

# REZONE REPORT

May 19, 2023

## JUBILEE

Santa Rosa County, Florida



### **INTRODUCTION**

The story of the creation of Jubilee began back in 2006 when the original concept and idea were first put to paper. Initial plans were drawn, zoning entitlements were secured, and construction began on the first phase of Jubilee, one of the most anticipated and celebrated developments in the region. Unfortunately, like so many development projects during this time, the Great Recession took its toll, and construction stopped in late 2008.

The passage of time has witnessed many changes that require a response since the first plans were drawn. Changes such as in the way we live our daily lives in response to a global pandemic, changes necessary to curb global warming, changes in our healthcare delivery systems, and changes in the way the region has developed since the Great Recession, just to name a few.

Taking the long view, the passage of time has only served to make Jubilee better than it was initially envisioned. The lessons learned have allowed the opportunity to create a place that is resilient,

sustainable, and healthy; a place where people will thrive. To begin this “new day”, a three-day charrette to design the village center of Jubilee was held on October 5-7, 2021. The design team was composed of members of the ownership group, consultants with experience in the healthcare industry and hospitality, and a team of planners and urban designers. The charrette was attended by a variety of stakeholders and community leaders and included several design and feedback sessions between the owners and design team, with presentations to the stakeholder group to receive feedback and input to be incorporated into the design.

The result of this planning effort is a plan that celebrates the uniqueness of the site and region, creating a place that is sustainable, beautiful, and environmentally sensitive. At the heart of Jubilee is a mixed-use village center supported by neighborhoods with a range of housing types including single-family detached houses, cottages, townhouses, and various types of multi-family structures including mansion flats and apartments. The range of housing types ensures a mix of housing stock that is both affordable and attainable. Accessory dwelling units are encouraged and included as an additional means of incorporating affordable housing options into the neighborhoods. Open spaces and parks are interlaced throughout the plan with environmentally sensitive areas protected and conserved. The plan of Jubilee incorporates a village center, marked by a square surrounded by mixed-use buildings. Integral to the village center is a pavilion, offering commanding views to the south. Adjacent to the pavilion is an amphitheater created by the natural contour of the land. The interconnected gridded street system results in small blocks and encourages walkability.

Three school sites are included in the design. A +/- 64-acre site near Willard Norris Road is set aside for a high school and a middle school. This site can be accessed by a proposed parkway connecting Willard Norris Road to Berryhill Road. A smaller +/- 15-acre site is embedded in the village and is designated for an elementary school.

In response to increased regional demand for healthcare services and to allow residents more opportunities to age in place, a +/- 30-acre site has been established for a healthcare campus. This campus, located adjacent to the parkway and adjacent to residential uses near the village center, provides the opportunity for state-of-art medical services to be extended into the adjacent neighborhoods.

The resulting plan for Jubilee is based upon traditional town planning principles that are proven to create healthy, timeless places that people love. It will be a place that celebrates the uniqueness of the site and the culture of the region. It will be a place where young and old alike will thrive in an authentic, sincere community. (See Attachment A / Master Plan)

#### Guiding Principles

The guiding principles used to shape Jubilee were inspired by the best practices and principles from New Urbanism and Traditional Neighborhood Developments. Many of these principles draw upon the strengths of cities and villages that were built centuries ago, long before the automobile age. Research continues to find patterns and principles that explain what makes a successful and sustainable community. Human-scaled, village-style developments continue to be some

of the most popular places to live and visit. When communities are developed with proper density, they can incorporate a diversity of public spaces and amenities, with a well-connected network of walkable streets and paths. Incorporating these best practices can help build alternative neighborhoods to the common sprawling developments seen across the country.

The long-term benefits of forward-thinking planning and design practices are often well worth the required effort, additional cost, and coordination. Outdated zoning ordinances can prove an initial challenge, but the success of one well-designed community can serve as a catalyst for promoting better neighborhood planning in the surrounding region for years to come.

The following principles help shape Jubilee into becoming an ecologically, socially, and economically sustainable community. These principles ensure that Jubilee becomes a lively destination for residents and visitors alike, remains well-rooted in its historical and local context, and promotes a healthy lifestyle through connectivity on various scales. Communities developed without these principles, such as residential subdivisions with single-use 1-acre lots, create sprawl, traffic, and a negative impact on the county taxpayers.



### **Discernible Center**

A neighborhood has a dense, mixed-use center and often a public square, green or memorable street corner. Prominent sites, important vistas and street terminations allocated for civic, communal and educational buildings and uses.



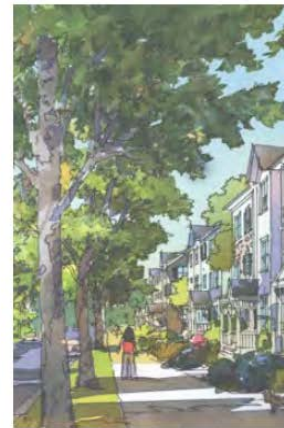
### **Mixed-use & Diversity of Housing Types**

A complete neighborhood incorporates dwelling types to provide housing opportunities for a variety of residents so that younger and older persons, single households, and families may continue to live in the same neighborhood as housing needs change.



### **Walkability**

Residents live within a five or ten minute walk from the village center. Elementary schools, parks and playgrounds are within walking distance.



### **Public Realm**

Narrow, tree-lined streets with buildings close to the street create well-defined pedestrian oriented spaces that promote traffic-calming. Parking lots and garages are located in rear or side alleys.



### **Greenspace**

A network of linear parks, trails, green space, conserved land and urban agriculture are located throughout the community. Connectivity to green space is easily accessible to all residences.



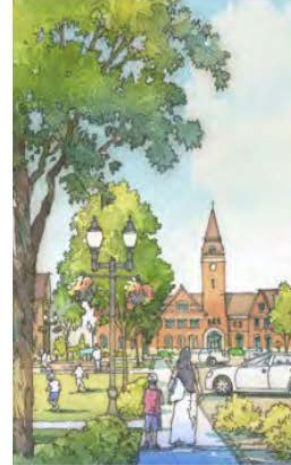
### **Conservation**

Conservation and protection of environmentally sensitive areas. Incorporation of open space, wetlands and conservation land throughout the community. The conservation of land increases community aesthetics, promotes environmental goals and provides opportunities for community connectivity to nature.



### **Connectivity, Transportation & Accessibility Alternatives**

A variety of pedestrian, bicycle and vehicular routes are provided. Streets are interconnected by a grid or modified grid to allow alternative routes, promote narrow streets and avoid dead-ends and cul-de-sacs. The street network disperses traffic and way-finding is intuitive, making the neighborhood easily navigated. Multi-use trails are incorporated throughout the community.



### **Neighborhood Organization & Structure**

Neighborhoods are organized to be self-governing with a formal association deciding matters of maintenance, security, physical change. This allows the ability to accommodate flexibility and change.

## **SITE DESCRIPTION AND CURRENT USE**

Located on the perimeter of expanding suburban development from the Pensacola Bay area, the Jubilee community is well-positioned to offer easy access to regional amenities while maintaining the quality and pace of small-town life. A rich regional history and engaging cultural life paired with the diversity of recreational opportunities play a major part in the area's success as a premier destination within the Florida Panhandle.

The property is comprised of +/-2,718 acres, representing one of the largest undeveloped tracts of land in Santa Rosa County. Site access occurs via Luther Fowler Road and Berryhill Road to the south, Mahogany Drive, and Willard Norris Road to the west and north respectively. Pond Creek defines the eastern boundary of the site. Pond Creek is fed by two onsite tributaries, including Hurricane Branch, which bisects the property.

The site is vacant of any vertical structures providing the ability to create a sustainable master-planned development. The predominant vegetation consists of planted Lobby Pines, with Live Oaks, Yaupon Holly, and other lowland plant species near and within the riparian areas and wetlands.

Elevation change across most of the site is gradual, falling into two main riparian corridors. The highest portions of the site are in the northwest corner and exceed in elevation of 200' MSL. The lowest portion of the site, along Pond Creek on the eastern boundary, is appropriately 30' above MSL. A slope analysis of the property illustrates degrees of slope across the entirety of the site with drainageways, stream channels, and areas previously disturbed by construction activity possessing the most severe grade change. (See Attachment B / Site Topography). An aspect analysis reflects the solar orientation across the site, aiding in spatial planning and the positioning of structures to maximize energy efficiency or to determine the best orientation for amenity spaces. (See Attachment C / Site Aspect).

## **ZONING**

The site is currently zoned AG-RR. The proposed zoning classification is Town Center Core (TC-1) with conditions. See Zoning Conditions. The existing AG-RR zoning allows for 1 dwelling unit per acre with a minimum lot size of 1-acre. The proposed zoning is TC-1 limited to 2.95 units per acre which is 50% less dense than some of the adjoining properties to the boundary on the south and east of the subject property.

## **FUTURE DEVELOPMENT MAP**

The Official Future Land Use Map identifies the future land use designation for the property as Agricultural. The proposed use will require a Future Land Use amendment to Mixed Residential Commercial. The limitation of 2.95 UPA will provide a transition from higher density to lower density.

## **PROPOSED USE**

Jubilee is designed to accommodate the wide range of uses necessary to serve the residents of Jubilee and the surrounding area. Commercial uses located near residents reduce traffic congestion and the need for the continued expansion of public infrastructure. Most residents of Jubilee will live within a 10-minute walk of commercial areas and/or a neighborhood park (See Attachment "D", Pedestrian Sheds). The traffic impact analysis shows Jubilee's design will reduce traffic by 23% because most residents will live within walking distance of amenities that they normally would have to drive.

### Commercial Uses

Jubilee will contain a variety of commercial uses and forms ranging from small boutique-style retail, office, and restaurants within the Village Center, to larger retailers in the Town Center and along the node at Berryhill Hill Road. Small commercial uses in the form of live-work units or pop-up retailers are proposed within the neighborhoods, particularly along of edges of neighborhood parks and recreational areas.

The Village Center, located near the geographic center of Jubilee, contains a village green surrounded by small retailers, offices, and restaurants. Most of the buildings in the village center will be three stories and contain residential uses above the street-level retailers. An amphitheater is located adjacent to the village green providing a venue for performances of various types. Located nearby is Jackson's Park, an oval-shaped park containing a lake, walking paths, benches, and shade trees. A site is reserved for a civic use on the northern edge of the park.



Jackson's Park

The Jubilee Town Center is located along Willard Norris Road, at the intersection of Willard Norris Road and the future parkway connecting Willard Norris Road to Berryhill Road. Due to the site's proximity to these major arterials, larger retailers dependent upon a larger population base and traffic count will be located here.

#### Institutional and Civic Uses

Three school sites have been incorporated into the master plan of Jubilee. A site for a high school and middle school is located along the proposed parkway near the intersection of Willard Norris Road. The site will be large enough to accommodate the needs of a modern school system, including educational buildings and sports programs. An elementary school site is located in the southwestern portion of the site. This school is embedded within the fabric of a neighborhood, enabling children to walk to school. Both school sites are located near the edges of Jubilee to accommodate the residents of the surrounding area.

Several sites within the village are reserved specifically for civic uses such as churches and community buildings. These sites are located in the most prominent locations, fostering civic engagement and structure. While not included in open space area calculations, these sites are an extension of the open space areas and will remain as open spaces until a civic building is constructed.

#### Medical Uses

Jubilee, through partnerships and alliances with a major healthcare system, contains a 30+ acre campus for a community healthcare facility with healthcare delivery options. This opportunity is anticipated to include a range of services including Outpatient Surgical/Imaging Centers, Doctor's Offices/Clinics, Wellness/Fitness Centers, Rehab Facilities, and a short-term stay in-patient Acute Care Hospital.



Artist Illustration of Jubilee Village Center

Residential Uses

As in Pre-WWII towns and villages, a variety of residential unit types are proposed, ranging from single-family detached, single-family attached, and multi-family units. Providing a wide range of unit types strategically located within the various neighborhoods will ensure a more sustainable and resilient community in the future. The single-family detached lots will vary in size and are broadly described as: Estates, Manors, Village, Cottage, and Bungalow lots. There is no minimum lot size or frontage requirement. Side yard setbacks will also vary depending on context and lot type, but will in no case violate current International Fire Code , International Building Code, or local fire protection requirements.

Single-family attached units will be contained in various unit types such as mansion flats, townhouses, and small apartment buildings containing 4-8 independent living units. Multi-family units will be in the form of courtyard apartment buildings and garden apartments. Apartments will also be in the Village Center above the street-level retail uses, and above businesses along the edges of neighborhood parks.

The majority of single-family attached and detached structures will have garages or parking areas accessed from the rear of the structure by a service lane or alley. Structures that are not accessed by an alley will be accessed by drives from the street. Garages will either be recessed from the primary facade of the structure or entered from the side.

Jubilee will help to meet the growing demand for housing and to make housing affordable, particularly for military families, law enforcement, first responders, and firefighters. By providing a variety of housing types and sizes, affordability, and availability is easier achieved than within subdivisions with a narrow range of house types and sizes. It is the intent of the developer to leverage all options available

to enhance affordability and preserve affordable housing stock in the future. This will be accomplished by participating in funding and tax credits programs approved by the State of Florida.

While lot sizes and structure types vary, each structure will address the public realm in a similar, well-intentioned manner, meaning the structures will be located close to the street, framing and enhancing the public realm. Important structures such as those used for civic uses or places of worship may be set back from the street or set closer to the street than the adjacent structures. This differentiates the building and sets it apart as an important structure.

## **SCHOOLS**

Three school sites totaling approximately 79 acres are proposed to be located within Jubilee. A 64-acre site near Willard Norris Road has been set aside for a high school and middle school. This site is accessed from the proposed parkway near the intersection with Willard Norris Road. A 15-acre elementary school site is located near the southern boundary of the project. The site is located within the neighborhood block structure, enabling and promoting walkable options for students and families.

The developer of Jubilee has communicated with Santa Rosa County School District administration to identify the best potential options available to meet the educational needs of the surrounding area and future residents of Jubilee. These options include 1) a fee-simple donation of at least two school sites mentioned above to the Santa Rosa County School District, 2) the development of educational facilities (schools and ancillary/auxiliary spaces) that will be designed with input from the school district and constructed at the sole expense of the developer. These schools and ancillary/auxiliary facilities will be considered public schools designed to accommodate students living within the Jubilee development, as well as students living outside of the Jubilee development (school attendance zone and school choice). It is anticipated that the schools will be staffed and operated by the Santa Rosa School District, and/or 3) a proportionate share mitigation fee assessment to offset the impact on the school system and current resident taxpayers.

For large-scale rezoning and future land use map amendments for residential developments of greater than 10 acres, Santa Rosa County staff will provide a school impact analysis.

## **FIRE DEPARTMENT, LAW ENFORCEMENT, AND EMERGENCY MANAGEMENT**

The developer of Jubilee has communicated with the Pace Fire Rescue District and the Santa Rosa County Sheriff's Department regarding the establishment of sites necessary to accommodate the development and improve services to the existing, surrounding subdivisions. As a result of these conversations, Jubilee Development Group, LLC shall donate a 2-acre site for the establishment of a fire department and emergency services facility. The site shall be located near the (future) Luther Fowler Road roundabout. Jubilee Development Group, LLC shall donate a 1-acre site near the intersection of Willard Norris Road and the further North-South Connector for the purposes of establishing a Sheriff's Department substation.



## INTEGRATED AGRICULTURE

Centrally located near the Jubilee Village Center is a +- 23-acre educational farm. The farm is designed and sized to be professionally managed and will offer the opportunity for residents to engage in farming activities such as the growing of fruits and vegetables, fruit trees, beekeeping, and raising chickens for eggs. The land occupied by the farm will be owned by a land trust, ensuring the open space remains in perpetuity. The farm contains mixed-use buildings for restaurants and retail adjacent to food production areas to create a synergy between food production and the end-user. The proximity of the farm to park areas, trail system, and bike paths create an extension of the conservation and open space areas which creates a relationship between the farm and recreational uses. Educational opportunities with the schools within Jubilee will be available and encouraged. This will provide school-aged kids the ability to experience a working farm and engage in agricultural activities (See Attachment E / Jubilee Farm).

Primary vehicular access to the farm is provided by several points from within the Jubilee neighborhoods. Commercial and maintenance vehicles are provided access from the parkway, separating, and preventing regular truck traffic from entering the neighborhoods.



Jubilee Farm

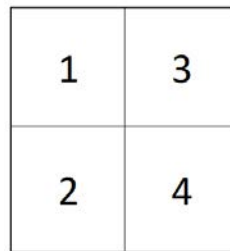
In addition to the farm, each neighborhood is designed to accommodate a community garden for residents to share in the joy of growing fruits and vegetables. Each community garden will be located within an easy stroll from each home in the neighborhood and will be governed by representatives living within the neighborhood itself.

Equestrian Farm

One of the neighborhoods within Jubilee contains an equestrian farm. Totalling approximately 22 acres, the farm contains ample space for a barn with common rooms, tack, and feed rooms. Other amenities include a riding arena, paddocks, and pastures. The farm is surrounded by a drive with homes oriented toward and facing the open space area created by the farm. In a manner similar to the Jubilee Farm, the land occupied by the equestrian farm will be owned by a land trust, ensuring the open space remains in perpetuity. In addition to riding areas on the farm itself, certain trails contained within the Jubilee trail system will be open to equestrians.

**PHASING**

Obviously, a development of the size and scope of Jubilee will occur over the course of many years and as market conditions dictate. Currently, the development of Jubilee has been organized into four quadrants defined by the proposed parkway and Hurricane Branch. Quadrant 1 is located to the NW, quadrant 2 to the SW, quadrant 3 to the NE, and quadrant 4 to the SE. (See Attachment F / Phasing Plan).



Quadrant Phasing

Each quadrant is divided into smaller phases within the quadrant, and construction in separate quadrants may occur at the same time. For instance, the initial construction of Jubilee will begin with Phase 101 (located in quadrant 1) and 201 (located in quadrant 2) being under construction simultaneously. The timing of the phases also does not necessarily correspond to the quadrant number. For example, the construction of Phases 401 and 402 will likely occur before the construction of 301 due to the nature of land uses in the phases.

**ARCHITECTURE**

The neighborhoods surrounding the Village Center draw strongly from the architectural styles and building types of surrounding historical communities, emphasizing classic design principles and architectural character while fostering a community that is firmly rooted in place. A rich variety of architectural styles common to the region will be incorporated. These styles include but are not limited to Gothic Revival, Frame Vernacular, Queen Anne, Colonial Revival, Classical Revival, Craftsman, Louisiana/French Colonial, and Low Country/Tidewater.

Pattern Books are intended to serve as a guide for site planning and architecture for each neighborhood, providing continuity and subtle distinction between the neighborhoods. The Pattern Book for one of the first neighborhoods to be constructed (Phase 201) is included for reference (See Exhibit A, Patterns for Placemaking).

### **CONSERVATION, COMMON OPEN SPACE, AND ENVIRONMENTAL PROTECTION**

Jubilee contains approximately 1,317 acres (48%) of open space in the form of conservation and preservation areas, active and passive recreation areas, neighborhood parks, parklets, farms, and pasturelands. Wetlands occupy approximately 541 acres (41%) of the open space areas, including 184.20 acres of wetlands contained in an existing, permanent conservation easement. The preservation of Gopher Tortoise habitat will be protected by the establishment of two Gopher Tortoise preserves. Two such areas are shown on the Concept Plan, with one area adjacent to the farm for the potential for educational opportunities among the residents of Jubilee and visitors to the farm.

Jubilee is rich in ecological diversity, particularly within and adjacent to environmentally sensitive areas such as wetlands and the riparian areas associated with Hurricane Branch and Pond Creek. A map of wetland areas is provided as Attachment "G". A Wetland Delineation Report for the entire tract was prepared by Wetland Sciences, Inc. and is provided as Exhibit B.

### **STORMWATER AND DRAINAGE**

Surface water features include Pond Creek along the eastern boundary of the tract, as well as various tributaries such as Hurricane Branch.

To mitigate the potential of pollutants suspended in surface runoff and preserve water quality, enhanced buffers will be established. Stormwater retention and water quality ponds will be utilized throughout the development to mitigate the potential for flooding and provide the opportunity for pollutants to be removed from stormwater. All retention ponds will be designed and constructed in accordance with the rules and regulations as contained in the Santa Rosa County Land Development Code and Florida Statute 62-25 (FDEP). Prior to issuing a Development Order, Santa Rosa County will review all construction plans and design documents to ensure that the drainage elements are in accordance with all State and local standards.

The existing stormwater problem area adjacent to Luther Fowler Road will be addressed by providing an area for stormwater retention and flood control between the northern right-of-way of Luther Fowler Road and any development within Jubilee.

### **VEHICULAR ACCESS, CIRCULATION, PARKING, AND TRAFFIC GENERATION**

Vehicular access to Jubilee is provided from Willard Norris Road and Mahogany Drive on the northern boundary, Luther Fowler Road on the southwestern boundary, and from Berryhill Road along the extreme southern-eastern boundary. A proposed parkway connecting Willard Norris Road and Berryhill Road passes through the site, serving to distribute traffic from the existing street network surrounding the site. The parkway also extends through the neighboring Parkland Place development, ensuring full

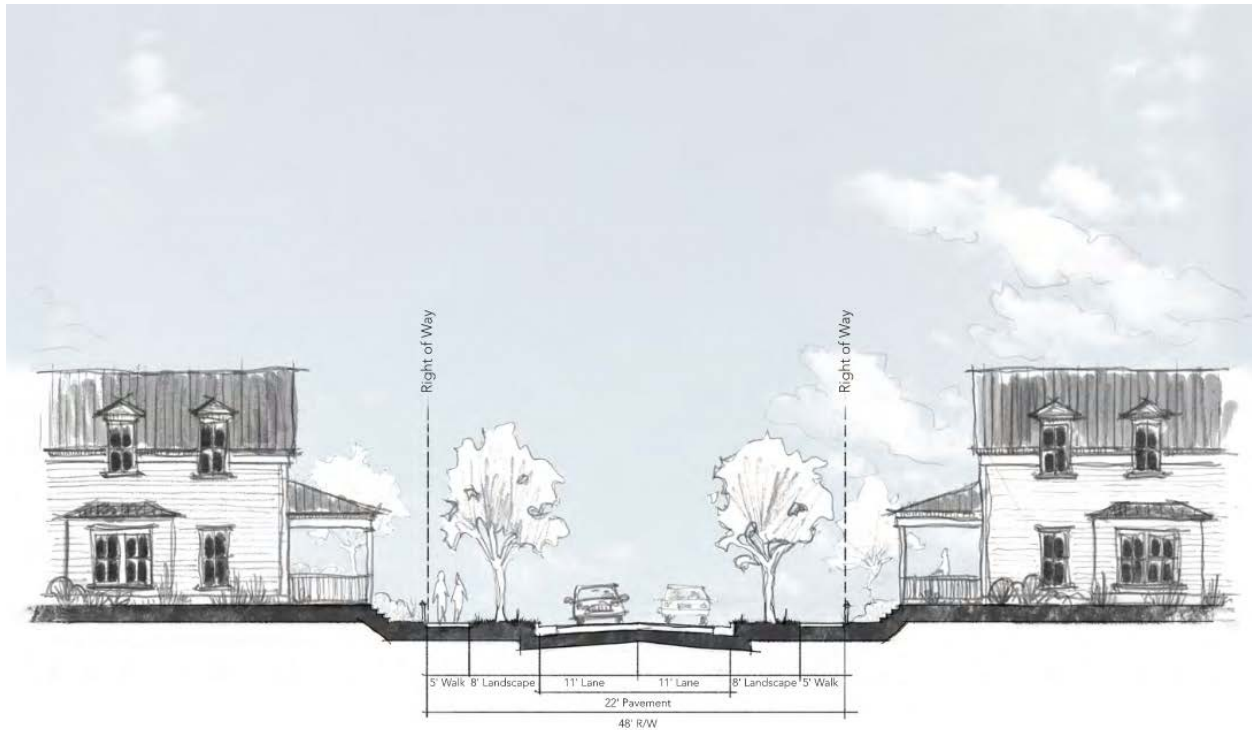
interconnection with Berryhill Road. A multi-use trail for bike and pedestrian use will be constructed along one side of the parkway, providing a connection to the trail system within Jubilee.



Parkway Cross-Section

The parkway incorporates roundabouts at important nodes, serving to calm and slow traffic. This is particularly important in the future as the parkway will be a vital arterial, providing a north-south traffic solution between Willard Norris Road and Berryhill Road, and providing a connection to Hwy. 90. This connection will decrease traffic congestion and dependence on Chumuckla Highway, Berryhill Road, and Anderson Lane.

The street system within Jubilee is designed as a traditional, gridded system, utilizing dead-end cul-de-sacs only in rare instances due to topographic or environmental constraints. The gridded street system distributes vehicular traffic throughout the site, establishing alternative routes and thus preventing traffic congestion.

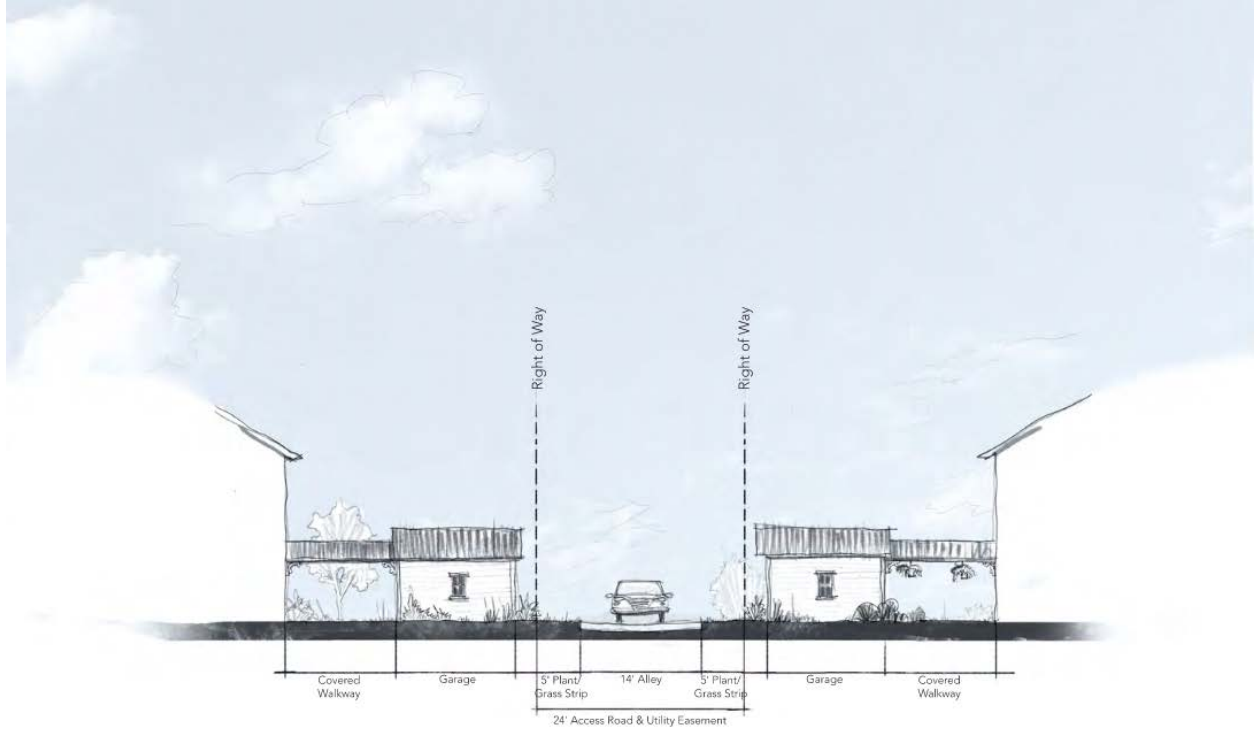


Jubilee Typical Street Section

All streets within Jubilee are designed for pedestrians as well as vehicular traffic, with sidewalks located on both sides of the streets except in unique situations. The sidewalks will be a minimum of 5 feet wide and extend to trailheads linking the sidewalks to the vast trail system. The sidewalk network, coupled with the trail system will provide a complete system of pedestrian connectivity to all of Jubilee and the surrounding area.

Street widths will vary depending on projected vehicular volume and on-street parking characteristics. Except for the Village Center, a planted verge with street trees will separate vehicular traffic from the sidewalk. This will serve to slow traffic and protect the pedestrian. In the Village Center, the sidewalk will extend to the curb, creating a wide sidewalk adjacent to storefronts with trees planted in tree wells.

The majority of homes in the interior of Jubilee will have garages placed in the rear of the structures and accessed by alleys and service lanes. Utilities such as power and telecom services will be placed in the alleys, enhancing the public realm of the streets, and reducing the number of driveways accessing the streets. The alleys will be located in a 24-foot-wide easement and have a drive minimum width of 16 feet.



Alley Cross-Section

With the exception of the parkway, all streets within Jubilee will be privately owned and maintained by the Jubilee Community Development District. The parkway is to be constructed by the developer and conveyed to the county.

As a general rule, off-street parking areas will be located in the rear and to the sides of buildings. This requirement places the buildings close to the street, further calming vehicular traffic and creating a framework for the enhancement of the public realm.

Due to the mixed-use character of Jubilee and the importance placed upon the creation of complete neighborhoods and alternative means of transportation, the internal capture of vehicular traffic is increased. A detailed Traffic Impact Analysis projecting traffic volumes and proposed improvements is included as Exhibit D.

### **SANITARY SEWER**

Pace Water System, Inc. provides sanitary sewer for the area. An existing 18" sanitary sewer line is located along Chumuckla Hwy., and an existing sanitary sewer system serves various developments along Luther Fowler Road and Berryhill Road.

#### **Current Data\*:**

Pace Water System, Inc.

Maximum Capacity: 5.0 million gallons per day

Average Flow: 1.46 million gallons per day

\*Data obtained from the Santa Rosa County Planning Department

A letter from Pace Water Systems, indicating their capacity to accommodate the development is attached as Attachment "H". Capacity projections consider capital improvement programs normally carried out by the system during the course of operations. Additionally, wastewater treatment facilities permitted in the State of Florida are required by Section 62-600.405, Florida Administrative Code (F.A.C.) to "provide for the timely planning, design, and construction of wastewater facilities necessary to provide proper treatment and reuse or disposal of domestic wastewater and management of domestic wastewater residuals". Section 62-600.405 F.A.C. also provides requirements for such facilities to submit periodic capacity analysis reports, construction permit and operating permit applications for expanded facilities required to meet projected demands.

#### **POTABLE WATER**

Pace Water System is prepared to provide water to the portion of Jubilee that lies within the Pace Water Service District as well as any other portions of Jubilee that cannot be served by Chumuckla Water System.

Waterlines are located along Luther Fowler Road, and upgrades to the system are anticipated during the course of development.

##### **Current Data\*:**

Pace Water System, Inc.

Maximum Capacity: 17.482 million gallons per day

Average Flow: 4.716 million gallons per day

##### **Projected Year 2030 Data\*:**

Pace Water System, Inc.

Maximum Capacity: 17.482 million gallons per day

Average Flow: 5.096 million gallons per day

##### **Projected Year 2040 Data\*:**

Pace Water System, Inc.

Maximum Capacity: 17.482 million gallons per day

Average Flow: 5.820 million gallons per day

\*Data obtained from the Santa Rosa County Planning Department

A letter indicating the utility's capacity to accommodate the development is attached as Attachment "H".

Chumuckla Water System, Inc. will provide potable water to Jubilee. A 6" waterline is located along Chumuckla Hwy., a 12" waterline is located along Willard Norris Road, and a 6" waterline is located along Luther Fowler Road. Upgrades to the system are expected during the course of development.

##### **Current Data\*:**

Chumuckla Water System

Maximum Capacity: 2.25 million gallons per day

Average Flow: 0.400 million gallons per day

**Projected Year 2030 Data\*:**

Chumuckla Water System

Maximum Capacity: 2.25 million gallons per day

Average Flow: 0.432 million gallons per day

**Projected Year 2040 Data\*:**

Chumuckla Water System

Maximum Capacity: 2.25 million gallons per day

Average Flow: 0.493 million gallons per day

\*Data obtained from the Santa Rosa County Planning Department

A letter from Chumuckla Water System, indicating their capacity to accommodate the development is attached as Attachment "1".

**SOLID WASTE DISPOSAL**

Solid waste disposal services for Jubilee will be provided by private contract vendors. The Central Landfill has sufficient capacity to meet demand through the Year 2065 under current and projected operating conditions. The current active section consists of 39.03 acres of Class I and 44.27 acres of Class III. The proposed application is not expected to create capacity problems for the Santa Rosa County Landfill.

**PARKS, RECREATION, AND OPEN SPACE**

Information provided by the Santa Rosa County Planning and Zoning Department indicates that Santa Rosa County has currently 177,725 acres of conservation/recreation future land use. The proposed development will not degrade the level of service for parks, recreation, and open space.

Policy 7.1.B.5 of the Santa Rosa County Comprehensive Plan states: Planned Unit Developments and other large developments containing large-scale residential development in excess of 300 residential units shall provide neighborhood-sized active parks, playing fields, usable open space, trail systems water access or other recreational or open space areas/facilities available to the development within the development.

Jubilee will provide a comprehensive system of parks and natural areas to meet the recreational needs of residents of Jubilee and the surrounding area. The system will consist of neighborhood parks with swimming pools, parklets, active recreation areas with ball fields, and passive recreation areas. The various park amenities will serve to meet the recreational demands of the residents of Jubilee without placing increased demand on existing parks in Santa Rosa County.

Open space areas will be owned and maintained by the Jubilee Community Development District and overseen by the various neighborhood Homeowners Associations within Jubilee. (See Attachment J / Conservation and Open Spaces)

**TRAIL SYSTEM**

Jubilee has the unique opportunity to preserve and conserve approximately 48% of the landmass as open space. A vast, +/-20-mile trail system will be located in the open space and will be composed of various types of trails ranging from 8-10' wide multi-use trails to sidepaths, woodland trails, and



equestrian trails. The trails will link neighborhoods together and decrease dependence upon the automobile. Bikes and golf carts will be encouraged to utilize the trail system, further decreasing automobile dependency, and providing alternative modes of transportation within Jubilee. (See Attachment K / Trail System)



Trail Cross Sections

### **ARCHEOLOGICAL AND HISTORICAL IMPACTS**

As a component of previous development proposals on the site, Pan America Consultants conducted a Phase I Archaeological and Historical Survey, including a Phase II testing and evaluation on a particular site within the landmass. Although diagnostic artifacts were recovered from various sites, none yielded materials or data indicative of significant research potential. As a result, no further archaeological work or historic research was recommended nor do the sites meet the minimum criteria for NRHP eligibility.

In the unlikely event that significant archaeological artifacts, features, or sites should be uncovered during the course of development, a consulting archeologist and the State Division of Historic Resources will be notified. If human remains are found, then State Statute 872.05, the Unmarked Human Grave Act, will apply.

### **ECONOMIC IMPACTS**

An Economic Impact Analysis has been prepared by The Haas Center of the University of West Florida and accompanies the zoning application. (See Exhibit "C")

### **BUFFERS**

Buffers will be established along the exterior boundary of the subject property where the property line is adjacent to residential and/or agricultural uses. The average width of the buffer will be 50 feet wide, but will vary depending on site layout constraints. In no case will the buffer be less than 25 feet. Buffer areas will be owned and maintained by the Jubilee Community Development District. Buffers shall be allowed to return to a natural state of vegetation provided that sound forestry practices may be utilized to keep vegetation in a healthy state. Access alleys, stormwater basins, and drainage features shall be

allowed in the buffer areas.

Those areas subject to an approved preliminary plat as of the date of rezone approval are not subject to the above-stated buffer dimensions.

#### **JUBILEE COMMUNITY DEVELOPMENT DISTRICT**

The proposed Jubilee Community Development District (CDD) will offer residents a broad range of community-related services and infrastructure to help ensure the highest quality of life possible. The CDD's business is conducted in the "Sunshine," which means all meetings and records are open to the public. Public hearings are held on CDD assessments, and the CDD's budget is subject to an annual independent audit.

Working in concert with the neighborhood's homeowner's associations, many of the maintenance functions normally the responsibility of the homeowner's associations become the responsibility of the CDD. Residents and property owners in a CDD set the standards of quality, which are then managed by the CDD. The CDD provides for the maintenance and upkeep of the parks, trails, and open spaces. This consistent, quality-controlled method of management helps protect the long-term property values within the community.

The Jubilee CDD is structured to allocate 10% of the net proceeds of potential bonds which may be issued by the CDD to finance offsite improvements such as impacted road segments or stormwater mitigation. The identification of offsite improvements will be determined by the Jubilee CDD Board of Supervisors in cooperation with Santa Rosa County. This will ensure an immediate funding mechanism to improve offsite road segments and intersections affected by traffic congestion.

Any project, facility, or service within or outside the boundaries of the CDD which is required by this rezoning approval may be undertaken and completed by the CDD.

## **INTERNAL CONSISTENCY WITH THE SANTA ROSA COUNTY COMPREHENSIVE PLAN**

The thoughtful and creative planning of Jubilee is consistent with the objectives stated in the Santa Rosa County Comprehensive Plan by promoting mixed-used compact design, the preservation of natural resources and open spaces, incorporation of civic and institutional uses, and providing a variety of housing types. All of these elements serve to combat urban sprawl, promote a sense of place, and reduce the impact on public infrastructure.

***Goal 1.1: Manage the future development of Santa Rosa County in a manner consistent with the ability to provide adequate infrastructure and quality of life-related services and facilities to citizens, while protecting important natural and economic resources***

***Objective 1.1.B: Maintain a Land Development Code that implements this Plan and provides a cost-effective, flexible, and innovative regulatory framework for land development activities within Santa Rosa County.***

*Policy 1.1.B.2: The Land Development Code shall include innovative land development regulations such as Planned Unit Developments for the purposes of creating mixed-use developments, developments that preserve natural resources or farmland, and developments that combat urban sprawl.*

The compact, mixed-use design of Jubilee conserves approximately 48% of the landmass as open spaces, providing a graceful transition to adjacent farmlands. The transition is achieved by providing buffers of various widths between adjacent tracts, and preservation of open space, and the transition of density from single-use 4-6 UPA along the southern boundary to 1 UPA along the northern boundary.

Urban sprawl is combatted by providing an alternative to single-use residential development on one-acre lots. The current AG-RR zoning classification allows for the development of one-acre lots without any requirement for open space preservation. The proposed maximum density of 2.95 UPA provides a transition from 4-6 UPA along the southern boundary of the subject tract to the northern boundary of the tract along Willard Norris Road where the currently allowed density is 1 UPA.

The TC-1 zoning classification is the only zoning classification allowed in Santa Rosa County that will allow for innovative mixed-use developments and compact design. Although Jubilee is not eligible to be zoned as a Planned Development, certain features of the plan are binding, such as the general area of development on the tract, total land preserved as undeveloped, maximum density, and road continuation from the Parkland Place development to Willard Norris Road, creating a complete connection between Berryhill Road and Willard Norris Road.

*Policy 1.1.B.4: The development approval process shall ensure new development and redevelopment includes appropriate stormwater management systems consistent with the adopted drainage level of service, natural drainage patterns and soil conditions.*

Stormwater management will be provided in accordance with Santa Rosa County and the Northwest Florida Water Management District regulations. The stormwater system will include surface and subsurface stormwater conveyance systems, and stormwater detention ponds.

***Objective 1.1.D: To ensure the protection of natural resources and historical resources.***

*Policy 1.1.D.7: The County will coordinate with the Florida Department of State, Division of Historical Resources to ensure the identification and preservation of significant archeological and/or historic sites or structures within the County, including all sites listed on the Florida Master Site File. The County will require the cessation of land disturbing activities any time artifacts with potential historical significance are revealed during construction activities on any site with potential historical significance. The purpose of the cessation is to allow time to determine the significance of any artifact or historical evidence found on the site. The cessation may be lifted upon such determination. Normally, determination will be made by those approved to make such determination by the Office of the Secretary of State, Division of Historical Resources.*

Archaeological and Historical Surveys have been performed on the site, including a Phase II testing and evaluation on a particular site within the land mass. As a result of these surveys, no further archaeological work or historic research was recommended nor do the sites meet the minimum criteria for NRHP eligibility. In the event an artifact or historical evidence is found during construction, the contractor will be informed to cease work immediately.

***Objective 1.1.E: To discourage the proliferation of urban sprawl that might create a financial hardship for the County at some point in the future.***

*Policy 1.1.E.2: No future land use category may be changed and no rezoning may be approved unless a finding is made that the change in land use or land use classification or zoning category will promote compact development and discourage urban sprawl. The Santa Rosa County Board of County Commissioners shall be responsible for making such finding upon receipt of a report from the Zoning Board. The County may consider the following indicators of Urban Sprawl when considering amendments to this Plan:*

- 1) Promotes, allows, or designates for development substantial areas of the County to develop as low intensity, low density, or single-use development or uses;*
- 2) Promotes, allows, or designates significant amounts of urban development to occur in rural areas at substantial distances from existing urban areas while not using undeveloped lands that are available and suitable for development;*
- 3) Promotes, allows, or designates urban development in radial, strip, isolated, or ribbon patterns generally emanating from existing urban developments where adequate urban services are not available or planned;*
- 4) Fails to adequately protect and conserve natural resources, environmentally sensitive areas, natural groundwater recharge areas, lakes, rivers, shorelines, beaches, bays, estuarine systems, and other significant natural systems;*
- 5) Fails to adequately protect adjacent agricultural areas and activities including silviculture, active*

*agricultural and silvicultural activities, passive agricultural activities, and dormant, unique, and prime farmlands and soils;*

*6) Fails to maximize use of existing public facilities and services;*

*7) Fails to maximize use of future public facilities and services;*

*8) Allows for land use patterns or timing which disproportionately increase the cost in time, money and energy of providing and maintaining facilities and services, including roads, potable water, sanitary sewer, stormwater management, law enforcement, education, health care, fire and emergency response, and general government.*

*9) Fails to provide a clear separation between urban and rural uses;*

*10) Discourages or inhibits infill development or the redevelopment of existing neighborhoods and communities;*

*11) Fails to encourage a functional mix of uses; and*

*12) Results in poor accessibility among linked or related uses.*

The plan of Jubilee contains a vital vehicular connection between Berryhill Road and Willard Norris Road. The connection is designed as a divided median parkway with roundabouts at various key nodes. The parkway is a continuation of the road approved as part of the Parkland Place Development which lies on the southern border of Jubilee.

Jubilee, by design, is a compact, mixed-use development containing restaurants, shopping, and entertainment venues, as well as two school sites, civic sites, and a medical campus. The preservation of environmentally sensitive areas and the conservation of open spaces is established by setting aside approximately 48% of the landmass as an area protected from development and conserved as environmentally sensitive areas or used for active or passive recreation. These elements, including the establishment of farms within the Jubilee development, further promote, is consistent with, and fosters the above-stated policies.

In contrast, if the property is developed as one-acre lots as currently allowed by the AG-RR zoning classification, the goal of this policy cannot be realized. The development of the tract into one-acre lots would, in all likelihood, be accomplished without the use of privately owned streets because the revenue necessary to maintain the streets cannot be generated by fees collected from the homeowners. The streets would therefore be county-owned streets, further stressing county financial resources.

Streets, parks, recreational facilities, and open spaces will be owned and maintained by the Jubilee Community Development District, relieving Santa Rosa County from the financial burden of maintenance of the facilities, while still receiving property tax income from property owners within Jubilee. Further, Jubilee will allocate 10% of the net proceeds of potential bonds which may be issued by the District to finance offsite improvements such as impacted road segments or stormwater mitigation. The identification of offsite improvements will be determined by the Jubilee CDD Board of Supervisors in cooperation with Santa Rosa County.

*Policy 1.1.E.3: Requested FLUM changes from an Agriculture Category to a Residential category shall be considered using the following criteria:*

- A) Consistency with this Plan;*
- B) Compatibility with the surrounding areas, compatibility may be achieved through design;*
- C) Whether or not the proposed amendment is located adjacent to areas already within a Residential category;*
- D) The availability of adequate infrastructure using the planning area framework developed within the Plan's supporting documentation for water and sewer utilities as well as LOS analysis; and*
- E) The suitability of the proposed site for the proposed type of development considering the character of the undeveloped land, soils, topography, natural resources, and historic resources (if any) on site.*

The plan of Jubilee supports the Objectives and Policies of the Santa Rosa County Comprehensive Plan by promoting a compact form of development of a mixed-use character and the preservation of open space. The project, which is primarily residential in nature, is compatible with the adjacent residential areas but meets the objectives and policies of the Comprehensive Plan by providing a higher density, compact design of a mixed-use nature. By providing commercial uses and open space amenities in proximity to existing, strictly residential areas, congestion on existing roads and streets will be reduced. The existing and proposed infrastructure will support the proposed development as evidenced by the supporting documentation contained in this report.

The design of Jubilee was created in direct response to the physical characteristics of the site, responding to topography, the protection of environmental areas, and the location of existing infrastructure. The design draws upon the rich character of the region. Proposed uses contained within Jubilee are in direct response to the physical location of the site, existing surrounding use, and development trends in the region.

*Policy 1.1.E.4: Land use densities may be increased (pursuant to Plan amendments) in urban areas that can accommodate the additional demand created by increased densities. This policy is intended to direct higher density land uses to those areas of the County with infrastructure capacities sufficient to meet demands and to those areas of the County with infrastructure capacities in excess of current or projected demand. Further, it is the intent of this policy that the rural, agrarian planned uses of north Santa Rosa County be preserved and protected to the maximum extent possible without violating the rights of the owners of the property to maximize the use of their land in agricultural endeavors including the formation of capital to facilitate such endeavors (i.e., borrowing against property or equipment).*

Adequate infrastructure in the form of existing and proposed roadways, water, sewer, reuse water, and parks and recreation will support the proposed Jubilee development. This request is therefore consistent with this policy. The mixed-use character of Jubilee, coupled with a modest increase in density from what is currently allowed, will allow for the continuation of a north/south connector to Willard Norris Parkway and ease development pressures north of the site.

***Goal 2.1: To provide a safe, cost-effective, and functional multi-modal transportation system for all residents of and visitors to Santa Rosa County that appropriately balances access and mobility needs with the growth and development of the County.***

***Objective 2.1.A: Provide and maintain a safe, convenient, efficient, and cost-effective roadway network for present and future residents.***

The developer of Jubilee is responsible to pay all costs for the construction of the street network within the project. The streets are proposed to be private, with the cost of maintenance remaining the responsibility of the Jubilee Community Development District in cooperation with neighborhood homeowners' associations. The Jubilee CDD ownership/maintenance of Jubilee's internal streets relieves Santa Rosa County of the burden of that cost. The proposed north/south parkway, however, will be transferred to Santa Rosa County. This creates a new public right-of-way connecting US 90 to Willard Norris Road.

***Goal 3.1: Ensure the provision of safe, affordable and adequate housing for the current and future residents of Santa Rosa County.***

***Objective 3.1.A : Provide a regulatory environment that encourages a competitive housing market between private sector housing providers and encourages the provision of housing for all present and future residents, including workforce, college graduates, and low-income households.***

The design of Jubilee contains a variety of housing types that will provide for the housing needs of residents from all walks and stages of life. See Proposed Use for a description of the housing types. Costs of the various housing types will, of course, vary based on economic and market conditions. It is the intent of the developer to leverage all options available to enhance affordability and preserve affordable housing stock in the future.

***Goal 4.3 : The provision of an environmentally safe and efficient stormwater management system that protects from flood damage and protects surface and groundwater quality.***

***Objective 4.3.A : To coordinate the increase in capacity of stormwater facilities with meeting future needs and environmental protection measures such as those related to water quality.***

All elements pertaining to water quality will be designed and constructed in accordance with the rules and regulations set forth in the Santa Rosa County Land Development Code and the NFWND requirements. The Jubilee CDD will provide financing to enable Jubilee to build and maintain environmental measures that protect surface and groundwater quality while managing stormwater.

***Goal 6.1 : To sustain Santa Rosa County's abundant and vital natural resources for current and future residents, recognizing these resources as invaluable contributors to human health, quality of life, and economic sustainability.***

***Objective 6.1.A : Conserve, appropriately use, and protect the quality of waters that flow into the bays, bayous, Santa Rosa Sound, and the Gulf of Mexico through appropriate land use planning, environmental regulation, and education.***

The design of Jubilee was influenced and dictated by the location of riparian corridors and wetlands on the site. These resources will be protected by the installation of stormwater detention and water quality basins, and the utilization of enhanced buffers where appropriate.

**Goal 7.1 : Provide parks, recreational facilities and open space to satisfy the health, safety and welfare needs of citizens and visitors, including special groups, such as the elderly, handicapped and pre-school age children.**

**Objective 7.1.B : Continue cooperative efforts between the public and private sectors in the provision of recreational opportunities and assure that such efforts are coordinated.**

**Policy 7.1.B.5 : Planned Unit Developments and other large developments containing large scale residential development in excess of 300 residential units shall provide neighborhood-sized active parks, playing fields, usable open space, trail systems water access or other recreational or open space areas/facilities as amenable to the development within the development.**

Jubilee contains approximately 48% of the land mass as recreation, open space, and/or conservation areas. Contained within the area are parks, neighborhood recreation areas, and community recreation areas containing ballfields and other active recreation elements. A vast +/-20-mile trail system of various trail types will link the neighborhoods together and provide a recreational opportunity with alternate mobility options.

#### **8.0 Capital Improvements Element Goals, Objectives, and Policies**

**Objective 8.2.A : Review large-scale Future Land Use Map amendments to ensure adequate school capacity is available.**

**Policy 8.2.A.2 : It is the policy of Santa Rosa County to coordinate petitions for large-scale future land use amendments for residential development with adequate school capacity. This goal will be accomplished recognizing the School Board's statutory and constitutional responsibility to provide a uniform system of free and adequate public schools, and the County's responsibility for growth management, including the authority to approve or deny petitions for comprehensive plan amendments that generate students and impact the Santa Rosa County school system.**

Jubilee includes three school sites encompassing a total of 79 acres. The location of the sites are directly correlated to the type of school. The high school and middle school site is located with direct access to the proposed parkway, near the intersection with Willard Norris Road. An elementary school site is located within a proposed neighborhood near Luther Fowler Road, allowing for easy access and walkability.



## **LIST OF ATTACHMENTS**

Attachment A:	Master Plan
Attachment B:	Site Topography
Attachment C:	Site Aspect
Attachment D:	Pedestrian Sheds
Attachment E:	Jubilee Farm
Attachment F:	Phasing Plan
Attachment G:	Wetland map with rare and unique uplands
Attachment H:	Sanitary Sewer / Potable Water Supply Letter – Pace Water System, Inc.
Attachment I:	Potable Water Supply Letter – Chumuckla Water System, Inc.
Attachment J:	Conservation and Open Spaces
Attachment K:	Trail System
Attachment L:	Map of the habitat and vegetative landcover
Attachment M:	Map of the Strategic Habitat Conservation (as identified by Florida Fish & Wildlife Conservation Commission)
Attachment N:	Map of Biodiversity Hotspots
Attachment O:	Soil Map
Attachment P:	Topographic map and 100-year flood-prone areas indicated (as identified by FEMA)
Attachment Q:	Existing Land-Use
Attachment R:	Future Land-Use
Attachment S:	Current Zoning
Attachment T:	Aerial Map
Attachment U:	Ecological Study

## **LIST OF EXHIBITS**

Exhibit A:	Patterns for Place Making
Exhibit B:	Wetland Delineation Report
Exhibit C:	Economic Impact
Exhibit D:	Traffic Impact Analysis

# **Jubilee Development Agreement and Conditions of Rezone Summary**

## **Land Uses**

The TC-1 zoning classification allows for a broad mix of various land uses, including residential and commercial uses. However, there are several uses not allowed in the TC-1 zone that run counter to the vision and intent of Jubilee. Therefore, in addition to the uses contained in Table 2.03.02.b of the Santa Rosa County Land Development Code as of the date of zoning approval, the following list of uses shall be allowed as a condition of the rezone:

- Community Centers and Buildings used exclusively by Government for Public Use
- Dry Cleaners
- Educational Facilities
- General Retail Sales and Services
- Guest Houses
- Hotels
- Indoor Theaters
- Libraries Lounges
- Neighborhood eateries, cafes, and delis more than 1,000 sq. ft. (not high turnover sit-down or fast food restaurants with drive-thru windows)
- Places of Worship
- Private Clubs and Lodges
- Public and Private Utilities and Public Facilities
- Recreation and Park Areas
- Recreational Activities
- Shopping Centers
- Veterinary Services all activities are located in a fully enclosed soundproof building

## **Density**

Residential density shall be limited to 2.95 UPA of the gross acreage of the tract. Accessory Dwellings such as guest units or guesthouses on the same lot as a principal single-family house are not to be included in density calculations.

## **Setbacks**

Due to the mixed-use nature of the design, setbacks shall be determined by the developer and established at the Preliminary Plat stage of the development.

## **Schools**

Two school sites totaling 79 acres shall be set-aside for educational uses.

### **Streets and Infrastructure**

All streets and infrastructure will be owned and maintained by the Jubilee Community Development District.

### **Stormwater Systems**

All elements associated with stormwater conveyance, management, detention, and water quality will be owned and maintained by the Jubilee Community Development District.

### **Fire Department, Law Enforcement, and Emergency Management**

Jubilee Development Group, LLC shall donate a 2-acre site for the establishment of a fire department and emergency management facility. The site shall be located near the (future) Luther Fowler Road roundabout. Jubilee Development Group, LLC shall donate a 1-acre site near the intersection of Willard Norris Road and the further North-South Connector for the purposes of establishing a Sheriff's Department substation.

### **Open Space and Conservation**

A minimum area of 541 acres shall be protected in perpetuity by the establishment of a conservation easement placed upon the protected areas. The protected areas will generally follow the hydrological and wetland features of the site as depicted in Attachment G. Nothing in this provision shall prevent the construction of passive recreational elements such as trails and shelters. In addition to the protected areas, approximately 746 acres will be set aside and conserved as open spaces for the purposes of active and passive recreation parks, wildlife habitats, and agricultural uses.

### **Wildlife Habitat**

In addition to the Open Space and Conservation areas, a total of 20 acres shall be set aside for a Gopher Tortoise Preserve.

### **Luther Fowler Road**

Jubilee Development Group, LLC shall donate right-of-way to Santa Rosa County along the project frontage with Luther Fowler Road in order to achieve a minimum total right-of-way width of 80 feet.

### **North-South Connector/Parkway**

Jubilee Development Group, LLC shall be responsible for the continuation and establishment of a north-south parkway connector. The parkway will be located generally as depicted on the concept plan accompanying this development agreement as shall extend from the southern boundary of the subject property to Willard Norris Road. The width of the right-of-way will be a maximum of 100 feet, however, the right-of-way may be widened at the discretion of the developer in the vicinity of the village center. Jubilee Development Group, LLC will be responsible for the construction of the parkway. The construction timing of the parkway will be dictated by project phasing, demand, and traffic engineering performance standards. Jubilee Development Group,

LLC will convey the right-of-way and improvements to Santa Rosa County upon completion.

### **Buffers**

Buffers will be established along the exterior boundary of the subject property where the property line is adjacent to residential and/or agricultural uses. The average width of the buffer will be 50 feet wide, but will vary depending on site layout constraints. In no case will the buffer be less than 25 feet. Buffer areas will be owned and maintained by the Jubilee Community Development District. Buffers shall be allowed to return to a natural state of vegetation provided that sound forestry practices may be utilized to keep vegetation in a healthy state. Access alleys, stormwater basins, and drainage features shall be allowed in the buffer areas.

Those areas subject to an approved preliminary plat as of the date of rezone approval are not subject to the above-stated buffer dimensions.

### **Impact Fees**

The Jubilee Community Development District (CDD) shall allocate 10% of the net proceeds of potential bonds which may be issued by the CDD to finance offsite improvements such as impacted road segments or stormwater mitigation. The identification of offsite improvements will be determined by the Jubilee CDD Board of Supervisors in cooperation with Santa Rosa County. See Petitioner's Agreement Regarding The Jubilee Community Development District submitted to the county as a separate application.