

# CHAPTER ONE

## INTRODUCTION



*Military installations are critical to local, regional and state economies in Florida, generating thousands of jobs and over \$52 billion in direct and indirect economic activity annually. This activity results in significant tax revenue that accrues to these entities. Throughout the Country, incompatible development has been a factor in the curtailment of military training operations and / or restructuring of mission-critical components to other installations, typically out of state. To protect their mission(s), the health of the economies that rely on them, and consider the rights of adjacent private property owners, collaboration among the installation, county and local communities must occur throughout the state. The mechanism to foster collaboration is the Joint Land Use Study (JLUS). The intent of this JLUS is to mitigate both existing and anticipated encroachment issues through improved coordination among Bay County, the Naval Support Activity Panama City (NSA PC), the City of Panama City, and the City of Panama City Beach.*

*NSA PC is located in what was once a predominately rural area that has experienced substantial growth over the past 64 years. In the future, the installation expects the Cities, County and surrounding region to continue to experience economic and population growth. As development pressure increases within proximity to the existing installation and its training areas, a coordinated effort is needed to ensure that growth is managed in a manner which allows the installation to achieve its many faceted role in the nation's defense while remaining a vital member of the local community and a major contributor to the regional economy. Similarly, the military must also acknowledge the rights of private property owners when evaluating mission expansion/contraction or new mission placement both within and outside of the fence.*

### ***1.1 NAVAL SUPPORT ACTIVITY PANAMA CITY – STRATEGIC AND ECONOMIC IMPORTANCE***

Naval Support Activity Panama City (NSA PC) originated in 1945, following a move of equipment, facilities, and personnel from the United States Naval Mine Warfare Test Station in Solomons, Maryland. Initially tasked with researching mine countermeasures during World War II, the Florida facility occupied a 373-acre tract along St. Andrew Bay, which was concurrently used as a Naval Section Base and as the U.S. Naval Amphibious Training Base. Since then, its name has changed numerous times and both the mission and acreage have expanded. In October 2003, the installation underwent its most recent name change, from the Coastal Systems Station (CSS) to NSA PC. The installation now comprises a land area of approximately 657 acres containing 221 buildings comprising over 1.5 million square feet of space. Its current mission is to provide research, development, test and evaluation and in-service support for expeditionary / amphibious warfare, diving, maritime special operations, and mine warfare. The diversity

of test environments and mission area synergy make NSA PC an ideal location for development, testing and training in littoral (i.e. along the shore) warfare missions. Beach contours and water depths of its training areas replicate over 80 percent of the world's littoral regions, and offer a surrogate Persian Gulf. Currently, the primary tenant activity is Naval Surface Warfare Center Panama City (NSWC PC), which provides expertise in mine warfare, expeditionary warfare, special warfare, and diving and life support. In addition, three other major tenants at NSA PC include the Naval Diving and Salvage Training Center (NDSTC), the Navy Experimental Diving Unit (NEDU), and the Center for Explosive Ordnance Disposal and Diving (CENEODDIVE). Other tenants operating within the installation also include:

- Explosive Ordnance Disposal Mobile Units 6 & 12
- Commander, Submarine Development Squadron 5
- Naval Hospital Pensacola Branch Clinic
- Naval Criminal Investigative Service
- NSWC Detachment SEAL Delivery Vehicle
- Naval Computer and Telecommunications Station (NTCS) Jacksonville
- Fleet Industrial Supply Center Detachment
- Public Works Center Jacksonville
- Veterans Administration Clinic

In addition, the two Athena Research Vessels are based at NSA PC which are Asheville-class patrol gunboats that have been converted to support general hydrodynamic and acoustic testing. The Deployable Joint Command and Control System maintains project office space on the installation, and the U.S. Coast Guard Station, Panama City is located adjacent to the installation.

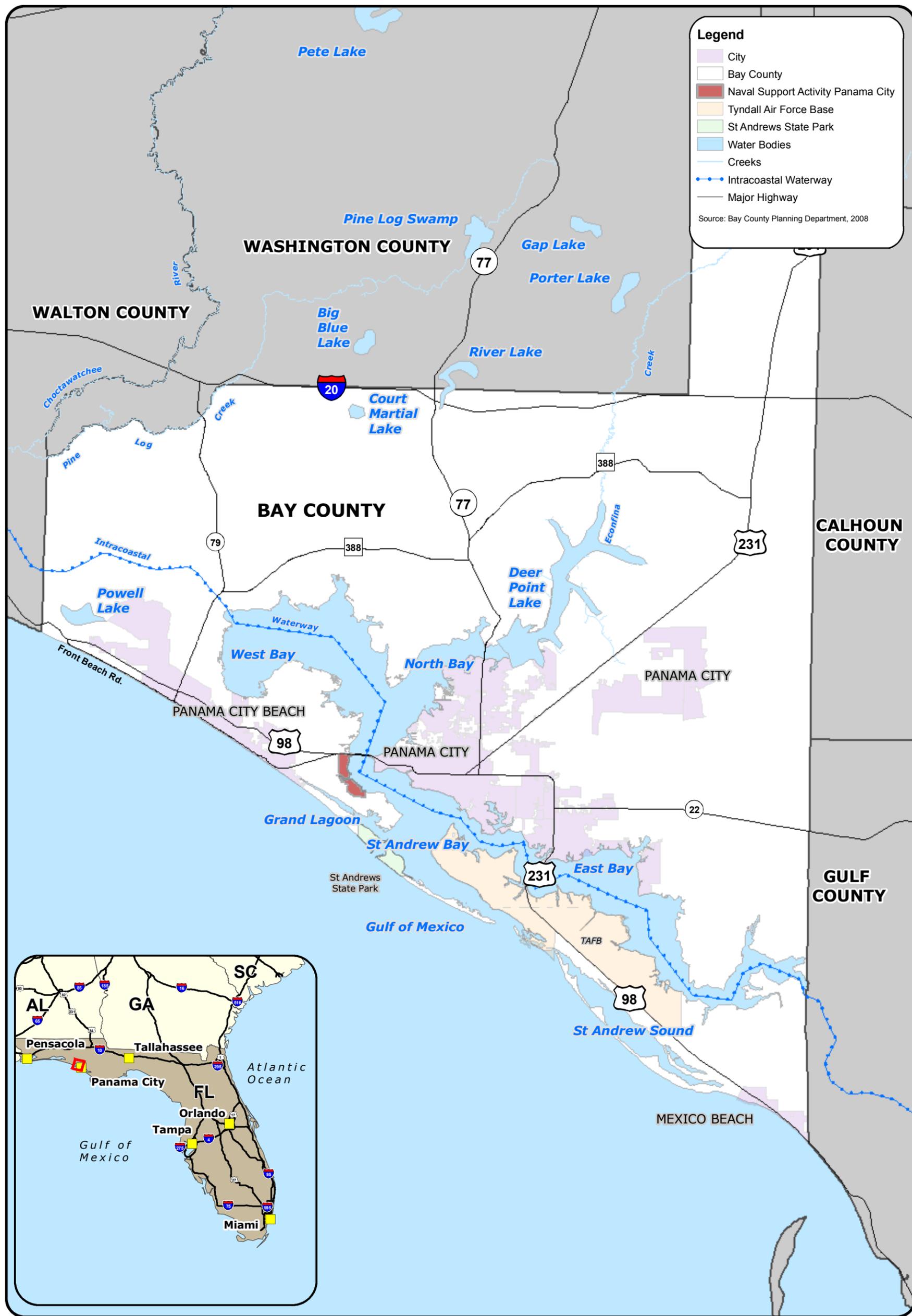
Economically, the installation's impact to Bay County and the surrounding area is significant. As of Fiscal Year (FY) 2007, NSA PC employed approximately 379 military personnel, 1,579 Department of Defense (DOD) civilians, and 546 contractors, generating an annual payroll of more than \$150 million. The installation contracts services, buys local goods, and maintains an active construction program. When factoring in military and civilian payroll, local procurement and contract services, NSA PC's total economic impact on Bay County is more than \$590 million annually.

## *1.2 BAY COUNTY AND NSA PC – WORKING TOGETHER*

Bay County and NSA PC share a connection through the services each provides. Due to the fact that many military personnel and their families live in Panama City, Panama City Beach or other nearby communities, the County provides a full range of services to these personnel related to facilities, infrastructure, administration and development. Public safety is provided by the Bay County Sheriff's Department and fire protection is provided through established districts. NSA PC has been, and continues to be, a contributing partner with its surrounding communities through the involvement of installation personnel in local charities and other civic organizations. It has also responded with critical services when necessary, including security and law enforcement on the Bay.

## *1.3 BAY COUNTY AND PANAMA CITY – A GROWING REGION*

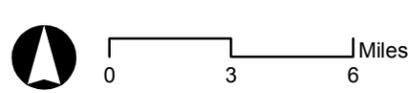
Bay County comprises approximately 1,033 square miles, divided between 763 square miles of land and 270 square miles of water (including a portion of the Gulf of Mexico) in northwest Florida, as shown in Figure 1-1. NSA PC is located on the west side of St. Andrew Bay and slightly more than one mile west of the City of Panama City. The installation is also approximately two miles east of the City of Panama City Beach. U.S. Highway 98 provides access to NSA PC and links Panama City Beach with Panama City, across St. Andrew Bay.



**Legend**

- City
- Bay County
- Naval Support Activity Panama City
- Tyndall Air Force Base
- St Andrews State Park
- Water Bodies
- Creeks
- Intracoastal Waterway
- Major Highway

Source: Bay County Planning Department, 2008



**Regional Profile**  
**Figure 1-1**



# Bay County JLUS



Bay County has recently experienced modest population growth expanding from approximately 148,200 residents in 2000 to approximately 159,599 residents in 2005. Infill development and redevelopment have occurred in the existing developed areas immediately adjacent to NSA PC. Moreover, across St. Andrew Bay from the installation, the City of Panama City has experienced a boom in residential infill development, specifically in the downtown area and its adjoining area on the Bay. The City of Panama City Beach has experienced growth over the past eight years, from a population of 7,671 in 2000 to 14,435 in 2007. The City of Panama City Beach is about one-fifth the size of Panama City, yet has nearly doubled its population over the past eight years. However, the population dramatically increases in this area to approximately 90,000 in the summer months due to tourism. By 2015, the population of Bay County is expected to reach 196,920, with approximately 60 percent expected to locate within its seven incorporated areas as the Florida Panhandle region continues to attract new residents and jobs and is a desirable tourism destination. By the year 2030, the population of Bay County is projected to reach 284,634. Furthermore, with this expected growth, it is likely that much of it will occur along or in close proximity to the shoreline of the Bays and Gulf of Mexico, potentially impacting both NSA PC and its training areas.

## 1.4 WHY PREPARE A JLUS?

In addition to the many positive interactions between Bay County, NSA PC, the City of Panama City, and the City of Panama City Beach, the activities or actions of one entity can potentially negatively impact the other(s) and result in conflicts. As the communities develop and expand in response to growth and market demands, urban development continues to expand around military installations and their operational areas. The result can include land use and other compatibility issues, often referred to as

### **What Is a Compatibility Issue?**

**Chapter 3 lists 24 factors commonly used to categorize compatibility issues.**

**Compatibility issues can cover a wide range of concerns. Sample issues discussed in this JLUS include:**

- land use,
- safety zones,
- vertical obstruction,
- anti-terrorism/force protection.

encroachment, which can have negative impacts on community safety and economic development, as well as sustainment of military activities and readiness. This threat to military readiness activities is currently one of the military's greatest concerns.

Collaboration and joint planning between military installations and local communities should occur to protect the military mission and the health of economies and industries of the communities before incompatibility becomes an issue. The Department of Defense (DOD) recognizes the mutually beneficial relationship that exists between the military installation and the County. In efforts to mitigate land, air, and water conflicts and enhance its relationship among its civilian partners, the DOD has implemented a Joint Land Use Study (JLUS) program. The JLUS seeks to enhance community economic growth by identifying adequate sites for compatible land and water use while protecting the current and future operations at NSA PC.

## 1.5 WHAT IS A JLUS?

A JLUS is a collaborative study conducted by city, county, and federal officials, residents, business, land owners, and the Navy to identify compatible land uses and growth management guidelines near military installations. The program establishes and fosters a relationship with the installation and the community to act as a team to prevent and / or curtail encroachment issues associated with future mission expansion and local growth. A JLUS is essentially implemented to protect the resident's quality of life, the property

owner's rights, and the existing and future mission of the installation. Although primarily funded by the DOD Office of Economic Adjustment (OEA), a JLUS is produced by, and for, local communities. The primary objectives of the DOD JLUS program are as follows:

### Community

- Protect the health, safety, and welfare of residents and maintain their quality of life.
- Manage development in the vicinity of military installations that would interfere with the continued operations of these facilities.
- Provide for sustainable growth in an economically, environmentally, and socially conscious manner.
- Maintain the economic vitality of the community.

### Military

- Promote the health, safety, and welfare of the military and civilian personnel living and working at or near the military installation.
- Ensure the ability of the installation to achieve its mission, maintain military readiness, and support national defense objectives.
- Preserve the ability of the installation to adjust or expand its mission.

## *1.6 JLUS GUIDING PRINCIPLES*

The goal of the Bay County JLUS is to protect the viability of current and future missions at NSA PC while at the same time accommodating growth, sustaining the economic health of the region, and protecting public health and safety. To help meet this goal, three primary guiding principles were identified.

- **Understanding.** Convene community and NSA PC representatives to identify, confirm and understand the issues and their implications in an open forum, taking into consideration both community and military viewpoints and needs. This includes public awareness, education and input organized in a cohesive outreach program.
- **Collaboration.** Encourage cooperative land use and resource planning between NSA PC and the jurisdictions of Bay County, Panama City and Panama City Beach so that future growth and development within these communities are compatible with the training and operational missions on the installation as well as seeking ways to reduce operational impacts on adjacent lands and waters.
- **Actions.** Provide a set of mutually supported tools, activities, and procedures that local jurisdictions, agencies, and the installation can select, thus implementing the recommendations developed during the JLUS process. The actions proposed include both operational measures undertaken by NSA PC to mitigate installation impacts as well as those community development related measures undertaken by Bay County, Panama City, and Panama City Beach and other appropriate agencies to reduce encroachment impacts on military operations.

## 1.7 STAKEHOLDERS

Identifying stakeholders is a key component to any planning process. Informing or involving them early in the project is instrumental in the identification and confirmation of their most important issues to address and resolve through the development of integrated strategies and measures. Stakeholders include individuals, groups, organizations, and political entities interested in, affected by, or affecting the outcome of a decision or project. Stakeholders identified for the Bay County JLUS included, but were not limited to:

- DOD officials (including OEA representatives) and military installation personnel
- County and city- elected officials, representatives, and staff
- Local, regional, and state planning regulatory, as well as land and water management agencies
- Environmental advocacy organizations
- Nongovernmental organizations (NGOs)
- Public landowners and other interested persons
- Other special interest groups (including local educational institutions and school districts)

## 1.8 POLICY AND TECHNICAL ADVISORY COMMITTEES

The development of the Bay County JLUS was sponsored by the Office of Economic Adjustment and Bay County. It was guided by two committees, the Policy Committee (PC) and the Technical Advisory Committee (TAC). The PC was established at the beginning of the project to provide guidance and input on policy issues, provide overall direction to the process, and review study findings. The TAC was established to provide technical expertise to the PC and the project team. The TAC consisted of county and city planners, military planners and technical specialists, state agency representatives, and others with technical expertise critical to creating a plan that could be implemented. It identified issues to be addressed, provided feedback on report development, and evaluated implementation options for the PC.

The responsibilities and participants for the JLUS sponsors, Policy Committee, and Technical Advisory Committee, are organized in Table 1-1, Table 1-2, and Table 1-3, respectively.

**Table 1-1. JLUS Sponsor Responsibilities and Participants**

Responsibilities	Participants
<ul style="list-style-type: none"> <li>▪ Coordination</li> <li>▪ Accountability</li> <li>▪ Grant Management</li> <li>▪ Financial Contribution</li> </ul>	<ul style="list-style-type: none"> <li>▪ Bay County</li> <li>▪ Department of Defense, Office of Economic Adjustment</li> </ul>

**Table 1-2. Policy Committee Responsibilities and Participants**

Responsibilities	Participants
<ul style="list-style-type: none"> <li>▪ Policy Direction</li> <li>▪ Study Oversight</li> <li>▪ Report Adoption</li> <li>▪ Monitoring Implementation</li> </ul>	<ul style="list-style-type: none"> <li>▪ NSA PC Commanding Officer</li> <li>▪ Bay County, Commissioner</li> <li>▪ City of Panama City, Mayor</li> <li>▪ City of Panama City Beach, Mayor</li> <li>▪ Bay Defense Alliance</li> </ul>

**Table 1-3. Technical Advisory Committee Responsibilities and Participants**

Responsibilities	Participants
<ul style="list-style-type: none"> <li>▪ Identify Issues</li> <li>▪ Provide Expertise to Address Technical Issues</li> <li>▪ Evaluate and Recommend Implementation Options to the PC</li> <li>▪ Provide Draft and Final Report Recommendations to the PC</li> </ul>	<ul style="list-style-type: none"> <li>▪ State Government Representatives                             <ul style="list-style-type: none"> <li>○ Florida Department of Environmental Protection</li> <li>○ Florida Department of Community Affairs</li> </ul> </li> <li>▪ NSA PC                             <ul style="list-style-type: none"> <li>○ Operations Installation Program Manager</li> </ul> </li> <li>▪ Center for EOD and Diving                             <ul style="list-style-type: none"> <li>○ Technical Support Director</li> </ul> </li> <li>▪ NAVFACSE DET                             <ul style="list-style-type: none"> <li>○ Public Works Deputy</li> </ul> </li> <li>▪ Bay County                             <ul style="list-style-type: none"> <li>○ Planning and Zoning Manager</li> <li>○ Principal Planner</li> </ul> </li> <li>▪ City of Panama City                             <ul style="list-style-type: none"> <li>○ Planning and Zoning Manager</li> </ul> </li> <li>▪ City of Panama City Beach                             <ul style="list-style-type: none"> <li>○ Senior Planner</li> </ul> </li> </ul>

The PC and TAC served as liaisons to their respective stakeholder groups. PC and TAC members were responsible for communicating committee activities and information to their respective organizations and relaying their organization’s collective comments and suggestions to both committees for consideration. PC members were encouraged to schedule timely meetings with their organizations or constituencies to facilitate this input. Meetings were held throughout the process to ensure the JLUS identified, confirmed and appropriately addressed local issues.

For the PC, a total of four meetings were held. Objectives accomplished at each meeting are described below.

- **PC Meeting #1:** This meeting was conducted to educate the committee members on military and community activities, as well as to identify encroachment issues/compatibility factors.
- **PC Meeting #2:** This meeting presented the draft recommendations, strategies, and implementation tools. Input was solicited from the public to allow incorporation of comments into the Draft JLUS via a survey.
- **PC Meeting #3:** This meeting provided an opportunity to review the draft JLUS document and consider comments and potential revisions.
- **PC Meeting #4:** This meeting reviewed input received and discussed specific implementation measures included in the Draft JLUS.

***Policy Committee Meetings***

- **December 2, 2008**
- **March 3, 2009**
- **June 17, 2009**
- **August 22, 2009**

## **1.9 PUBLIC FORUMS**

In addition to the PC and TAC meetings, a series of public forums were held throughout the preparation of the JLUS. These forums provided an opportunity for information exchange with the greater community, assisted in identifying the issues to be addressed in the JLUS, and provided input on the proposed strategies. Each forum included a summary presentation and oral comment session preceded

by an informal, open house. These meetings included facilitated exercises providing a “hands-on,” interactive opportunity for stakeholders to participate in the development of the plan.

- **Forum #1:** This forum introduced the JLUS program and process to the public, defined the project, presented the initial land and water use analysis, and collected information from the public on encroachment issues. During this meeting, residents were asked to participate in discussions in an effort to identify and confirm compatibility issues relevant to NSA PC and the surrounding area.
- **Forum #2:** This forum provided an update of the project, presented the draft compatibility / encroachment factors, existing planning tools and presented draft Military Influence Overlay District (MIOD) and the preliminary approach for strategies and implementation tools. Input was solicited from the public at the forum to allow the incorporation of comments into the Draft JLUS via a survey that was posted online through the County’s webpage.
- **Forum #3:** An open study session was hosted by the County with the City of Panama City, and members of the JLUS PC and TAC members to review the Draft JLUS document.

#### **Public Forum Meetings**

- **December 3, 2008**
- **March 4, 2009**
- **June 17, 2009**

### ***1.10 PUBLIC OUTREACH MATERIALS***

At the beginning of the JLUS, a Fact Sheet was developed that described the JLUS program and objectives, described methods for the public to provide input into the process, and identified the study area proposed for the Bay County JLUS. This Fact Sheet was provided at all meetings and forums, to all interested members of the public upon request. A project website was maintained to provide stakeholders, the public, and media representatives with access to project information. This website was maintained during the entire JLUS project to ensure 24/7 information accessibility by the public. Information contained on the website included: program points of contact, schedules, documents, maps, public meeting information, and downloadable comment forms.

### ***1.11 JLUS IMPLEMENTATION***

It is important to note that once the JLUS planning process is completed, the final JLUS is not an adopted plan, but rather, a recommended set of compatibility guidelines that can be implemented by local jurisdictions, the installation, federal and state agencies, and other organizations. While the strategies in the JLUS are not mandatory obligations, the involvement of stakeholders on the PC and TAC has provided an acknowledged set of strategies designed to meet local needs.

Following completion of the JLUS, local jurisdictions, agencies, and organizations can work towards implementation of the strategies contained in Chapter 5. Key to the implementation of these strategies will be the establishment of a JLUS Implementation Committee. At the onset of the implementation phase, an Implementation Committee will be selected from members of the PC and the TAC. The task of the Implementation Committee is to carry out the adopted recommendations of the JLUS. Through this committee, local jurisdictions, the military and other interested parties will be able to continue their work together to reprioritize and augment strategies, establish and adopt procedures and assist and monitor member agencies with specific actions to ensure the JLUS remains the guiding document to resolve encroachment issues within the JLUS study area.

## 1.12 JLUS ORGANIZATION

The following is a brief overview of the organization of the Bay County JLUS, including the contents of each chapter and materials included in the appendices.

**Chapter 1, Introduction.** Chapter 1 provides an introduction and context for the Bay County JLUS. This chapter describes the principles and objectives used to guide development of the JLUS, who was involved in making the JLUS a success, public outreach methods, and the organization of the document.

**Chapter 2, Study Area Profile.** In developing a JLUS, an informed understanding of the installation, the County, and local jurisdictions within the study area is necessary. For the Bay County JLUS, this chapter provides: an overview of NSA PC's history, as well as a description of the primary activity areas on the base and adjoining waterways, a look at the current mission, facilities, and military family housing assets, the economic impact of the base on the region and a discussion of future missions. This is followed by an overview of the region's growth potential, a profile of Bay County and the Cities of Panama City and Panama City Beach, including population, housing, and employment statistics.

**Chapter 3, Compatibility.** In this section, the JLUS presents the compatibility issues identified for the Bay County JLUS. These issues were identified based on input from the PC and TAC, members of the public, existing plans and technical reports and evaluation by the project team. This chapter provides a detailed analysis of the existing and future uses of land and water in Bay County, the Cities of Panama City and Panama City Beach, as well as other identified compatibility issues.

**Chapter 4, Existing Plans and Programs.** This chapter provides an overview of relevant plans, programs, and studies currently used to address compatibility issues in the JLUS study area. This includes technical studies, such as the current NSA PC Encroachment Action Plan, as well as local comprehensive plans and zoning ordinances. Additionally, Chapter 4 evaluates the effectiveness of each existing plan or program relative to addressing compatibility issues identified and described in Chapter 3.

**Chapter 5, Implementation Plan.** The final chapter of the JLUS lays out a specific course of action that has been developed cooperatively with representatives from Bay County, the Cities of Panama City and Panama City Beach, NSA PC, federal and state agencies, local organizations, and interested individuals and landowners. The recommendations in this chapter represent a consensus forged on collaborative planning; a realistic, coordinated approach to compatibility planning developed with the input, involvement and support of all stakeholders.

**Appendix.** The following information will be located in the Bay County JLUS Appendix document (not part of the JLUS document):

- Federal Register (Final Rule) United States Navy Restricted Area, NSA Panama City
- Sample Frequency Ordinances
- State and Federal Threatened and Endangered Species, Bay County Florida
- Bay County JLUS Public Survey Results
- Additional Public Resources
- Public Comments and Responses
- Potential Acquisition Sites