus on fostering the key industries that Governor Bush has identified for Florida's future, such as Life Sciences, Information Technology, Aviation, Defense, and Financial/Professional Services.

ACTION STEPS

- Form a steering committee of interested areas, incorporated and unincorporated, to oversee the project.
- Prepare an action agenda for developing the strategy.
- Complete an application for funding from state and federal sources.

Estimated Cost: $125,000

RESTORE & EXPAND TOURISM

GOAL

To stimulate the post-disaster economy by restoring and expanding tourism opportunities in Santa Rosa County.

PROJECT DESCRIPTION

Santa Rosa County is a tourist destination. Next to military spending, tourism is the second largest revenue-producing source in the Santa Rosa County economy. In mid-2004, there were roughly 8,500 tourism-related jobs in Santa Rosa County (University of West Florida, 2004). And in 2003, Navarre Beach alone was responsible for almost 64 percent of Santa Rosa County's $756,000 tourist lodging tax (Pensacola News Journal, 2004).

Although a leading economic driver, tourism in the County is currently under-marketed and underutilized. Tourism should be strategically managed so that it is sustainable and promotes the strengths and diversity of the area. By taking advantage of a greater variety of the County's assets, visitors will be encouraged to stay longer and spend more. This initiative includes a number of projects, listed below, that are designed to strengthen the tourism industry in the County.

Tourism Recovery Strategy & Marketing Program

RECOVERY VALUE

HIGH

Before the disaster, tourism was one of the primary economic drivers in Santa Rosa County. A tourism recovery strategy and marketing program will restore area tourism to pre-disaster levels, while promoting tourism sector growth and a healthier tourism industry. It will identify and emphasize the diversity of area resources, create a strategy for promoting and capitalizing on year-round tourism opportunities, and bring together partners to carry out the strategy. Increased tourism has a high recovery value because a strong and diverse tourism industry provides jobs and sales for area businesses, supplying important tax revenues to local governments.

GOAL

To restore the tourism industry, bring more tourist dollars into the economy, and to expedite recovery by maximizing promotion of Santa Rosa County's diverse tourism opportunities.

PROJECT DESCRIPTION

Tourism opportunities abound in Santa Rosa County. In the south end—the areas of Navarre, Navarre Beach, Gulf Breeze, and the Gulf Islands National Seashore- miles of white, sandy beaches, and beachfront parks draw residents and visitors. Less known are the areas in the central and northern parts of the County, including downtown Milton, Bagdad, Jay, and the recreation areas of the Blackwater River State Forest and Eglin Air Force Base. These areas offer historic downtowns, architecturally unique neighborhoods, festivals, a farmers' market, and an abundance of natural areas, including rivers and forestland that are excellent for outdoor recreation. Locations outside the County offer their own unique features for attracting tourists. And, because the Pensacola and Okaloosa regional airports are located within 25 miles of most areas in the County, visitors can easily make Santa Rosa County a travel destination.

As was to be expected after the devastation caused by Hurricane Ivan, there was an extreme drop-off in visits to major tourist attractions in the area. The beaches and waterways were littered with debris, and hotels and restaurants were damaged or destroyed. If it were not for the influx of business provided by the emergency, construction, and relief personnel, the existing and undamaged businesses would have suffered potentially insurmountable economic losses. From other areas around the country, the public recognizes that northwest Florida still has significant damage. This perception creates a disincentive for potential tourists and directly impacts the potential of this area to rebound economically from the disaster.

At present, an opportunity exists within the County to recover and expand upon its tourism industry. The Santa Rosa County Tourist Development Council and its partners seek to better capitalize upon area tourism opportunities by improving the attractions in the beach communities to the south while drawing more attention to the natural and historic features in the remainder of the County. In addition, polling conducted during this Long-Term Recovery planning effort revealed that residents consider the promotion of multiple, countywide destinations and the development of more lodging, dining, and entertainment venus as most critical for attracting tourism dollars. Expanding tourism will promote economic activity by increasing spending, creating jobs, and encouraging infrastructure development and private investment.

ACTION STEPS

Expanding tourism in Santa Rosa County cannot be accomplished through the implementation of just one project. It must involve a strategy that markets the County (and region) as a tourist destination. It must capitalize on existing strengths and opportunities, including existing area attractions and potential new markets. This tourism strategy and marketing program would seek to increase year-round tourism throughout the County. Key components would include:

- An assessment of the regional and local assets in order to identify potential partners and to create a brand for the area. Form a committee of stakeholders who meet regularly to advance these ideas.
- Identification of the unique attractions throughout the County and development of a strategy to link tourists to these attractions, drawing visitors from the beach northward to the historic neighborhoods, towns, rivers and forests. Expand upon the annual Beaches to Woodlands Tour as a means to facilitate this action.
- A strategy to maximize the benefits of visitor expenditures, including a marketing effort to promote tourism-related business development.
- A local advertising and promotional campaign.
- An interactive CD or a web site made available to potential visitors and anyone seeking more information about the area's amenities.
- Development of an Outdoor Tourism & Recreation Guide, which would serve as a resource for residents and visitors about the types and locations of outdoor tourism and recreational activities available in the area. The guide could be expanded regionally to include Santa Rosa County, Escambia County and Okaloosa County.

Potential partners in this effort include the Santa Rosa County Tourism Development Council in cooperation with area chambers of commerce, Team Santa Rosa Economic Development Council, Visit Florida, and the University of West Florida's Haas Center for Business Research and Economic Development.

Estimated Cost: $75,000

Beach Re-Nourishment

RECOVERY VALUE

HIGH

Beach-related recreation is the most popular type of tourism in Santa Rosa County. The white, sandy beaches and blue-green waters attract hundreds of thousands of visitors each year. Restoration of the beach at Navarre Beach to pre-hurricane condition has a High Recovery Value because it will bring lost tourism revenues back to the County, increasing local business sales, job recovery, and tax revenues. It is a critical step in preserving and increasing the amount of tourist dollars that enter the County through beach recreation.

GOAL

To recover the recreational and tourism benefits provided by Navarre Beach prior to the hurricane to further its position as a strong economic generator in Santa Rosa County.

PROJECT DESCRIPTION

Prior to Hurricane Ivan, Navarre Beach was a popular beach destination for visitors to the County. Three of every four visits to Navarre Beach were made by people from out of the state. In 2001, total spending in Navarre Beach by non-residents was $12.5 million (Coastal Tech, 2002). When Hurricane Ivan hit, however, visitor spending plummeted. The storm pushed over 670,000 cubic yards of sand off the four miles of Navarre's beach, resulting in portions of the beach measuring less than 25 feet wide. That event has significantly reduced the usability of this popular destination. Rehabilitation of this beachfront is a critical step in bringing in more tourist dollars through beach recreation.

The County has approved, designed and partially funded a beach re-nourishment program for Navarre Beach, which is estimated to begin in November 2005 and last approximately four months. The program will place over two million cubic yards of sand as beach, dunes, and berms along Navarre Beach. The County plans to acquire funding for the estimated project costs through a local Municipal Service Benefit Unit (MSBU) assessment. In conjunction with the re-nourishment project, the State will build an emergency berm that extends in front of the Navarre Beach State Park, just east of Navarre Beach.

ACTION STEPS

- Develop a beach re-nourishment and beach restoration program that will widen the eroded public beachfront and restore the natural dune system in Navarre Beach for use by visitors and residents.
- Utilize the resources and expertise of the University of Florida's Institute of Food and Agricultural Sciences for development and implementation of a beach restoration (i.e., native species planting) program.

The objective will be to reduce future storm damage, to recover the recreational benefits provided by Navarre Beach to residents and tourists, and to further the area's ability to continue as a strong economic generator in Santa Rosa County.

Estimated Cost: $11,760,000

(estimate from Santa Rosa County for 3.4 miles of Navarre Beach)

Recreation Connectivity Plan

RECOVERY VALUE

MODERATE

GOAL

To develop a coordinated network of recreation connections throughout the County in order to broaden options for recreation and to strengthen the area's appeal to tourists, which will result in increased tourism, longer stays, and more evenly distributed spending in the County.

PROJECT DESCRIPTION

Hundreds of miles of hiking trails and biking trails are available throughout the County. Some of these trails connect to larger trail systems, such as the 1,300-mile Florida National Scenic Trail—one of only eight National Scenic Trails designated in the country—and the greater Blackwater River State Forest—Florida's largest state forest, which offers users over 194,000 acres of land. In addition, over 100 miles of canoe routes are available to users in the area of Milton and the Blackwater River, Coldwater Creek, Sweetwater Creek, and Juniper Creek. Known as the Canoe Capital of Florida, Milton could be a prime destination or stopover point for river users and fishing boats. Although this system has some developed connections for bicycling, hiking, canoeing, and other recreation, there is no comprehensive strategy designed to connect the gaps.

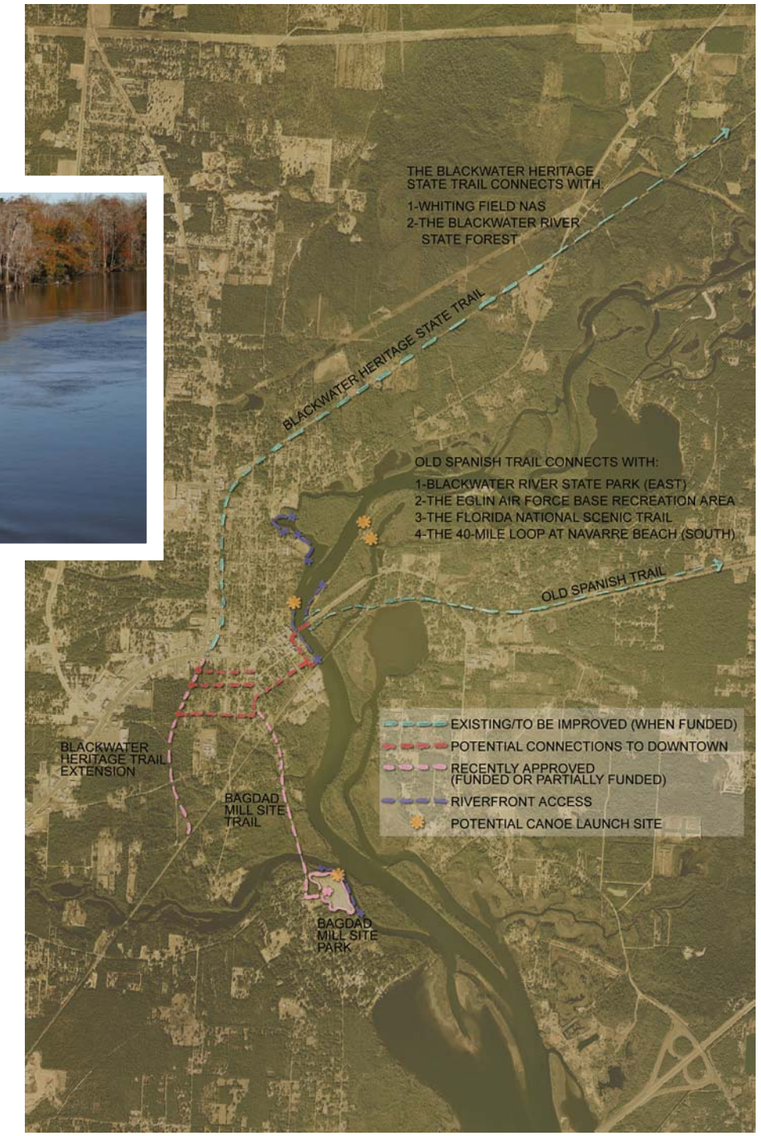
ACTION STEPS

Develop a recreation connectivity plan that would bridge the gaps between trail connections and provide greater opportunities for use. Develop opportunities within the plan for connecting recreational areas, including:

- Restore sections of Florida State Road No. 1, east of Milton (the historic corridor also referred to as the "Old Spanish Trail") to the Blackwater River State Forest, thereby developing a key connection in the countywide system of trails. This phase would also include reconstruction of the Marquis Bayou Pedestrian Bridge in East Milton and an extension of the trail to the state forest. Two future phases would include the construction of shelters, restrooms and parking.
- Develop a bicycle/pedestrian/equestrian trail between the Blackwater Heritage State Trail at Whiting Field NAS and the Blackwater River State Forest at Indian Ford Road.
- Improve the 40-mile loop in the area west of Navarre (along US 98) and Navarre Beach to include bike lanes and pedestrian paths.
- Develop a bicycle lane along the 0.9-mile section that connects Milton with Bagdad.
- Develop canoe launch sites:
  - Construct a canoe launch site that would serve the Blackwater River north of Russell Harbor Landing in east Milton and another that would serve the Mangue Bayou, located directly south by 100 ft. Construct a boardwalk that connects the two launches.
  - Construct a canoe launch site that serves the Bagdad Mill Site Park, a future potential hub for recreational activities.
- Determine the best possible routes and construction options for the following potential connections: 1) East Bay Trail- a historic/recreational trail connecting Holley and Hwy. 87 along the East Bay; and 2) Navarre High School Trail-street improvements that connect the school and the Navarre Sports Park with the proposed Navarre Town Center.

Potential partners in this effort include the West Florida Regional Planning Council, Santa Rosa County, City of Milton, Florida State Department of Environmental Planning, Florida State Department of Transportation, Blackwater Heritage Trail State Park, and Florida Trail Association.

Estimated Cost: $20,000



Reconstruction of Navarre Park

RECOVERY VALUE
MODERATE

GOAL

To recover the capacity of Navarre Park to provide recreational and social benefits to the community by redeveloping park amenities that were destroyed during Hurricane Ivan.

PROJECT DESCRIPTION

Rebuild the 7-acre Navarre Park to include reconstruction of the park's pier and boardwalk, the Santa Rosa County Visitor Information Center (home of the Navarre Beach Area Chamber of Commerce), playground, duck pond, restrooms, and other park features. This public recreation site is an identifying, important community asset, containing a number of notable community amenities. It is also home to the annual Navarre Park Fun Fest, the area's premier summer festival that showcases the works of area artisans and musicians, and provides an opportunity for the community to come together along the shores of Navarre.

Replacement of the park's amenities to pre-hurricane condition may be eligible under FEMA's Public Assistance Program. The County has applied for funding. Improvement projects could include elevating and/or hardening the

reconstructed Visitor Information Center and the Panhandle Butterfly House. A related project is to construct a pedestrian bridge over Highway 98 that connects Navarre Park with the new Navarre Town Center (see "Destination Downtown" for more on the Navarre Town Center). This would improve access and safety for users of the park, Navarre Town Center, and other community locations to the north and south of Hwy. 98, further establishing this area of Navarre as a focal point for community activity.

Estimated Costs:	**$4,177,985**

Replace/reconstruct the park's hurricane damaged amenities, including: pier, boardwalk, pond, building, restrooms (2), pavilions, ampitheater dock, playground, mini footbridge over streams (2), picnic tables, benches, lighting, signage, fencing, landscaping and pedestrian walkway over highway 98.

Development of a Marine Sanctuary

RECOVERY VALUE
COMMUNITY INTEREST

GOAL

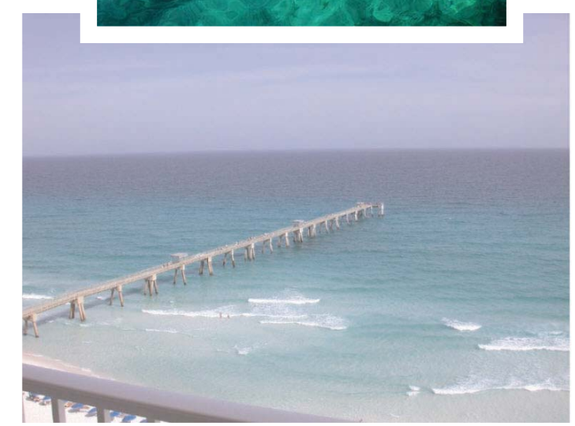
To increase beach recreation and tourism opportunities at Navarre Beach by converting the hurricane-damaged Navarre Beach Fishing Pier into an underwater marine sanctuary.

PROJECT DESCRIPTION

Build an underwater marine sanctuary with observation deck in the location of the Navarre Beach Fishing Pier.

The Navarre Beach Fishing Pier suffered structural damage during Hurricane Ivan and has been damaged multiple times during past storms. As a result, the pier is no longer cost-effective to repair. The County is interested in turning the existing span into an artificial reef for recreational diving and snorkeling. A stronger, more storm-resistant pier would be constructed to the east on County property, replacing the damaged pier. The County has applied for FEMA funds, which may be available to cover a portion of the cost for the new pier. New construction features could include elevating the pier and constructing blow-out panels. Moving the pier would enhance usability and safety of the recreational opportunities at Navarre Beach. Developing a marine sanctuary in this location would also encourage compatible recreational uses by relocating fishing activities away from swimming, surfing, snorkeling, and diving.

Estimated Costs:	**$3,124,450**
Construct underwater marine sanctuary with observation deck:	$1,164,450
Construct 700 ft. fishing pier	$1,960,000



Improvements and Expansions to The Zoo at Gulf Breeze

RECOVERY VALUE
COMMUNITY INTEREST

GOAL

To repair damage, build infrastructure, and expand program elements at "The Zoo at Gulf Breeze" (The Zoo) in order to enhance its viability as a regional visitor's attraction.

PROJECT DESCRIPTION

The Zoo is a 50-acre, 900-species facility. It is a non-profit organization, privately owned by the Gulf Coast Zoological Society. Annual attendance at The Zoo is approximately 150,000 visitors and is projected to increase to 270,000 visitors by year 2009. The Zoo has an overall economic impact of approximately $6.5 million to the Northwest Florida economy. It currently provides 100 jobs, $2.56 million of income from jobs, and roughly $310,000 in state and local taxes. The Zoo recently completed a comprehensive Master Plan that includes $3-5 million in capital improvements. However, no funding currently exists to implement the plan.

The Zoo was significantly damaged during Hurricane Ivan. It incurred property and operating losses of roughly $1.1 million, of which approximately $500,000 is attributed to operating revenues and $610,000 to property damage. The Zoo's insurance policy covered property damages of just $125,000. Remaining losses are uncovered and total just under $1 million. In addition, roughly 10 percent of the land is closed due to severe damage and will not reopen until repairs have been made.

ACTION STEPS

- Utilize the full potential of The Zoo, enabling it to strengthen its position as a community amenity and tourist attraction, regional visitor's attraction.
- Repair and reconstruct damaged areas, including fences, sidewalks, exhibits, and landscape while identifying opportunities to promote and expand upon The Zoo's programs.
- Construct a partial sub-grade emergency shelter with generators for use by zoo workers who must stay on-site to manage the animals during storms.
- Construct a second above-grade storm shelter, divided by a storage/security corridor in the middle. The second shelter would be used for sheltering zoo animals and domestic animals.
- Implement the marketing, program, educational, and improvement actions contained in the Master Plan.

Potential funding sources include loans from the Small Business Administration (SBA), which would provide necessary investments for recovery and expansion activities. FEMA funds may also be available if The Zoo meets specific criteria as a non-profit institution.

Estimated Costs:	**$6,652,825**
Damaged areas (misc. fencing, trees, sidewalks, exhibits)	$553,695
Implementation of Master Plan	$3,000,000 to $5,000,000
Shelters (3,000 sq. ft. for people ,10,000 sq. ft. for animals)	$1,099,130

Waterfront Attraction Shuttle

RECOVERY VALUE
COMMUNITY INTEREST

GOAL

To provide an attractive, convenient way to visit beaches and other waterfront attractions in Santa Rosa and downtown Pensacola.

PROJECT DESCRIPTION

Develop a water- and land-based shuttle service that connects the Gulf Islands National Seashore, Gulf Breeze, and the downtown Pensacola waterfront. This transit service would provide regional service to users of Escambia and Santa Rosa counties and would conform to services planned in the Pensacola Bay Area Transportation System Study (West Florida Regional Transportation Commission and Florida/Alabama Transportation Planning Organization, 2000). The waterfront shuttle service would meet the goal of having a one-stop/one-park visitor experience. The land shuttle would connect water shuttle users to selected attractions and high-use locations, such as sporting events, beaches, and employment centers. Indirectly, the shuttle system could benefit the local transportation system and the area economy by providing alternative modes of transportation, increasing tourist attractions, and expanding opportunities to access the downtown, beaches and waterfront.

Service could extend into the evening hours so that it is usable for both tourists and employees of the waterfront and downtown. Waterfront communities commonly operate similar systems. Such projects can increase private business and employment opportunities.

The current budget for the National Park Service contains funding to develop a ferry berthing dock at the Gulf Islands National Seashore. Future berthing facilities could be incorporated into the new Waterfront Park in Pensacola and as part of the proposed Gulf Breeze Promenade. As popularity of the shuttle service grows, potential future shuttle locations could be planned, such as along the Blackwater River in downtown Milton.

This project would be coordinated between the following partners: National Park Service, local governments, and potential visitor venus. This project should be pursued in the context of disaster recovery only if there is significant, ongoing private sector financial participation as it is unlikely that this service would be self-sustaining in the foreseeable future.

Estimated Costs:	**$2,500,000**
Annual operating costs for 3 shuttles and 3 ferries	$1,500,000
Capital costs	$1,000,000

DESTINATION DOWNTOWN

The towns and cities of Santa Rosa County experienced varied levels of damage and loss from Hurricane Ivan, both tangible and intangible, and are seeking to implement proven strategies for offsetting the negative impacts of the storm.

Downtown Milton, for instance, sustained heavy losses from hurricane winds and flooding of reportedly over 14 feet high. All of the Willing Street properties flooded and incurred roof, HVAC, flooring, drywall and mechanical/electrical damages. The estimated cost of repairs for the Willing Street commercial properties presently exceeds $3 million, according to Main Street Milton. Of the 53 commercial buildings in the downtown, 51 (96%) suffered damage from the storm. Several businesses, including County offices, were forced to close for two to four weeks due to lack of power. Four businesses relocated within downtown, while a few closed or moved out of town altogether.

Another indicator of the damage done and the recovery efforts underway is the $81 million currently on loan to Santa Rosa County businesses, homeowners and renters through the Small Business Administration (SBA). To date, 4,309 disaster-related loan applications have been returned to the SBA, ranking Santa Rosa County sixth in the number of approved, state loans.

While rebuilding, many communities in Santa Rosa County are also examining their current development programs for opportunities to strengthen their community identities and to improve the quality of life for their residents. Gulf Breeze is interested in positioning itself as a host community for regional athletic events and will build a new regional multi-sports and orthopedic and sports medicine complex. Pace plans to build a new multi-use community center to serve a variety of community needs due to its rapid growth in population. Jay will focus its energies on developing a northern Santa Rosa County strategic plan to address the area's economic needs and to develop future disaster mitigation procedures. Navarre will concentrate on making infrastructure improvements that will enable the community to develop a Town Center that will serve as the focal point of the community. Milton, the County Seat and an active member of the National Main Street Program, has embraced the Main Street Four-Point Approach™, which combines design, economic restructuring, promotions, and organization to address the needs of the downtown commercial district.

The Long-Term Recovery Plan is designed to encourage stakeholders to adapt their strategies, where necessary, in order to balance local needs and interests with community-wide benefits. Projects contained in the Plan include those that are direct responses to the severe storm damage as well as those that are intended to boost local economies by improving upon pre-disaster conditions of non-damaged elements. Both are critical aspects of long-term recovery, as experience has shown that simply repairing and restoring does not always promote full recovery.

MILTON

GOAL

To develop comprehensive plans and programs aimed at stimulating economic development and expediting storm recovery in Downtown Milton.

PROJECT DESCRIPTION

Hurricane Ivan damaged downtown buildings and their contents, and forced a number of businesses to close or temporarily relocate outside the downtown. The following projects and programs have been designed, based on community input, to combat the effects of Hurricane Ivan and to improve upon pre-disaster conditions.

It is essential for downtown stakeholders to view the following project components as a comprehensive, inclusive process and not as a series of steps to be taken independently of one another. Downtown revitalization requires a concerted effort to develop and implement multiple projects concurrently in order to achieve desired outcomes.

The following programs and projects are specific to Downtown Milton, an area encompassing roughly four square miles. Its northern boundary is Berryhill Street from Mary Street to the Blackwater River, and continues southeast along the railroad line. The western boundary is Canal Street, and includes a small section along Margaret Street and Mary Street.

Downtown Master Plan

RECOVERY VALUE

HIGH

This document will guide all future (re)development and thereby serve as the foundation for the recovery and renewal of Downtown Milton.

GOAL

To develop a comprehensive, action-oriented planning mechanism to guide the City of Milton and its stakeholders during implementation of programs to restore downtown.

PROJECT DESCRIPTION

Proper planning is the key towards realizing a community's vision of what downtown can be. The City of Milton partially funds Main Street Milton (MSM), a four-year old advocate group for the revitalization of Downtown Milton. The organization is comprised of Milton residents, business and property owners interested in fostering economic development in the City's central business district. Mayor Thompson and the City Council recently directed the group to spearhead the creation of a Downtown Master Plan.

Elements of the plan may include, but not be limited to:

- Develop a Milton Corridor Master Plan. The City of Milton and Main Street Milton will prepare a Downtown Milton Corridor Plan in partnership with the Florida Department of Transportation (FDOT), the West Florida Regional Planning Council, Florida Department of Environmental Protection, and the State Historic Preservation Officer to address the issues explained below. The result will be programming of funds toward projects that can be implemented relatively quickly. Elements of the Corridor Master Plan may include:
  - Widening projects for portions of the road, such as along Avalon Blvd. in order to alleviate congestion along Highway 90. The Florida State Department of Transportation (FDOT) plans to add lanes and reconstruct State Route 89 from Route 10 to Route 87. The project will include Caroline Street (Hwy 90) to its intersection with Route 89, leaving an unwidened gap along Caroline Street as it goes through the historic downtown. The Corridor Plan will develop a context-sensitive widening for this section of roadway which can enhance the look of downtown, calm traffic, and improve mobility.
  - Transportation plans at the eastern gateway and development standards for new development east of the river, anticipated as a future growth area of Milton. Development standards will maximize traffic capacity, channel heavy trucks to I-10, strengthen and expand the existing downtown, preserve future right of way needed, and set aesthetic standards for future development along Highway 90. Direct access to I-10 from newly developing areas in East Milton can serve to reduce traffic demands through Milton.
  - Consider alternative routes to allow truck traffic to circumvent the downtown.
  - Develop a comprehensive Pedestrian and Biking Circulation Plan to connect existing and potential walking & biking paths in downtown to those in North Milton, East Milton, and Bagdad.
- Continue review and update of Milton's Comprehensive Plan with emphasis on land use and zoning so as to remove regulatory barriers to redevelopment, facilitate optimal mixed-use development (retail, office, personal services, apartments and condominiums), and identify methods to improve code enforcement.
- Develop a Building Inventory and Reuse Strategy that highlights opportunities for the adaptation of key existing structures and open spaces downtown.
- Implement a permanent Sign and Facade Improvement Program to improve the appearance of the downtown historic buildings, with emphasis on those properties damaged by the hurricane.
- Develop and implement a public awareness campaign about floodproofing. The Northwest Florida Water Management District is currently updating floodplain maps, with provisions for floodproofing. The maps will be available in the Fall of 2005 and are intended to serve as a basis for future mitigation measures, as all future construction will need to adhere to floodplain management requirements. Flood insurance rate maps are also being updated.
- Explore options to increase activity along the downtown waterfront. Investigate the feasibility and impact of extending the present Riverwalk and constructing a marina or low impact boat launch. Identify additional commercial and community uses of the Blackwater River.
- Develop a marketing plan and a downtown historic preservation program to promote historic districts, bring in more visitors and ultimately attract more businesses, which will stimulate economic revitalization.
- Develop an Implementation Strategy that identifies funding sources and step-by-step instructions for completing identified projects.

Estimated Cost:	**$170,000**
Corridor Master Plan	$40,000
Comprehensive Plan Update	$30,000
Building inventory and Re-use Strategy	$10,000
Sign and Facade Improvement Program	$40,000
Public Awareness Campaign-Flooding	$20,000
Explore Options to increase waterfront Activities	$5,000
Marketing Plan/Historic Preservation Program	$20,000
Implementation Strategy	$5,000

Create and Market Financial Incentives for Property Owners who Convert Commercial Properties to Mixed Use

(Apartments, Retail, Office, Services & Restaurants)

RECOVERY VALUE

HIGH

Financial incentives serve as catalysts for private investment and are essential elements in the recovery and development of any downtown. When coupled with carefully-planned land use and zoning regulations, these financial incentives can be used to make repairs to storm-damaged properties and facilitate building improvements for mixed-use development in the central business district.

GOAL

To encourage private investment and stimulate economic recovery and development in Downtown Milton.

PROJECT DESCRIPTION

- Create a Downtown Performance Grant Program in order to provide financial incentives that will stimulate redevelopment, renovation and improvement to downtown buildings. The following are programs for the City's consideration:
  - Tax Increment Financing (TIF) can help a municipality undertake public projects to stimulate beneficial development or redevelopment. It is a mechanism for financing local economic development projects in under-developed and unimproved areas. Taxes generated by the increased property values pay for land acquisition or needed public infrastructure.
  - Develop a low-interest, revolving loan program. Stimulate mixed-use development by providing gap-financing to individuals who wish to improve commercial properties in Downtown Milton, but who are unable to obtain full funding from traditional financial institutions.
  - Implement a Tax Stabilization Program to encourage building improvements downtown. Milton property owners have expressed reluctance to improve commercial properties because of anticipated tax assessment increases. The City of Milton might consider retaining pre-improvement tax levels (or a fixed rate) for a period of time, gradually bringing property assessments to fair market value. Link this program with a low-interest loan program, current City Enterprise Zone incentives, and a permanent Sign & Facade Program.
- Develop a Voluntary Land and Property Acquisition Program in order to encourage reuse and development of acquired parcels.
- Establish a Community Development Corporation (CDC), a type of non-profit organization that allows communities to acquire properties for renovation and resale, build infrastructure, assemble properties to facilitate desired redevelopment, and provide low-interest loans to applicants. Banks or other private benefactors typically help facilitate the development of a CDC by contributing funds that can be used for low-interest real estate or infrastructure loans that will revolve as loans are repaid.

Estimated Costs:	**$1,500,000**
Downtown Performance Grant Program	$500,000
Voluntary Land and Property Acquisition Program	$500,000
Community Development Corporation	$500,000

Develop a Detailed Business Recruitment & Retention Plan

RECOVERY VALUE
MODERATE

GOAL

Develop a plan to establish Milton as a destination location with a vibrant downtown that attracts locals and visitors alike.

PROJECT DESCRIPTION

The plan will focus on replacing businesses that were lost as a result of the hurricane, supporting those that survived with significant losses, and recruiting new and sustainable retail and services in Downtown Milton. The aim is to attract and retain those businesses most likely to draw people downtown. This is critical in the re-establishment of Milton as an active and vibrant downtown. Retaining those businesses after the initial recruitment is critical.

The commercial vacancy rate in Downtown Milton is approximately 30 percent. Most of the tenants downtown are non-profit organizations and court-related businesses. (Note that this figure does not include tenants displaced by the storm and planning to return to their former offices after repairs are made.) Introducing a mix of service, retail, and housing is necessary to attract the retail and support services that make downtowns a destination.

In 2001, Main Street Milton contracted with Marketek, Inc., to conduct a Preliminary Retail Market Analysis for Downtown Milton. The purpose of this analysis was to examine current spending trends and recognize potential retail and service possibilities considered sustainable in the central business district. The results form the basis for targeted business recruitment strategies. The analysis reported an above average demand for children's apparel, jewelry, family restaurants, gardening supplies, pet supplies, and home remodeling supplies. Main Street Milton should develop a strategic, action-oriented Downtown Business Recruitment & Retention Plan based on the results of Marketek's findings. Additionally, The Haas Center for Business Research and Economic Development (affiliated with the University of West Florida) may provide resources for this plan.

Main Street Milton should consider timing recruitment efforts to bring in several new businesses simultaneously, rather than relying on businesses to trickle in one by one. This approach aids in business retention and recruitment, and may increase the pace of downtown revitalization. The simultaneous location of multiple businesses to the downtown would create foot traffic and provide greater business-to-business interaction. It is questionable whether a single new business could sustain itself while waiting for additional businesses and services to locate downtown.

The Courthouse

The recruitment plan must also identify the best use of downtown commercial properties, especially the historic courthouse. Relocation, expansion, functionality and reuse of the courthouse should be evaluated within the context of Milton's overarching plan for downtown. The Recruitment / Retention Plan needs to examine sustainable mixed-use development in the current courthouse in the likely event the County decides to move the judicial system out of the current building. In that event, courthouse-supported businesses may have to relocate. If the judicial system is relocated out of town, it would provide an opportunity to renovate and reconfigure the current building for optimal mixed-use. The building could then serve as an anchor to a redeveloped waterfront square and Farmers' Market, bringing additional economic and recreational activity to the core of the downtown. As mentioned earlier, the size and current layout of the courthouse interior could be quickly adapted to allow a variety of businesses and services to move in simultaneously.

It would be advantageous for a private or public/private entity to take ownership of the current courthouse building, as the new owners might qualify for tax credits based on the building's designation as a historic structure. The tax credits needed to make this project feasible are available only for income-producing properties, such as housing, retail, or meeting space. In order to be eligible for tax credits, all architectural work must adhere to the Secretary of the Interior's Standards for Rehabilitation of Historic Structures.

ACTION STEPS

This effort should be coordinated with the proposed Downtown Master Plan. Key elements of the Recruitment & Retention Plan include:

- Recruit businesses.
- Retain new and existing businesses.
- Identify and market financial incentives to prospective business owners locating downtown.
- Develop marketing and promotion strategy.

Estimated Cost: $30,000

Potential Pilot Project - 5206 Willing St. - Santa Rosa County Archive Building

Historic Preservation Rehabilitation and Hazard Mitigation Project

RECOVERY VALUE

MODERATE

GOAL

To encourage property owners to strengthen and renovate their properties, especially those damaged by the hurricane, and to retain the historic appearance and attract further investment.

PROJECT DESCRIPTION

Many of the downtown buildings, especially those on Willing Street along the Blackwater River, sustained damage from both high winds and flooding. Several tenants were forced to relocate and some owners who were planning to renovate their buildings were delayed by the damages. These buildings occupy prime locations. Also, many of the buildings are on the National Register of Historic Places, with some dating back to the late 1800s.

Collectively, these buildings create an architectural and historical character that could be better utilized to attract downtown investment. However, any efforts to encourage investments in these buildings are thwarted by the threat of repetitive damage. Making these buildings more resistant to high winds and flooding will limit the extent of damages in the next disaster and make business owners more likely to want to invest in the buildings. Renovating a building with historic preservation as a goal will provide added value by enhancing the look of the building, making it more attractive to businesses and furthering the greater goal of downtown revitalization.

The Historic Preservation Demonstration project would involve restoration and renovation of an historic building that was significantly damaged by Hurricane Ivan using techniques that merge historic preservation with disaster mitigation. The project would add hurricane-resistant features to one of the historic public buildings in Downtown Milton to show

owners how state-of-the-art mitigation techniques can be successfully combined with preservation of historic resources.

This project could also incorporate "green building" practices by utilizing energy efficient construction and recycled or recyclable materials. Combined with a facade improvement program, this "demonstration project" could inspire surrounding property owners to make improvements. Changes should be made following the Secretary of the Interior Standards for the Treatment of Historic Properties.

All 15 buildings along the east side of Willing Street (along the riverfront) suffered damage from the hurricane. Any one of these would be good candidates for retrofitting under this project. In addition, if the renovated building is on the National Register, privately owned, used for income-producing purposes, and renovated according to the Secretary of Interior's Standards for the Treatment of Historic Properties, it could be eligible for tax credits which would offset the cost. The following is a list of potential properties:

Address (Willing Street)	Use	Type of Ownership
5242A-B	Rex Recording Studio/ Riverwalk Hair Exhibit	Private
5240	Vacant	Private
5236	Vacant	Private
5234	American Alarm & Audio	Private
5232	Vacant	Private
5230	FL Three Rivers	Non-Profit
5224	FL Three Rivers	Non-Profit
5220	West FL Title	Private
5218	Lindsay, Andrews & Leonard, PA	Private
5216	Associated Court Reporters	Private
5206	Fisher-Hamilton & Archives Bldg	Public
5202	Robert Althar, MD	Private
5198	Santa Rosa County	Public

Although all of the buildings above would be good candidates for this project, the building at 5206 Willing Street is shown on this page as a potential retrofit project. This County-owned, 21 ft.-by-75 ft., three-story (4,725 square feet) late Victorian brick building is along the Blackwater River in the downtown strip. The building currently houses the County Archives and is located in the floodplain. A building mitigation/renovation project for this building could consist of the following:

- Elevate HVAC units above 100-year flood level.
- Install 10' x 6'6" double doors on lower level to allow floodwaters in and out of the lower level.
- Relocate archives above first floor level.
- Renovate Willing Street level for retail uses.
- Install shutters on all windows (2) 4' x 7', (2) 5' x 7', (4) 3' x 5.'
- Install new waterproof gasket double doors (5' x 10') on Willing Street facade.
- Install energy efficient windows.
- Insulate exterior walls and ceilings.
- Restore brick facade: Front 21' x 28', Rear 21' x 34.'

Estimated Costs: (for all buildings in table)	**$2,534,636**
5206 Willing Street (example)	$194,972

GULF BREEZE

Develop Regional Indoor Sports Facility

RECOVERY VALUE
MODERATE

GOAL

- Position Gulf Breeze as a hub for regional athletic events, thereby encouraging, increasing, and diversifying economic activity in the area.
- Meet the existing demand for facilities and diversify the types of downtown recreational opportunities available to the Gulf Breeze community and visitors.
- Provide a facility for emergency response operations.

PROJECT DESCRIPTION

The new facility will be built near the existing Gulf Breeze Recreation Center, which is located within walking distance of City Hall, the library, and other downtown amenities. It is also near the community's educational institutions, including the Gulf Breeze schools, which are known in the region for their highly competitive and active athletic programs.

The existing recreation center does not meet the needs of the community, nor is it able to accommodate existing demands of organized local adult and youth athletics. There is also a lack of available facilities for regionally competitive sports activities, such as indoor roller hockey and volleyball. The lack of facilities to host events and increase attendance is recognized as a lost opportunity to support local businesses. The new facility will address these problems and will be designed to host regional and state youth and adult amateur tournaments, while serving the local community.

In addition to serving as a sports facility, a portion of the building would also serve the community's emergency operations requirements in the event of a disaster. This function is critical for the City of Gulf Breeze, as it currently has no such facility. The facility will serve as a post disaster mobilization and distribution facility for response and recovery activities and would shelter emergency workers who may not be able to evacuate.

ACTION STEPS

- Plan, design, and engineer a multi-use, indoor sports facility near the existing Gulf Breeze Recreation Center.
- Develop Center programming and use pricing to become self-supporting following first year of operation.

Estimated Costs:	$7,500,630
Land Value	$3,000,000
Construction	$4,500,630

RELATED PROJECT

The Development of Andrews Institute of Orthopedics & Sports Medicine

Baptist Health Care Corporation, a non-profit health care provider, in a joint venture with Andrews Institute, proposes to build a world-class institute for orthopedics and sports medicine in Gulf Breeze. Five distinct facility components are proposed: Multi-Specialty Ambulatory Surgery Center, Outpatient Rehabilitation, Diagnostic Imaging Center, Athletic Performance Enhancement Center and a Research and Development Foundation. These will be headed by renowned physicians and will attract patients and professional athletes from around the world. The development of these facilities will be a great asset in the long-term recovery of the region by creating an estimated 126 new jobs with an average salary of $62,000 and an annual payroll of $9.6 million. An additional $3.5 million in labor costs will be paid during construction. Patients and their families are projected to stay a minimum of 2.5 days to a maximum of 72 days in the area. At an average daily expenditure of $185 per person, this would result in expenditures of almost $10 million over ten years. The combined impact of the patient clientele and employment opportunities related to the Institute would further enhance Northwest Florida's ability to create an environment for positive growth.

Furthermore, the advancement of this health care project is also in line with the plan by Governor Bush to promote key industries that he declared as "critical to preserving Florida's status as a key player in the New Economy." Among the Florida's key industries are the Life Sciences (which include Health Care), Information Technology, Aviation/Aerospace, Homeland Security/Defenses, Financial/Professional Services and Manufacturing.

This project will be located along US 98 next to Baptist Hospital, magnifying the importance of the street connection project from Daniel Drive to McClure Street & St Francis to the Hospital (described below). This road will allow for traffic to flow in-between the various health care components without adversely impacting congestion on US 98.

US 98 Traffic and Drainage Improvements

RECOVERY VALUE
MODERATE

GOAL

- To provide vital support to regional and local transportation issues in order to lessen congestion, increase ease of traffic flow and enhance future development. The project would also facilitate meeting the future transportation needs for the proposed regional sports facility.
- To provide enhanced stormwater management to meet current needs and allow for future expansion and development.

Construct street connection from Daniel Drive to McClure Street & St. Francis to the Hospital and proposed Andrews Institute

The volume of traffic on US 98 is extremely high and the development of parallel road facilities will allow for better functioning local traffic. The County's Comprehensive Plan supports immediate roadway improvements to relieve the congestion on all segments of US 98. It is anticipated that with future improvements to the Pensacola Bay Bridge, the volume of traffic through Gulf Breeze on US 98 will be at even higher levels. The development of these internal street connectors will divert local traffic off of US 98 and provide a more effective, efficient and safer flow of traffic.

This new roadway could also serve the proposed Andrews Institute, including the teaching auditorium that is proposed by Santa Rosa Schools, the City of Gulf Breeze and Baptist Health Care. This facility would serve as a teaching auditorium, medical training facility and provide space for school functions. Permanent employment at the Institute is estimated at 126 individuals with substantial number of visitors each day. The ability to divert this additional local traffic generated by these uses and off US 98 would be advantageous to both local citizens and through traffic.

Develop stormwater management system along US 98 and Moulton parcel

The areas along US 98 and the Moulton parcel are prone to localized flooding. The development of appropriate stormwater conveyance measures, such as improvements to ditches, resizing and replacement of culvert pipes and the proper sizing and construction of detention/retention ponds will address this problem.

ACTION STEPS

- Work with FDOT to assure needed right of way is preserved.
- Design and build roadway.
- Investigate solutions to localized flooding problems.
- Investigate the possibility of State (OTTED and FDOT) assistance with infrastructure development.

Estimated Cost:	$1,465,370
Land Value	$843,272
Improvements	$622,097

JAY

Economic Development Action Strategy for Jay and Northern Santa Rosa County

RECOVERY VALUE

MODERATE

GOAL

To assist the leaders and residents of Northern Santa Rosa County in addressing economic development through a series of initiatives aimed at attracting new businesses and jobs to the area in order to support the County's overall hurricane recovery by promoting geographic diversification of the economy.

PROJECT DESCRIPTION

Since the devastation from Hurricane Ivan was far reaching (although not as catastrophic as along the beaches and waterfront areas), the Town of Jay and Northern Santa Rosa County have realized anew the need to focus on its long-term survival in the region. Without the implementation of projects like this, the area will continue to struggle economically.

This project proposes development of a northern Santa Rosa County Strategic Master Plan to focus on the Town of Jay as the center of economic activity. The Plan will focus on the following key areas:

- A targeted industry study.
- A study of retail patterns for downtown Jay.
- Compiling a list of properties or sites that would be suitable for industrial or commercial development and/or reuse (including analyzing land use and infrastructure needs).
- A business recruitment plan.
- Developing economic needs via citizen participation.
- Formulating best practices for attracting new businesses to the area and addressing workforce development issues.
- A program to increase tourism and to increase the tax base.

ACTIONS

The Town of Jay has identified a series of needs that should be pursued concurrently with the seeking of funding for the Regional Strategic Plan.

The Town has presented their priority needs to the Santa Rosa Local Mitigation Strategy Task Force.

Estimated Cost: $30,000

NAVARRE

Implement the Navarre Town Center Vision

RECOVERY VALUE
MODERATE

GOAL

Improve infrastructure to enable the community to create a Town Center in accordance with the Navarre Town Center Plan, resulting in the establishment of two distinct development districts.

PROJECTION DESCRIPTION

The establishment of an active and attractive Town Center will serve as the focal point of the community. As the center of commerce and a gathering place for Navarre residents, the Center is vital to the community's identity and local economy. The importance of this project to the overall recovery and economic development of Navarre is exemplified by the County's recent approval of the conceptual Navarre Town Center Plan.

The Town Center Plan, developed over a period of six months, involved hundreds of community residents and culminated two days prior to Ivan's arrival. The plan addresses every aspect of community development, including economic activity generated by incoming businesses, interconnectivity, facade and design standards, road designations, stormwater retention and management, mixed-use housing development, and park lands.

The identified site is east of SR 87, west of Granada, south of Laredo and north of US 98. The Town Center District can be realized only when the necessary infrastructure is in place to support the Center's activities.

The growth management principles and standards of development recommended in the Navarre Town Center Plan will significantly change the community from an unplanned assembly of buildings and land uses to an area of aesthetically appealing and functionally-related places. The project embraces a comprehensive and integrated approach to enhancing the community by developing commercial/retail space and expanding housing opportunities, thereby increasing County/town revenues. The plan creates two distinct development districts and imposes land use restrictions and architectural design standards in these areas. Further, the plan calls for infrastructure investments in targeted areas to support the resulting development.

ACTION STEPS

- Acquire right-of-ways for streetscaping the proposed Town Center.
- Construct bicycle and pedestrian pathways to connect the community to the Town Center and establish pedestrian-friendly intersections with appropriate signalization and markings.
- Construct stormwater management facilities to include stormwater retention ponds within a park setting.
- Identify flood control improvements as part of the proposed countywide stormwater management plan, with emphasis on the Town Center area.
- Amend the County's Land Development Code to establish the standards described in the Plan as ordinance.

Estimated Costs: $4,766,069

(Including 20,000 linear ft. of bicycle & pedestrian pathways, 12,500 ft. of sidewalk, 60,000 sq. ft. of parking, 11,500 linear ft. of curb and gutter, 11,500 linear ft. of water mains, Storm & sanitary sewer/lighting & planting)

RELATED PROJECT
Midway Vocational Training Center

Pensacola Junior College (PJC) and Santa Rosa County School Board (SRCSB) have identified a significant need for Vocational Training opportunities in South Santa Rosa County. This need exists at both the secondary and post-secondary level. The only vocational training available in Santa Rosa County is located at the Locklin Technical Center, north of Milton. The distance and lack of direct highway access makes the Laughlin Center difficult to utilize by the growing population of South Santa Rosa. The two closest high schools, Gulf Breeze and Navarre, do not have the facilities available to accommodate this training.

PJC owns 104 acres of land at the intersection of US 98 and County Road 191C. This property is contiguous to the Woodlawn Beach Middle School. The College and School District have determined that this property is an ideal location for a Joint Use Facility specifically designed to meet the secondary and post-secondary vocational training needs of the population of South Santa Rosa County. The first phase would be a 50,535 sq. ft. facility that would contain a combination of labs, and classrooms with support space. In order to attract and grow the key industries in Santa Rosa County that Governor Bush has targeted as critical to preserving Florida's status as a key player in the "New Economy," it needs to develop a workforce with technical skills.

PACE

Construct a Multi-Purpose Community Complex in Pace

RECOVERY VALUE:
MODERATE

GOAL

To satisfy the community's need for expanded community services and an emergency shelter, while stimulating the local economy through encouragement of business growth and development in a centralized location.

PROJECT DESCRIPTION

The community of Pace has the fastest-growing population in Santa Rosa County. During Hurricane Ivan, it lost a number of businesses and was without adequate shelter facilities for residents and emergency workers. Pace needs methods for promoting economic activity and providing community services. Locating a multi-purpose community facility in Pace will increase activity in the area, support local businesses, spur retail development, and form an anchor for Pace.

This project proposes construction of a centrally located, multi-purpose community facility in Pace for residents, organizations, and businesses. The center would offer a variety of services and functions, including an interactive resource center, indoor and outdoor community space, a location for senior activities, a small business incubator, training facilities for personal and professional growth, and a gymnasium/emergency shelter. The complex would comprise approximately 25,000 sq. ft., including the 10,000 sq. ft. gym. In all, the multi-purpose complex would require approximately five acres of land.

Construct the center in a location that could be developed to include retail and service establishments. An option would be to site the center on a 23-acre parcel owned by the County. This property is located adjacent to the community's high school, which already serves as a focal point to area residents. The community has expressed interest in developing this area as a town center. The multi-purpose community center would serve as the anchor project. The remaining area could be used to encourage development and growth of local businesses.

PROJECT COMPONENTS

Interactive Resource Center

Build an interactive resource center that supports local business information needs and is easily accessible to all residents. The center would provide computers and computer-based learning tools in order to provide Internet access and educational opportunities.

Multi-Purpose Outdoor Space

Build a multi-functional, covered, outdoor space that serves as a central gathering space for community events and performances. These activities could attract visitors from outside the community and increase local economic activity.

Multi-Purpose Indoor Space

Provide a multi-purpose, indoor space for meetings and educational functions that will stimulate local business and provide the foundation for economic development. Job training, technology courses, and public meetings could also be offered. It could also be used for senior activities, children's programs, and cultural events.

Vocational Training

The location of the complex adjacent to the Pace High School makes it ideal to support existing area institutions (i.e., Locklin Technical Center) by offering their curriculum and online learning programs at the center. Many of the staff at the High School are also instructors at the Technical School. Vo-tech training is extremely important to training the work force. In fact, current demand for contractors in the County exceeds 10,000 people.

"Retail Incubator" for Small Businesses

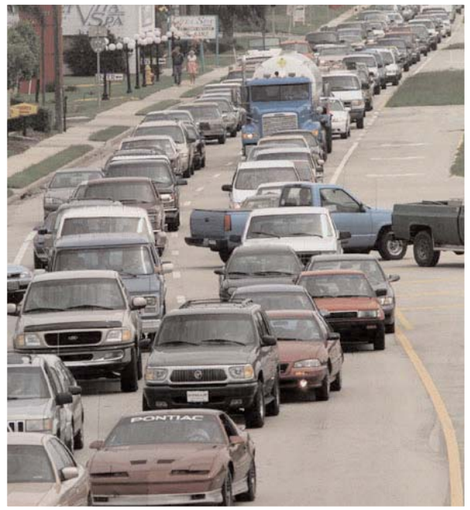
Create a small business incubator that enables entrepreneurs to share business equipment, expenses, and expertise. A local business entity could provide technical assistance in bookkeeping, marketing, and business development.

Gymnasium/Emergency Shelter (Safe Room)

Include a 10,000 sq. ft. gymnasium for recreational activities that also serves as a shelter for up to 500 residents and emergency personnel.

Estimated Costs:	$4,737,940
Land	$675,000
Building	$4,062,940

TRANSPORTATION AND INFRASTRUCTURE IMPROVEMENTS



TRANSPORTATION

The success of economic revitalization and community development depends upon how well the region improves its highways, arterials and corridors and, in larger communities, its public transit system.

Hurricane Ivan wreaked havoc upon the transportation infrastructure and now presents the area with opportunities to improve existing modes of travel, while considering future alternative modes of transportation. Transportation improvement recommendations were selected based upon:

- Connectivity with economic development projects.
- Geographical and functional characteristics.
- Ability to be implemented quickly.
- Worthiness to fill gaps in the existing transportation system.
- Ability to aid future evacuations.

INFRASTRUCTURE

The devastation from Hurricane Ivan to the housing segment throughout Santa Rosa County has put emphasis on the provision of infrastructure. In order to provide adequate housing in areas where replacement homes are needed and growth is focused, improvements and expansions need to be made to sewer, water and stormwater facilities. In addition to providing needed infrastructure to developing areas, enhancements to these facilities will improve and promote the health, safety and welfare of the County.

TRANSPORTATION

Improve Connectivity

RECOVERY VALUE
HIGH

GOAL
To establish and maintain traffic flow along major corridors.

PROJECT DESCRIPTION
Major transportation projects, such as road widening, new roads, bridges, and interchanges are both expensive and require significant advanced planning. Santa Rosa County needs readily implementable transportation actions taken in order for economic recovery to proceed.

Three immediate actions that government can take to improve connectivity in support of economic recovery are:

- Re-time major arterial traffic signals— The objective is to time signals along corridors without regard to jurisdictional boundaries or signal ownership so that traffic flow is maximized, and to adjust the timing between traffic signal loop systems.
- Purchase and install more variable message boards— This project adds more variable message signs to increase motorist guidance about detours, traffic, and street closures.
- Replace wire-strung signals with mast arms— This

project will consider mitigation funding to eliminate repetitive damage to transportation projects and traffic signals by replacing wire-strung signals with mast arms. Public works officials report that nearly all of the wire-strung signals failed in Hurricane Ivan and their failure contributed to safety problems and evacuation gridlock. Avoiding this in the future will contribute to economic recovery by ensuring that traffic can flow under signal control as opposed to four-way stops or flashing or police traffic control. Mast arms will also be less expensive in the long-term.

ACTIONS
- Re-time traffic signals along major arterials.
- Purchase and install more variable message boards.
- Replace the wire-strung traffic signals with mast arms.

Estimated Costs:	**$6, 050,000**
Retime Traffic Signals	$2,000,000
Install More Variable Message Boards:	$1,000,000
Install Mast Arms for wire-strung signals	$2,250,000
(Includes $150,000 per intersectionalong major arterials at 12-15 locations, designated as evacuation routes and identifiable by proper signage.)	
Signal Timing Coordination	$800,000
(Project is eligible for Pre-disaster Mitigation Funds)	

Build North / South Capacity

RECOVERY VALUE
MODERATE

GOAL
- To increase evacuation capability and provide mobility for long-term economic recovery.
- To develop a corridor alignment study for SH 87 from US 90 to SH 87 north of Milton.
- To continue widening of SH 87 from Milton to the Alabama border.

PROJECT DESCRIPTION
Improve the Region's mobility

Current projects underway involve the widening of SH 87 from Navarre to US 90. However, traffic evacuating the coastal areas will run into a "T" intersection with US 90 and traffic will back up a considerable distance. During Hurricane Ivan, evacuees encountered considerable difficulty using SH 87, the principal north/south corridor out of the coastal areas of the County, because of this "T" intersection at US 90.

A corridor alignment study should be conducted to link SH 87 from US 90 to its present alignment north of Milton. This new alignment would benefit the Santa Rosa Industrial Park as it turns west skirting the northern boundary of the Park, thereby offering another access to the State Highway system for the Park's industrial traffic. Other economic benefits to the area could be realized, as this new extension of SH 87 would provide needed infrastructure to the underdeveloped areas east of Milton. This highway extension would promote opportunities for the development of a mix of land uses along its corridor.

In addition, SH 87 should be widened from Milton, north to the Alabama border with connection to Alabama Highway 41 through Brewton to I-65. SH 89 should be widened from SH 87 to the Alabama border. This would act as an alternate evacuation route generally parallel to SH 87 and aid the north central area of the county in its economic development.

SH 4, an east/west route should be widened to provide a connection between SH 87, SH 89 and US 29 in Escambia County.

ACTIONS
- A corridor alignment study must be undertaken and in conjunction with the widening of SH 87 to provide a bypass link around the eastern side of Milton, crossing SR 191 and re-connecting with SH 87 north of Milton preferably at the SR 89/SR87 intersection in conjunction with corridor alignment study:
  - Initiate widening of SH 87 north of Milton from Navarre to the Alabama border.
  - Widen SH 89 from SH 87 to the Alabama border.
  - Widen SH 4 between SH 87 and US 29.

Estimated Cost:	**$350,000**

Update Transit Plan

RECOVERY VALUE
MODERATE

GOAL

Provide residents and visitors with an attractive, effective, well-marketed transit system to assist evacuation, provide for congestion relief and enhance economic development.

PROJECT DESCRIPTION

Quality public transit service assists communities by offering mobility alternatives for their citizens, and in the relief of traffic and parking congestion.

In the community polling, 12 percent of residents stated they would use transit one or more times a week, which reflects relatively high transit usage. Some other considerations to resolving the commuter traffic problems could be addressed through the private sector via employee car pools, employer-sponsored van pools, and the construction of high occupancy vehicle (HOV) lanes on the I-10 and the US 90 bridges across Escambia Bay. The HOV lanes, running one way during specific peak traffic hours, might be restricted to vehicles with more than two or three riders and could also be utilized by public and private transit vehicles. Satellite "Park and Ride" lots might be established by the County as another way to encourage regional car-pooling.

Since Ivan, Santa Rosa County has experienced a brief shift in population distribution as people left coastal homes and moved inland. Whether or not this trend is permanent, remains to be seen. Bridge work planned for the next four to five years will likely generate more congestion. With the current condition of the coastal highways and the bridges, the area is in need of a commuter and a visitor-oriented transit system. This area has the distinct and unique opportunity to develop a water and bus transit system, capitalizing on the inherent beauty afforded this area by its unique bays, estuaries and Gulf frontage.

ACTIONS

- Update the Transit Development Plan periodically and regularly

Estimated Cost: $300,000

INFRASTRUCTURE

OVERALL GOAL

- Build improved and more reliable infrastructure to support and enhance Santa Rosa County's long-term growth and environmental compatibility.
- Protect the health and welfare of affected County residents.
- Facilitate the use of undeveloped and damaged real estate and support of nearby redevelopment projects.

OVERALL PROJECT DESCRIPTION

The need to provide safe, efficient and environmentally sensitive water, wastewater and stormwater facilities is a fundamental issue with the citizens of Santa Rosa County and is necessary in order to meet existing and future housing needs. The following project components have been identified as necessary infrastructure to support existing and future housing demands, and to address environmental needs.

It is important to note that the project components listed below, while stand-alone projects, are dependent upon each other in order to maximize the success of the overall strategy. The water reuse project can only proceed once the proposed upgrades to the Milton Waste Water Treatment Plant (WWTP) are completed. With the upgrades and reuse project in place, additional wastewater treatment plant capacity can be realized. Projected growth will use the additional capacity in a relative short period of time (approximately two years) and the building of a new facility will be required to continue with needed sewer extensions to the East Milton area. The development of a new wastewater treatment plant should be investigated concurrently with the water reuse project in order to ensure the ability to meet demands of future growth.

Water Reuse

RECOVERY VALUE
MODERATE

GOAL

- Enhance infrastructure to provide support for growth and environmental improvements.

PROJECT DESCRIPTION

The City of Milton has completed an evaluation for the development of a water reuse system (City of Milton & NAS Whiting Field Reuse System - *Engineering Evaluation Report*, 2004) and is presently in the process of upgrading its wastewater treatment plant. These upgrades to the WWTP have been engineered and an application to the State Revolving Fund for $12.5 million to finance these improvements has been made. While these upgrades will bring the discharge water to a quality where land application (reuse) would be possible, no funding has been budgeted for any transmission or reuse application.

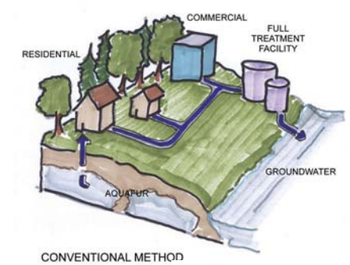
The project proposed will put in place the necessary distribution system (pumps, pipes, ponds) to land-apply the discharge water from the Milton WWTP. Water reuse basically takes wastewater that has been processed at a treatment plant and reuses it for a beneficial purpose.

This water reuse project could eliminate the direct surface water discharging of treated sewage into the Blackwater River by pumping the treated wastewater to a land application site. The protection of the Blackwater River, which is designated as an "Outstanding Florida Water" source, is a top priority with local citizens. This project could also reduce potable water demands by providing reclaimed water to various identified irrigation users. The Naval Air Station (NAS) Whiting Field, for one, has shown great interest in the development of this project, as they are presently paying to treat potable water to be used for irrigation purposes.

ACTION

- Develop a reuse water system at the City of Milton's Wastewater Treatment Plant.

Estimated Costs:	**$8,065,000**
City of Milton Water Reuse Project	
Reuse Transmission Main to NAS Whiting Field	$2,265,000
Reuse System at NAS Whiting Field	$1,800,000
Slow-rate Land Application System	$4,000,000



Sewer and Water Expansions

RECOVERY VALUE
MODERATE

GOAL

Facilitate the use of undeveloped and damaged real estate and support of nearby redevelopment projects.

PROJECT DESCRIPTION

The ongoing pressure for development has been accelerated with the housing shortage from Hurricane Ivan. Many existing East Milton homes are presently served by septic systems in low-lying and flood prone areas. Public sewer connections would greatly reduce a potential health hazard and degradation of surface water.

The City of Milton, through a franchise agreement with Santa Rosa County, has a designated service area that is approximately 115 square miles and extends well beyond its incorporated limits. This includes the East Milton area, which has over 3,200 homes and approximately 2,000 acres of potential home sites. These areas are not served by central sewer and water.

Development of sewer and water connections to this area would support long-term growth and protect the environment, while enabling the area to develop with greater density and provide much needed housing.

The City of Milton's Wastewater Treatment Plant (WWTP) does not have the capacity to serve this area of East Milton. The development of a new 1.0 million gallon per day (MGD) WWTP located in the East Milton area in coordination with development of the water reuse system described above, will provide the needed infrastructure to meet the existing and future housing demands.

ACTION STEPS

- Prepare water and wastewater feasibility study for East Milton area.
- Build a new Wastewater Treatment Plant for City of Milton, serving East Milton.
- Implement sewer and water extensions into East Milton.

Estimated Costs:	**$47,955,822**
City of Milton Water and Wastewater Feasibility Study	$120,000
City of Milton 1.0 MGD Wastewater Treatment Plant	$9,000,000
Land Acquisition for Wastewater Treatment Plant	$500,000
East Milton Sewer and Water Extensions	$38,335,822

Countywide Stormwater and Flood Control Master Plan

RECOVERY VALUE
COMMUNITY INTEREST

GOAL

Provide enhanced stormwater and floodplain management to Santa Rosa County in order to meet current needs and to allow for future expansion and development.

PROJECT DESCRIPTION

The County needs a stormwater master plan and the occurrence of Hurricane Ivan highlighted this deficiency. In January 2000, the Santa Rosa County Commissioners established a citizen Task Force on Stormwater Runoff. The Task Force held numerous public fact-finding and educational meetings with a series of guest experts, citizens, governmental officials, scientists and environmental agency representatives that focused on stormwater issues and solutions. The Task Force identified four key issues: 1) development of a master plan would be the foundation of all other key issues and recommendations; 2) accountability, funding mechanisms, and mapping of problem areas; 3) quantity and quality issues of stormwater runoff; and 4) community education. The County also identified the completion of a Stormwater Master Plan on its Capital Improvements Program, but has not had the funds to complete the project.

This project would prepare a Stormwater Master Plan, including flood protection plans for Santa Rosa County. The Plan would consist of a survey of existing conditions, public education program, basin delineation, outfall locations, and planned improvements. It would also provide key elements and supporting documentation for the implementation and compliance with National Pollution Discharge Elimination System (NPDES) rules, as well as allow the county to make educated decisions on its infrastructure, land use and land development. This master plan should incorporate any plans and related projects that municipalities may have in place.

Estimated Cost: $850,000

Establish a Stormwater Utility

RECOVERY VALUE
COMMUNITY INTEREST

GOAL

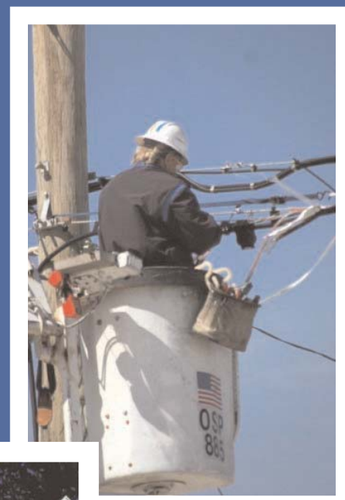
Provide a mechanism to fund and operate an improved stormwater system in order to meet current needs and future development.

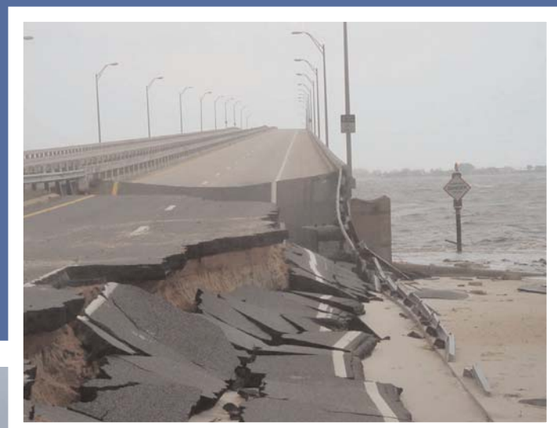
PROJECT DESCRIPTION

Creation of a stormwater utility or entity will provide a mechanism for a special assessment district to generate funding to finance future stormwater and flood control improvements. A stormwater utility would assess individual residents and businesses a fee-based on the amount of impermeable surface that exists on their property. Users within the district pay a stormwater fee. The revenue would directly support maintenance and upgrades of existing storm drain systems, development of drainage plans, flood control measures, water-quality programs, administrative costs, and construction of major capitol improvements. Unlike a stormwater program that draws on the general tax fund or uses property taxes for revenue, the people who benefit are the only ones who pay.

Estimated Cost: $150,000

HAZARD MITIGATION





The devastation from Hurricane Ivan revealed weaknesses in many community facilities and services. These vulnerabilities undermine the fundamental health, safety, and welfare within Santa Rosa County and could constrain full recovery.

During the long-term recovery process, many Santa Rosa residents said they want to strengthen their homes, businesses, and community institutions to withstand high winds, high water, and other hazards. This includes strengthening fire stations, law enforcement offices, and emergency operations buildings. They also expressed a desire to learn and teach others how to reduce or eliminate dangers and damages.

This section of the Long-Term Recovery Plan proposes projects that can help seize opportunities to meet those needs. Recommended actions include the following:

- Santa Rosa citizens can minimize losses from future hurricanes, tornadoes, floods, and other disasters by encouraging construction of stronger buildings and incorporating hazard-mitigation measures when houses are built or repaired.
- It is important to ensure that important facilities can function during disasters by strengthening essential facilities such as schools, shelters, and fire stations. To that end, Santa Rosa can add hurricane shutters and emergency backup generators to these critical facilities.
- By building grassroots preparedness capacity, the community can expand and update emergency operations and local mitigation plans and improve citizen training and education in preparedness. Downed trees create a significant wildfire danger in the County, and they can encourage mitigation that can reduce risk.
- The jurisdictions can also prevent future flood losses by removing, relocating, elevating, or floodproofing waterfront buildings throughout the County that have a history of repetitive flood losses.

Critical Facilities Upgrades and Hazard Mitigation

RECOVERY VALUE

MODERATE

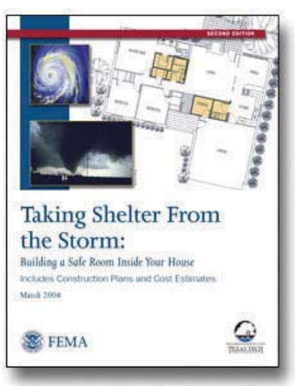
GOAL

Improve recovery capacity and reduce risk and losses by strengthening essential facilities.

PROJECT DESCRIPTION

Hurricane Ivan caused heavy damage to critical facilities such as the jail and sheriff's department. The aftermath of the storm provides opportunities to create safer communities by hardening and strengthening essential public buildings and facilities. Many of these buildings are included in the Santa Rosa County Local Mitigation Strategy, and others could be included after appropriate study and discussion.

This project could provide technical assistance, funding, and incentives to strengthen buildings and critical facilities, such as fire stations, and essential facilities, such as schools and hospitals. All of these buildings must be protected if the community is to survive and recover from large-scale emergencies and disasters. Funding, technical expertise, labor, and materials for these projects could come from a variety of sources, including federal programs, private businesses, and volunteer groups.



HURRICANE PACKAGE FOR ESSENTIAL FACILITIES

This project would install hurricane-resistant shutters and 100-KW back-up generators to reduce damages and ensure continuity of operations during and after severe storms. Some of these facilities were not operational during and after Hurricane Ivan and would benefit from retrofitting to help ensure the safety of residents in Santa Rosa County. The public buildings include (item costs for these buildings are listed below):

- Milton City Hall
- Milton Police Station
- Jay City Hall
- Jay Community CenterSheriff's Office and Jail
- Southern Santa Rosa County Service Center
- Santa Rosa County Administrative Complex
- Santa Rosa County Public Works and Public Services Complex
- County Health Department (Midway)
- Santa Rosa Animal Services
- Santa Rose Schools
  - Holley Navarre Primary
  - Holley Navarre Middle
  - West Navarre
  - Navarre High School
  - Woodlawn Middle
  - Berryhill Elementary

Estimated Cost	
Hurricane Shutters ($58.11 per/sq. ft.)	$568,436
Emergency Generators	$393,684

[Includes Emergency generators at $31,900 per unit- (12 units, 100Kw, Kohler gas-propane, 4 phase, 120/240, incl. switch, gas connection, hard wiring) and Concrete pad at $907 per unit]

(Fuel tanks and installation will be provided by fuel vendor, at no added cost.)

SANTA ROSA COUNTY EMERGENCY OPERATIONS CENTER (EOC)

The existing Santa Rosa EOC is strong but was too small for operations during Hurricane Ivan. The County is at high risk for natural disasters such as hurricanes and manmade disasters such as terrorism (heightened by the nearby port and numerous military establishments). The EOC needs to be expanded to meet needs during large-scale disasters. A County needs-study projected the need for an additional 25,000 square feet of EOC space. This space also provides shelter for critical emergency responders. Preliminary County cost estimates, are shown below:

Estimated Costs:	$2,214,800
Land acquisition	$ 120,000
Building Cost	$1,075,234
Equipment & communications	$186,000
Site work & parking	$91,566
Design & Engineering	$210,000

EMERGENCY OPERATIONS COMMUNICATIONS SYSTEM

Santa Rosa County's Emergency Operations Communications System is currently a phone line-based system. Hurricane Ivan exposed the deficiency of this outmoded physical connectivity. The County needs a microwave-based communications network that will connect the Administrative Center, Emergency Management Building, Sheriff's Department, EMS, and Fire Departments with the existing north, central and south towers.

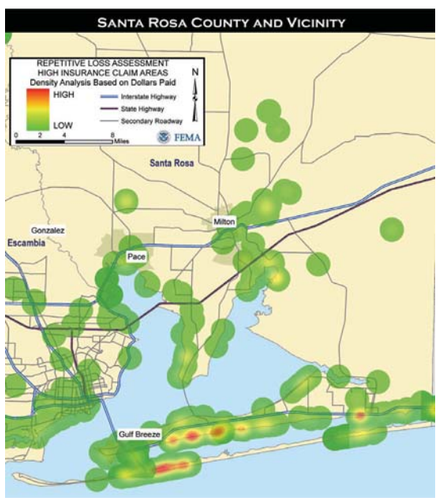
Estimated Costs:	$1,320,000
Equipment	$980,000
Calibration and engineering	$340,000

(per County cost estimate)

CITY OF MILTON -- FIRE STATION AND TRAINING FACILITY

The existing fire station for the City of Milton was only slightly damaged during Hurricane Ivan, but is outdated and undersized to meet needs of the community during widespread emergencies and major disasters. The community needs a stronger, larger firefighting center that can accommodate central fire operations for the entire County, while meeting the needs of Milton's citizens. The new facility would be on a 5-acre site with a 1-acre parking lot. The 10,000-square-foot building will be constructed of reinforced masonry with five bays and a standing-seam-metal hipped roof.

Estimated Costs:	$1,954,091
Land acquisition	$ 200,000
Building & site improvements	$ 1,745,913
Equipment	$ 8,178



Reduce Waterfront Flood Losses

RECOVERY VALUE

MODERATE

GOAL

Minimize future damages in hurricanes, floods, or other disasters by removing, elevating, or floodproofing waterfront buildings in Santa Rosa County known to have a history of repetitive flood losses.

PROJECT DESCRIPTION

Scores of buildings damaged by Hurricane Ivan have experienced repeated flooding in previous storms. Some are in exceedingly dangerous locations along rivers, bays, and coastal areas. Many have been flooded and rebuilt several times. As of November, more than 285 properties were shown on FEMA's "repetitive-loss" list in Santa Rosa, including the unincorporated and incorporated areas.

Reducing or eliminating these repetitive losses is necessary for sound recovery and economic development of the area. Losses could be abated by voluntary acquisition and clearance, elevation above flood levels, floodproofing, or other mitigation measures. A voluntary buyout program could allow the community to add desirable waterfront open space, encouraging the potential for tourism and other economic advances while reducing losses.

This project would build on the Santa Rosa County Local Mitigation Strategy and provide technical assistance, funding, and incentives to acquire or modify homes to reduce flood losses along rivers, bays, and coastal areas throughout Santa Rosa County. Participation would be voluntary. Funding and technical expertise could come from a variety of sources, including federal programs, local funds and in-kind services, private sources, and volunteer groups.

PROJECT ELEMENTS

This project could include the following elements:

- Review and adopt floodplain maps to reflect current conditions. (Updated preliminary federal flood insurance rate maps will be issued in the Fall of 2005.)
- Expand existing floodplain management programs to mitigate repetitive flood losses by elevating, floodproofing, or acquiring repeatedly damaged buildings in one to eight additional focus areas, such as Ward Basin, Floridatown, the Blackwater riverfront, and coastal areas.
- In certain circumstances, the communities could also consider advanced, voluntary opportunity purchases of open lands and/or development rights in vulnerable areas where public waterfront access is desirable.
- Develop plans for recreation or open-space reuse of cleared areas.
- Encourage purchase of flood insurance through implementation of a public education project.

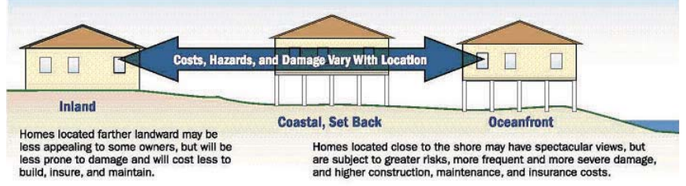
COST

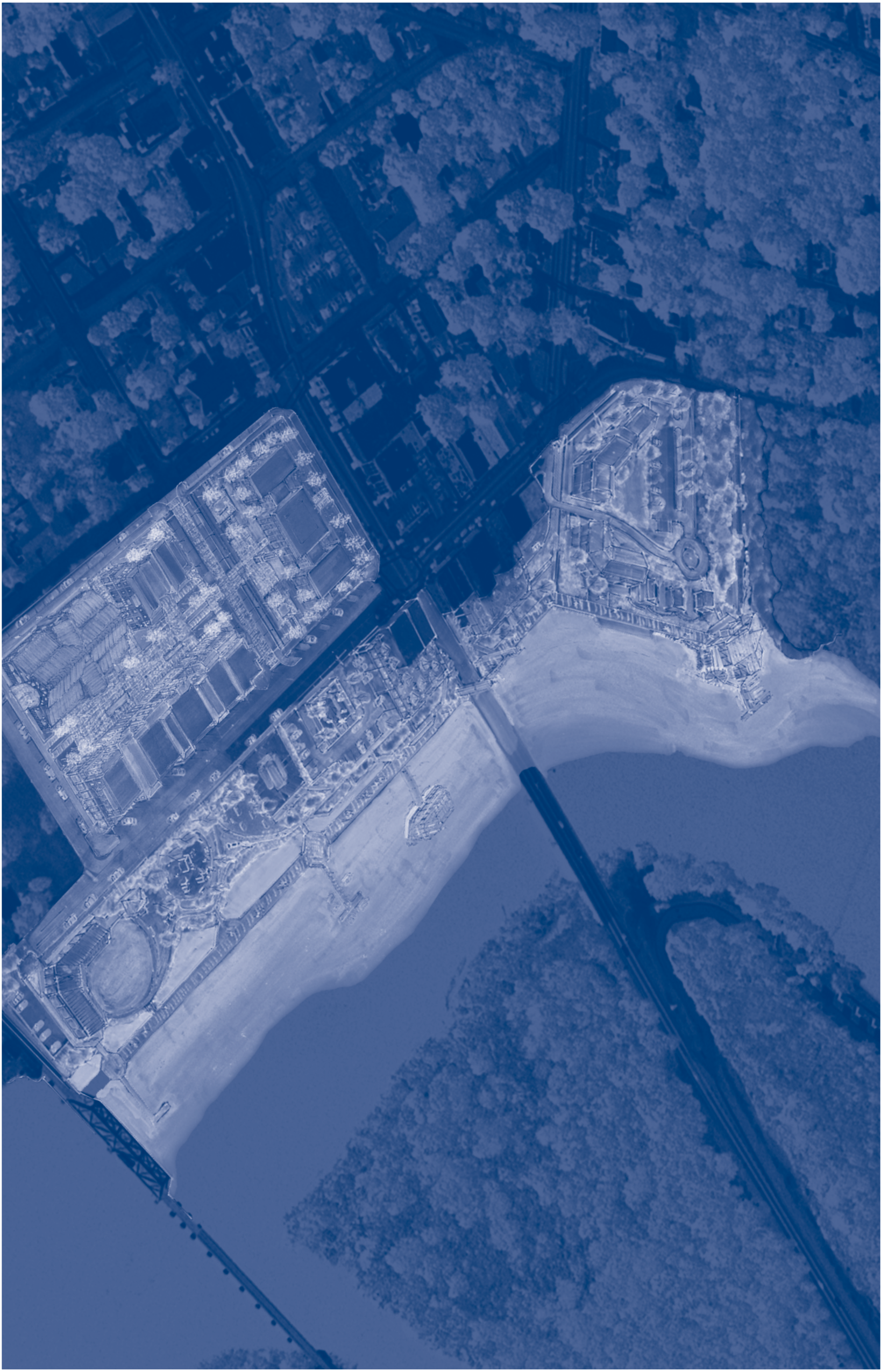
Cost for elevating, floodproofing, and acquiring properties can vary widely, depending on the location and type of building and what mitigation measures are applied. This project assumes that, of 285 repetitive loss properties in Santa Rosa County, approximately 75 would be candidates for voluntary acquisition/relocation, 100 for elevation, and 12 for floodproofing.

Estimated Costs:	**$41,807,000**
Reduce Waterfront Losses	
Elevating estimated 100 homes	$6,150,000
Acquiring estimated 75 homes	$30,240,000
Floodproofing estimated 12 homes	$342,000
Property or development rights, (annual allocation)	$5,000,000
Recreational and wildlife planning for reuse of acquired lands	$50,000
Flood insurance education project	$25,000

(Costs of reviewing and adopting updated flood maps would be part of existing governmental budgets.)

Costs Per Typical Property	
Building elevation:	$51,500 - 72,800
Elevation (incl. engineering & site work)	$30,500-42,500
Reconnect utilities	$2,500-3,500
Building support piers & breakaway walls	$15,000-20,000
Construct new stairs	$2,000-4,000
Relocation costs for residents during construction	$1,500-2,800
Building acquisition:	$287,000-627,800
Purchase price	$275,000-600,000
Documentation and closing costs	$3,000-5,000
Relocation costs	$1,500-2,800
Demolition and site restoration	$7,500-20,000
Floodproofing:	$22,500-34,800
Engineering and design	$1,000-2,000
Construction	$20,000-30,000
Relocation	$1,500-2,800
Purchase development rights or properties before development:	$50,000-1,000,000





HOUSING

A Build Housing
Map vacant buildings and lots for potential redevelopment. Expand housing opportunities to promote workforce housing, independent living for seniors and those with special needs. Create incentives to encourage construction of new and infill developments for mixed-income markets. Develop a plan for utilities extension to promote housing development.

B Repair Homes
Repair and replace housing damaged in the hurricane by providing financial assistance to homeowners and renters, and support to volunteer organizations and rehabilitation specialists that provide construction, technical and financial services.

* Build Capacity
Increase tools and resources such as financial and technical assistance, staffing, training and organizational support to expand the ability of local housing and planning staff to effectively address housing needs.

C Promote Infill Housing
Construct mixed-income housing as a major infill/redevelopment component of the proposed Navarre Town Center District in order to increase housing options in close proximity to employment and services and to accelerate the success of the commercial component of the district.

D Develop a Housing Repair/New Construction Mitigation Program
Repair approximately 1,000 houses that were damaged in the hurricane through technical assistance, funding, and incentives to ensure their repair incorporates appropriate construction measures that minimize the likelihood of damage in future disasters.

Recovery Value:

- High
- Moderate
- Community Interest
- * No photo or specific location identified

TRANSPORTATION AND INFRASTRUCTURE IMPROVEMENTS

W Improve Connectivity
Provide improvements to vital travel corridors and evacuation routes to better serve the needs of the growing communities. Synchronize traffic signals along major arterials, eliminate repetitive damage to traffic signals, install more variable message boards and an Intelligent Transportation System to improve connectivity throughout the County.

* Build North / South Capacity
Create a transportation master plan to improve conditions for evacuation traffic and daily traffic. The study will cover both major north-south corridors and key east-west access routes. It will address transit improvements, pedestrian and bicycle accessibility, and advancement of construction for existing projects.

* Update Transit Plan
Study the feasibility of providing residents and visitors with a transit system to assist evacuation, provide for congestion relief, and enhance economic development.

* Water Reuse
Develop a water distribution system that utilizes processed wastewater from the Milton Wastewater Treatment Plant and reuses it for land application purposes. This project would eliminate the direct surface water discharging of treated sewage into the Blackwater River and could reduce potable water demands for irrigation.

X Sewer and Water Expansions
Support the long-term housing and business growth in East Milton while improving environmental protection by preparing a water and wastewater feasibility study, building a new wastewater treatment plant, and implementing sewer and water extensions.

* Improve Stormwater Management
Improve stormwater management by developing a stormwater master plan and creating a stormwater utility to finance system operation and maintenance.

HAZARD MITIGATION

* Critical Facilities Upgrades and Hazard Mitigation
Ensure that important facilities can function during disasters by strengthening essential facilities such as schools, shelters, and fire stations. Santa Rosa County can also add hurricane shutters and emergency backup generators to these critical facilities.

Y Reduce Waterfront Flood Losses
Prevent future flood losses by removing, relocating, elevating, or flood proofing waterfront buildings that have a history of repetitive flood losses. As of November 2004, more than 285 Santa Rosa County properties have experienced repetitive losses due to flooding.

ECONOMIC REVITALIZATION AND TOURISM DEVELOPMENT

E Expansion and Improvements in Santa Rosa Industrial Park
Promote economic diversification and provide employment opportunities in Santa Rosa County by making improvements to the existing industrial park. This will allow newly recruited businesses to move in, including businesses seeking post-disaster locations.

F Establish County Strategic Economic Development Master Plan
Establish and implement a plan to broaden the economic base of Santa Rosa County. This will provide a blueprint that will lead to economic recovery by enabling the county to expand job opportunities.

G Tourism Recovery Strategy & Marketing Program
Develop a countywide tourism strategy that promotes the area's existing strengths and identifies new markets for increasing tourism revenue.

H Beach Re-Nourishment
Navarre Beach generates 64% of the County's $756,000 annual hotel tax revenue. Replenish eroded public beachfront and restore natural dune system in Navarre Beach to re-establish it as a key economic contributor.

I Recreation Connectivity Plan
Develop a hiking, biking, and paddling plan that connects existing gaps in the trail system and improves upon the network of recreational options available to visitors and residents.

J Reconstruction of Navarre Park
Rebuild the 7-acre Navarre Park that was damaged by Hurricane Ivan. Include replacement of public amenities, such as the pier, boardwalk, Visitor Information Center, playground, restrooms, and duck pond.

K Development of a Marine Sanctuary
Build an underwater marine sanctuary in Navarre Beach that would serve as a site for marine life, recreational diving and snorkeling.

L Improvements and Expansions to The Zoo at Gulf Breeze
Repair exhibits and facilities at The Zoo which were damaged by the hurricane. Identify opportunities to promote its Master Plan and expand zoo programs in order to bring in more tourism dollars. Construct two on-site emergency shelters—one for zoo employees who must remain on-site during a hurricane, and another for zoo animals and domestic pets.

M Waterfront Attraction Shuttle
Implement a water-based shuttle that would connect tourists and residents to the areas of Gulf Breeze, Gulf Islands National Seashore, and downtown Pensacola.

DESTINATION DOWNTOWN

Milton

N Downtown Master Plan
Plan for development in downtown Milton so that it may become a key element in the county's economy. The Master Plan will also hasten downtown recovery and revitalization, and will address issues related to transportation, zoning, land use, mixed-use development, sign and façade improvements, connecting pedestrian and biking trails, waterfront development, mitigation and historic preservation.

O Create and Market Financial Incentives to Convert Commercial Properties to Mixed Use
Establish financial incentives to stimulate economic development in downtown Milton. When coupled with land-use and zoning regulations, the incentives can encourage repairs and improvements to downtown buildings and serve as a catalyst for private investment.

P Develop a Detailed Business Recruitment & Retention Plan
Develop a business recruitment and retention plan to attract businesses downtown. The plan will address best uses of downtown commercial properties, allowing the city to capitalize on its waterfront location.

Q Historic Preservation Rehabilitation and Hazard Mitigation
Restore and renovate a historic building in downtown Milton. To be developed as a pilot project, this project will demonstrate techniques for merging historic preservation with disaster mitigation in order to make buildings more attractive and encourage development of new businesses.

Gulf Breeze

R Develop Regional Indoor Sports Facility
The new facility will position Gulf Breeze as a hub for regional athletic events, meet the existing demand for recreational facilities, and provide a hardened facility for emergency response operations.

S US98 Traffic & Drainage Improvements
Improvements to US98 will lessen regional and local congestion to ease traffic flow, provide enhanced stormwater management and support future downtown development.

Jay

T Economic Development Action Strategy for Jay and Northern Santa Rosa County
Develop a Regional Strategic Master Plan for northern Santa Rosa County that will focus on commercial, industrial and retail development and/or reuse and will provide an economic catalyst for the Town of Jay.

Navarre

U Implement the Navarre Town Center Vision
Improve infrastructure to facilitate the development of a Town Center that will result in the creation two distinct development districts. Development of a town center in Navarre would increase employment and provide opportunities for business development and needed housing.

Pace

V Construct a Multi-Purpose Community Complex in Pace
Construction of this complex will satisfy the community's need for expanded community services and an emergency shelter. It will include an interactive resource center, multi-purpose indoor and outdoor spaces, vocational training and a small business incubator.