

ORDINANCE NO. 553

AN ORDINANCE AMENDING THE COMPREHENSIVE PLAN OF THE CITY OF PORT ST. JOE, SPECIFICALLY TO ADOPT TOWN-INITIATED TEXT AMENDMENT TO (1) ESTABLISH A NORTH PORT ST. JOE MIXED USE FUTURE LAND USE CATEGORY TO THE FUTURE LAND USE ELEMENT AND (2) TO ADOPT TOWN-INITIATED FUTURE LAND USE MAP CHANGE TO REDESIGNATE 18 ACRES OF MIXED USE, INDUSTRIAL AND RESIDENTIAL (R-2B) FUTURE LAND USE TO NORTH PORT ST. JOE MIXED USE FUTURE LAND USE; PROVIDING FOR SEVERABILITY; REPEALING ALL ORDINANCES IN CONFLICT; AND PROVIDING AN EFFECTIVE DATE

WHEREAS, Section 163.3184, Florida Statutes, provides for the authority and procedure for the City Commission of Port St. Joe, Florida to amend its Comprehensive Plan utilizing procedures applicable to large scale developments; and

WHEREAS, on March 12, 2019, the Planning and Development Review Board sitting as the local planning agency for the City, recommended transmittal of the amendments to the comprehensive plan of the City; and

WHEREAS, the City Commission desires to adopt the amendments to the current comprehensive plan to guide and control the future development of the City, and to preserve, promote, and protect the public health, safety, and welfare.

WHEREAS, on March 19, 2019 the Port St. Joe City Commission authorized transmittal of the proposed plan amendment to the appropriate state agencies;

NOW, THEREFORE, BE IT ENACTED BY THE PEOPLE OF THE CITY OF PORT ST. JOE, FLORIDA:

SECTION 1. APPROVAL

The City of Port St. Joe Comprehensive Plan Future Land Use Element and Future Land Use Map are hereby amended as set forth on Exhibit "A".

SECTION 2. CONSISTENCY WITH CITY OF PORT ST. JOE COMPREHENSIVE PLAN

The Board of City Commissioners hereby finds and determines that the approval of the amendments is consistent with the goals, objectives and policies of the City of Port St. Joe Comprehensive Plan as amended.

SECTION 3. ENFORCEMENT

The City may enforce this Ordinance as authorized by law.

SECTION 4. REPEAL

All ordinances or parts of ordinances in conflict herewith are hereby repealed.

SECTION 5. SEVERABILITY

The provisions of this Ordinance are hereby declared to be severable. If any provision of this Ordinance, or the application thereof, to any person or circumstance is held to be invalid, such invalidity shall not affect other provisions or applications of this Ordinance that can be given effect without the invalid provision or application.

SECTION 6. EFFECTIVE DATE

The effective date of this plan amendment, if the amendment is not timely challenged, shall be 31 days after the state land planning agency notifies the local government that the plan amendment package is complete. If timely challenged, this amendment shall become effective on the date the state land planning agency or the Administration Commission enters a final order determining this adopted amendment to be in compliance. No development orders, development permits, or land uses dependent on this amendment may be issued or commence before it has become effective. If a final order of noncompliance is issued by the Administration Commission, this amendment may nevertheless be made effective by adoption of a resolution affirming its effective status, a copy of which resolution shall be sent to the state land planning agency.

This Ordinance was adopted in open regular meeting after its second reading this 3rd day of September, 2019.

THE CITY COMMISSION OF THE CITY  
OF PORT ST. JOE, FLORIDA

By: Rex Buzzett  
Rex Buzzett, Mayor-Commissioner

Attest: Charlotte M. Pierce  
Charlotte M. Pierce  
City Clerk

# City of Port St. Joe

## Land Use Amendment



Prepared By:

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and



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March 2019

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# I. Background

## A. North Port St. Joe

The area around Martin Luther King Boulevard in the City of Port St. Joe once contained a plethora of businesses serving the local African American community. Since the closure of the paper mill and other adverse economic trends, there is only one business left. In an effort to revitalize this and other affected areas within the City, a plan was developed as part of the Community Redevelopment Area efforts. However, the 2009 redevelopment plan for the Martin Luther King Boulevard area, also known as North Port St. Joe, has not yet yielded any redevelopment.

In 2016, concerned residents of North Port St Joe met in three public meetings and created a new community plan for the designated Expansion Area of Port St. Joe's Downtown Redevelopment Area along Martin Luther King Boulevard. The community plan, called *Redeveloping North Port St. Joe*, was accepted by the Port St. Joe Redevelopment Agency and the City Commission in early 2017 as an update to the 2009 North Port St Joe Master Plan. *Redeveloping North Port St. Joe's* highest priority is to restore Martin Luther King Boulevard without displacing any of the local

residents. With the growing prospect of a new port adjacent to the community, its citizens are intent that North Port St. Joe is ready for and benefits fully from the future economic development.

*Redeveloping North Port St. Joe* proposes an increased density and intensity mixed-use district along Martin Luther King Boulevard. A new land use category is proposed to implement the recommendations of the redevelopment plan. The proposed category differs slightly from the existing Mixed-Use district, with a higher density available through a density bonus and a slightly higher lot coverage maximum. While the whole area, original and expansion, will be under the new North Port St Joe Mixed Use land use category, the core area will be developed as a mixed-use area with commercial, retail, and office mixed with multi-family residential. This core business area will be surrounded by low-rise multi-family to provide housing choice as well a transition to the historic single-family

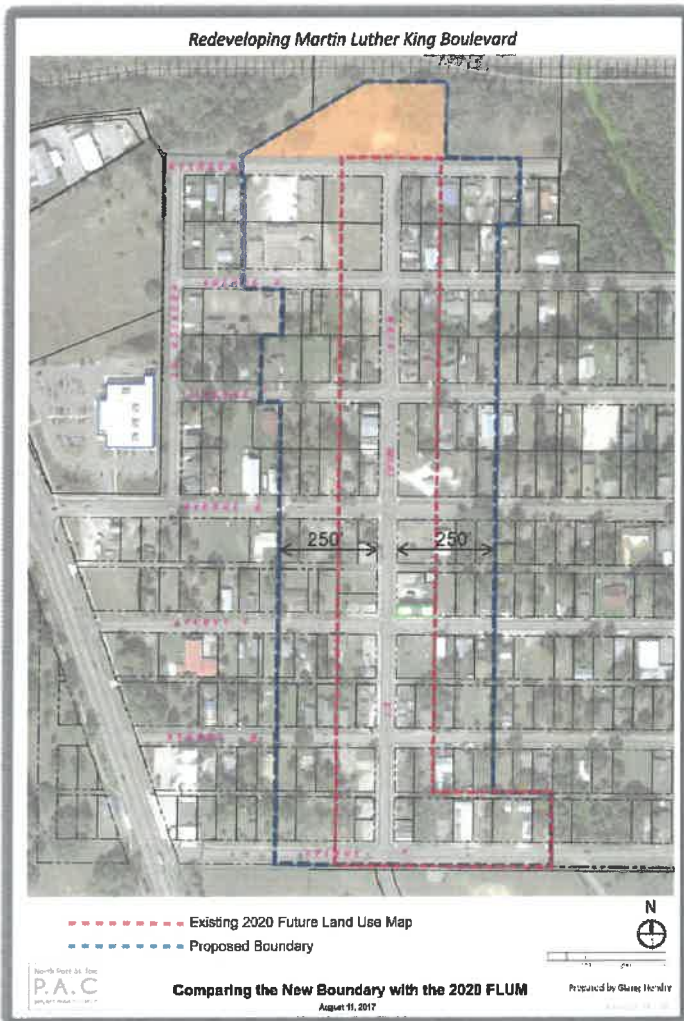


Figure 1: New Mixed Use Boundary, courtesy John Hendry, PacificXanh

neighborhoods surrounding it. The major differences between the two development areas will be made evident within the Land Development Regulations.

Within the Land Development Regulations, a new overlay district to implement the land use category will be developed. This overlay district will act as a detailed neighborhood plan, guiding development along the corridor. The Land Development Code is a more suitable home for the specific development guideline for the areas within the expansion due to the Code's more reactive and flexible nature than that of the Comprehensive Plan. While the Comprehensive Plan sets the upper limits of what is possible within the land use district, the Overlay will divide the area into three subdistricts, guiding the function, character, intensity, type, and degree of growth anticipated within the area. As the corridor develops, changes to these requirements may be needed, and the greater flexibility within the Land Development Code will ensure that the necessary changes can be effectuated. As within *Redeveloping North Port St. Joe*, creating economic development opportunities to increase employment growth and decrease poverty levels is the main focus for these areas, with a secondary focus on human and social programs.

## B. Traditional Neighborhood Design

The meetings held with the community reveal a vision of the North Port St. Joe Neighborhood returning to its Traditional Neighborhood Design (TND) roots. TND refers residential neighborhoods designed in the format of small, early 20th century villages and neighborhoods with homes on small lots, narrow front yards with front porches and gardens, detached garages in the backyard, walkable "Main Street" commercial areas with shops lining the sidewalk, and public parks, town greens, or village squares. Most contemporary development is characterized by an orientation to the automobile, separation of land uses, and low intensities. TND calls for compact, pedestrian-oriented neighborhoods with a mix of commercial and residential uses, a variety of housing types, and public places where people have opportunities to socialize and engage in civic life. The automobile is still accommodated, with ample parking and efficient circulation, but it no longer dominates the landscape. The existing fabric of the North Port St. Joe neighborhood is conducive to this neighborhood type, with small lots on small blocks and a historical commercial center, but the economic component of the Main Street (Martin Luther King Boulevard) is missing. The proposed land use category will provide the increased density and intensity to create flexibility to foster renewed economic development within the area.

## C. Transitional Area



The tra sidential  
core wi Figure 2: Missing Middle Housing, courtesy missingmiddlehousing.com Idle

housing is a term coined to describe a range of housing types that were a fundamental part of pre-1940's neighborhood. Missing middle housing refers to bungalow courts, side-by-side duplexes, stacked duplexes, fourplexes, and midrise apartment buildings. These buildings have small- to medium- size footprints with width, depth, and height no larger than a single-family home. This allows a range of missing middle type housing with varying but compatible forms to blend into a neighborhood, making them a good tool for compatible infill.

This type of housing is referred to as missing because it is typically excluded from typical zoning categories, being too low a density for multi-family zones and too high a density for single-family zones. In order to work, the missing middle housing's density and impervious surface ratios need to be combined with form-based requirements to develop the desired housing type. Because the buildings are generally the same size as a single-family home, the neighborhood has a lower perceived density. Combined together with single family and mixed-use development, missing middle housing types create a moderate density that can support public transit and services and amenities within walking distance.

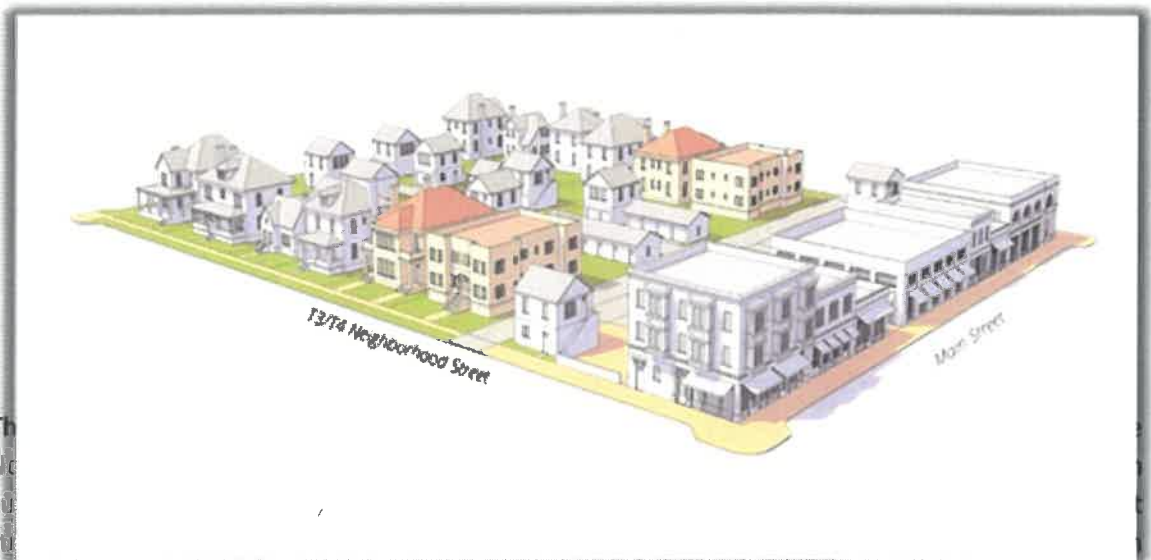


Figure 3: Example of missing middle housing in a North Port St. Joe type area; courtesy missingmiddlehousing.com

Categories attached to the North Port St. Joe mixed use area will rely on traditional zoning categories.

## II. Proposed Changes

The new Land Use Category is proposed for the North Port St. Joe Area, North Port St. Joe Mixed Use, increases the density and intensity within the area around Martin Luther King Boulevard. North Port St. Joe Mixed Use will also be applied to a larger area than the area currently designated on the Future Land Use Map (18 acres, versus the 5.43 acres currently designated as Mixed Use). While the increase density and intensity are applied to the entirety of the expanded area, development will be implemented in greater detail within three overlays within the City's Land Development Regulations. These overlay zones will be used to create a primarily retail area on the lots on southern three blocks immediately adjacent to Martin Luther King Boulevard and a primarily multi-family area on the lots on the northern three blocks immediately adjacent to Martin Luther King Boulevard. The third overlay will encompass the remaining area covered by the Land Use change

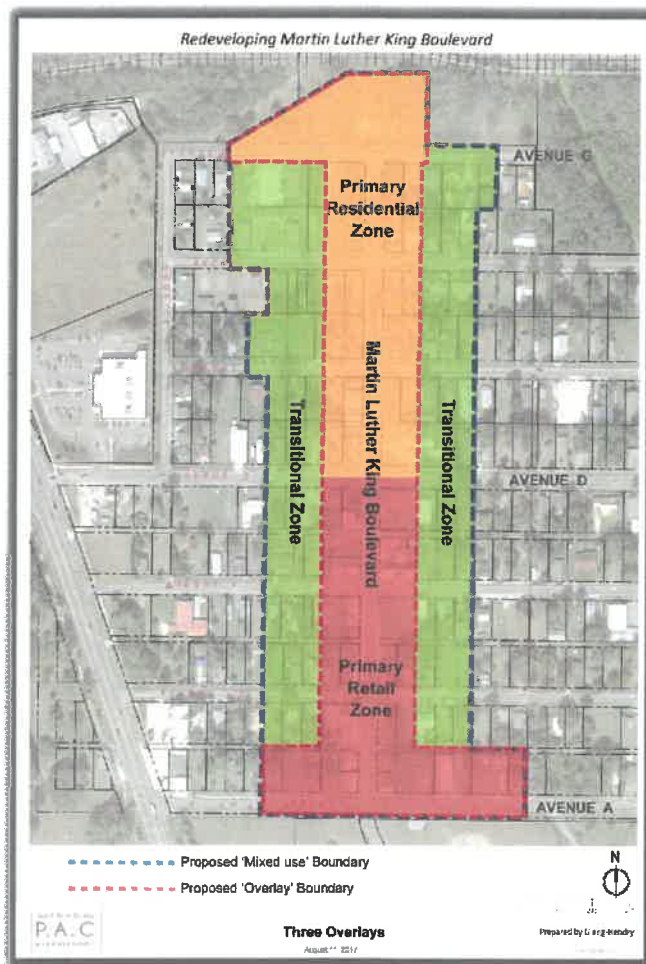


Figure 4: Three development areas, courtesy John Hendry, PacificXanh

and will create a residential transitional area between the higher density and intensity along Martin Luther King Boulevard and the single-family neighborhood on either side of it. In addition to serving as a transition to lower density, the area will provide an opportunity for the development of missing middle housing, as described in the previous section.

### A. New North Port St. Joe Land Use Category

The proposed land use category increases both the density and intensity from the existing Mixed Use and Residential Categories to allow for the type of development desired by the community. The following language is proposed to be added to Policy 1.3.4 of the Future Land Use Element:

#### North Port St. Joe Mixed Use

The purpose of this land use category is to further the Community Redevelopment Plan and to implement the vision of *Redeveloping North Port St. Joe* around the Martin Luther King Boulevard area. This land use district allows a mix of Residential, Commercial, Office and other uses to promote development of a high-quality environment for living, working or visiting. Other uses allowed are Low-Intensity Industrial, Public Uses, Recreational,



Open Space, and Conservation. The North Port St. Joe Mixed Use category is to be assigned to the area on both sides of Martin Luther King Boulevard, as shown on the Future Land Use Map. The North Port St. Joe Mixed Use category will encourage vertical integration of residential and non-residential uses within the neighborhood, bringing goods and services to an under-served area.

The mixture of development within the North Port St. Joe Land Use Mixed Use Category will be governed by an overlay district within the Land Development Regulations.

- Residential density is 30 units per acre;
- When residential uses are combined with non-residential uses within the same building, a density bonus may be granted with maximum residential density not to exceed 40 units per acre;
- Maximum lot coverage is 100%;
- All buildings are limited to 60 ft in height;
- Intensity standards for the Recreational, Open Spaces and Conservation land use categories areas defined elsewhere in FLUE Policy 1.3.4.
- The mix of uses does not have to be developed at the same time, nor is one land use a prerequisite to another land use. For the purposes of this section, the mix of uses refers to the overall land use category that is assigned the North Port St. Joe Mixed Use future land use category and not individual pods, units, tracts, or lots within the parent parcel of land.
- Development in areas designated as North Port St. Joe Mixed Use shall contain the minimum percentage of at least two of the following Land Use Categories:

<u>Land Use Category</u>	<u>Allowable Mix of Uses</u>
<u>Residential</u>	<u>10 - 90 %</u>
<u>Commercial</u>	<u>15 - 85 %</u>
<u>Other uses such as Industrial, Public, Recreational, Open Space and Conservation.</u>	<u>15 - 85 %</u>

A strikethrough/underline version of the proposed amendment to the Future land Use Element is included in Appendix A. The area the proposed land use category is to be applied to is shown on the Proposed Future Land Use Map in Appendix B.

## B. Development Analysis

The proposed land use category would increase the development potential from 15 units an acre to a maximum of 30 (up to 40 with a density bonus for integrated mixed-use projects) and increases the maximum lot coverage to 100% while keeping the height at 60 feet. This results in an increase of non-residential development potential of roughly 0.5 FAR (from 4.5 to 5.0), assuming a 12-foot story. The height limit will maintain a more human-scaled corridor while still allowing for enough height to achieve the desired mix of uses and the increased impervious surface area will allow for more intense development. The increased density and intensity are needed to promote the desired development type and foster development flexibility within the area. Please see Appendix C for a development density and lot analysis.

The following table depicts the change in development potential for the subject area. A reasonable development scenario is used, rather than the maximum development potential. For the corridor along Martin Luther King Boulevard (existing designation of Mixed Use) a development scenario of the southern three blocks developing as mixed-use with retail on the bottom floor and residential above, developing at the maximum allowed under the existing Mixed Use and the maximum allowed under the proposed North Port St. Joe Mixed Use is used for both the existing and proposed land use categories. For the northern three blocks of this area, a development scenario of developing only multifamily at the maximum density of each land use category, with no non-residential uses, is used.

For the areas that are currently designated as Residential on the Future Land Use Map, a development scenario of 0.5% or the land developing as non-residential and a density of eight units per acre is used. While the density within this residential area is capped at seven units per acre, most of the lots within this neighborhood equate to eight units per acre. Since these lots are platted lots of record and would be allowed to develop a house on each lot, the density of eight units per acre was used. For the future development scenario, a density of 25 units per acre was used. A density of three units per most common 50 foot by 110-foot lot was used to estimate the number of units that would likely be developed through a mix of quadplex, duplex, and single-family homes, or about 25 units per acre.

The Industrial lot contains significant portions of wetlands and floodplains. Therefore, no all of the lot is developable. When developing the current development scenario, it was assumed that 50% of the lot was developable; this same percentage was considered when calculating the proposed development potential, where the property was assumed to be developing as residential under the same density as the transitional housing around it. Please see Appendix D for more details on the development potential calculations.

Table 1. North Port St. Joe Corridor Change in Development Potential

Land Use Category	Residential			Non-Residential		
	Existing	Proposed	Change	Existing	Proposed	Change
Mixed Use	80	0	-80	12,164 ft <sup>2</sup>	0	-12,164 ft <sup>2</sup>
Medium Density Residential	86	0	-86	74,487 ft <sup>2</sup>	0	-74,487 ft <sup>2</sup>
Industrial	0	0	-0	61,942 ft <sup>2</sup>	0	-61,942 ft <sup>2</sup>
North Port St Joe Mixed Use	0	498	+498	0	135,036 ft <sup>2</sup>	+135,036 ft <sup>2</sup>
Change			+332			-13,557ft <sup>2</sup>

The proposed land use change would result in a potential increase of 332 dwelling units and a decrease in 13,557 square feet of non-residential use.

### III. Public Facilities and Services

The public facilities analysis is based on the increase in density and intensity within the North Port St. Joe Mixed Use area. Both existing and proposed land uses were evaluated.

Based on the development scenario shown in the above section, the proposed land use change will result in a net increase of 332 additional residential dwelling units, and a decrease in 13,557 square feet of non-residential development.

The following analysis is based upon the availability of, and actual and anticipated demand on, facilities and services serving or proposed to serve the subject property. The analysis evaluates the effect of the demands on the level of service standards adopted within the City of Port St. Joe Comprehensive Plan and identifies any anticipated facility improvements. Facilities and services include potable water, sanitary sewer, solid waste, transportation, and school facilities.

#### A. Potable Water

The City of Port St. Joe provides potable water service to the amendment site. The permitted capacity of the City’s facility is 6,000,000 gallons per day (gpd). The City withdraws water from the Chipola River through a seventeen-mile freshwater canal and processes the water for drinking and distribution.

The City of Port St. Joe Comprehensive Plan adopted a Potable Water Level of Service (LOS) standard for residential potable water uses of 130 gallons per capita per day. The average household size for Gulf County based on the 2010 U.S. Census data is 2.34 persons per household. The proposed land development change will result in a potable water demand increase of 100,994 gpd. The adopted Potable Water LOS for commercial/light industrial is 2,000 gallons per acre per day, which equates to 2,000 gallons per day per 130,680 square feet of development (assuming 0.6 lot coverage and five stories of development). This results in a decrease in potable water demand for commercial of 207 gallons per day, resulting in an overall increase in demand of 100,787 gallons per day. As Table 2 shows, the facility will have adequate capacity to absorb the increase in potable water demand.

Table 2: Potable Water Capacity Analysis

Year	Permitted Capacity (gpd)	Average Demand (gpd)	Project Demand (gpd)	Total Demand (gpd)	Percent Utilized
2018	6,000,000	900,000	100,787	1,000,787	16.68%

Source: City of Port St. Joe Utilities Department

### B. Sanitary Sewer

Development proposed at the amendment site would send their wastewater to the City of Port St. Joe Wastewater Treatment Facility. The City’s Wastewater Treatment Facility has a permitted treatment capacity of 3,100,000 gallons per day (gpd) utilizing a 98-acre restricted public access spray field. Flow rates obtained from the City of Port St. Joe Utility Department indicate that the facility is currently running at approximately 830,000 gpd.

The City of Port St. Joe has adopted a Level of Service (LOS) standard for wastewater of 150 gallons per capita per day for residential uses and 1,450 gallons per acre per day for commercial and light industrial uses. The average household size for Gulf County based on the 2010 U.S. Census data is 2.34 persons per household. The proposed land use change will result in a residential wastewater demand increase of 116,532 gpd and a non-residential decrease in demand of 150 gallons per day, resulting in a net increase in demand of 116,382 gpd. As Table 2 shows, the facility will have adequate capacity to absorb the increase in wastewater demand.

Table 3: Sanitary Sewer Capacity Analysis

Year	Permitted Capacity (gpd)	Average Demand (gpd)	Project Demand (gpd)	Total Demand (gpd)	Percent Utilized
2018	3,100,000	830,000	116,382	946,382	30.53%

Source: City of Port St. Joe Utilities Department

### C. Transportation

Using the development scenario presented in the previous section, the proposed land use change would result in 498 multi-family dwelling units and 135,036 square feet of non-residential development. The 10th Edition ITE Trip Generation software was utilized to create a trip generation report for the development. This analysis shows trips generated for the development and does not consider the internal capture rate of a mixed-use development or the reduction in trip created by a walkable community.

Table 4: Daily Trip Generation Analysis

Scenario	ITE Land Use Category	Variable	Size	Daily Trip Rate/ Equation	Daily Enter Split	Daily Exit Split	Daily Total Trips		
							Total	Enter	Exit
Existing	Single-Family Detached Housing - 210	Per Unit	168	$\ln(T) = 0.92\ln(x) + 2.71$	50%	50%	1,676	838	838
	General Light Industrial - 110	Per KSF	61,942	$T = 3.79(x) + 57.96$	50%	50%	293	147	146
	Shopping Center - 820	Per KSF	25,000	$\ln(T) = 0.68\ln(x) + 5.57$	50%	50%	2,342	1,171	1,171
<b>EXISTING TOTAL</b>							<b>4,311</b>	<b>2,156</b>	<b>2,155</b>
Proposed	Multifamily Housing (Low Rise) - 220	Per Unit	498	$T = 7.56(x) - 40.86$	50%	50%	3,724	1,862	1,862
	Shopping Center - 820	Per KSF	135,036	$\ln(T) = 0.68\ln(x) + 5.57$	50%	50%	7,374	3,687	3,687
<b>PROPOSED TOTAL</b>							<b>11,098</b>	<b>5,549</b>	<b>5,549</b>
<b>NET CHANGE IN TRIP GENERATION POTENTIAL</b>							<b>6,787</b>	<b>3,393</b>	<b>3,394</b>

#### D. Stormwater

City of Port St. Joe has adopted Level of Service (LOS) standards within the Comprehensive Plan that apply to water quantity and water quality for evaluating impacts associated with developments. The LOS standards for water quantity indicate that post-development runoff shall be no greater than predevelopment runoff.

The City's LOS standards for stormwater management are as follows:

Infrastructure Element Policy 1.1.5: The following level of service Stormwater Management standards shall be used as the basis for determining the availability of facility capacity and the demand generated by a development:

- 25-yr. frequency, 24-hr. duration storm event for those areas designated as residential, commercial, mixed commercial/residential, public, and industrial land use on the Future Land Use Map; and
- 3-yr. frequency, 24-hr. duration storm event for those areas designated as agricultural, conservation, and recreation land use on the Future Land Use Map.
- All new and re-development projects shall comply with the stormwater design and performance standards and stormwater retention and detention standards contained within section 62-346 F.A.C.

Development of the amendment site will comply with the groundwater quality and quantity protection requirements set forth in the Comprehensive Plan.

### E. Solid Waste

The City of Port St. Joe requires all residential households to have garbage pickup. This service is provided by Waste Pro, Inc in partnership with the City of Port St Joe. Waste Pro, Inc., collects all household solid waste within the City and disposes the solid waste at the Bay County Waste to Energy Facility (Incinerator). The facility is a 500 Tons per Day Waste to Energy facility located in Bay County (just north of Panama City, Florida). The facility produces about 13 Megawatt per hour of electricity that is utilized throughout the state of Florida and has sufficient long-range capacity.

The City adopted a residential level of service standard for solid waste of 8 pounds per person per day. The proposed land use change will result in a solid waste demand increase of 6,215 pounds per day or 3.11 tons per day. There is more than adequate capacity at the Bay County facility.

### D. Public Schools

The proposed amendment site is being planned for 498 multi-family units. Using a single-family school generation rate of 0.3047, the existing land use would generate 50 students. Utilizing a multi-family school generation rate of 0.2706, the proposed 498 units would generate a total of 134 school age children, a net increase of 84 students. The amendment site is located within the South Concurrency Service and Attendance Area of the County.

The available capacity along with planned capacity improvements serves as the base for predicting future available capacity. Table 3, below, shows that there is adequate capacity to serve the proposed development through the Public-School Facility 5- year planning time frame.

Table 5: School District Available Capacity, 2017

School Type	Fish Capacity <sup>1</sup>	Actual Enrollment	New Student Capacity	Proposed Amendment	Surplus (+)/ Deficiency (-)
Port Saint Joe Elementary	760	540	220	42	+178
Port Saint Joe Junior Senior High	997	509	488	42	+446
<b>Total</b>	<b>1,757</b>	<b>1,049</b>	<b>708</b>	<b>84</b>	<b>624</b>

<sup>1</sup>= FISH = Florida Inventory of School Houses  
Source: Florida Inventory of School Houses, June 2017 data

### III. Environmental Analysis

The entirety of the North Port St. Joe Corridor area and the transition area are within an already developed and established neighborhood. There are minimal previously undeveloped areas to house natural resources.

#### A. Wetlands

There are a small amount of wetlands within the North Port St. Joe Mixed Use area, on a parcel that is currently vacant. Please see the Wetlands and Flood Zones Map in Appendix B. Wetlands are protected by the following policies within the Conservation Element of the Comprehensive Plan:

Objective 1.7 Wetlands within the City of Port St. Joe shall be conserved through the combined use of the City's Comprehensive Plan standards, and state and federal wetlands permitting programs involving the Florida Department of Environmental Protection (FDEP), Northwest Florida Water Management District, and the United States Army Corps of Engineers (ACOE). Major wetlands and wetland systems are identified on Map 7 of the adopted plan.

Policy 1.7.1 The protection of wetlands shall be accomplished through the use of the Comprehensive Plan, including the Future Land Use Map, and shall take into account the type, intensity or density, extent, distribution and location of allowable land uses and the types, values, functions, sizes, conditions and locations of affected wetlands. Land uses that are incompatible with the protection of wetlands and wetland functions shall be directed away from wetlands.

Policy 1.7.2: The City shall continue to conserve wetlands through the implementation of its Land Development Regulations in accordance with Sec. 4.11 through Sec. 4.16.

Policy 1.7.3: The plan amendment process and the development review process shall require that the location and extent of wetlands (as defined by the Northwest Florida Water Management District [NFWMD], FDEP, and ACOE) within the development site be identified.

Policy 1.7.4: Low quality wetlands shall mean those wetlands that do not have habitat for federally threatened or endangered species or state classified rare, critically imperiled or species of special concern, and that meet at least one of the following criteria:

- a) Any wetland planted in pine or otherwise disturbed by silviculture activities
- b) Any wetland consisting of a ditch, man made canal or and borrow pit
- c) Any wetland containing timber roads or utility rights-of-way
- d) Any wetlands that are degraded due to the prevalence of exotic vegetation evidenced by the majority of the wetland containing exotic or non-native invasive species.