

CITY OF APALACHICOLA COMPREHENSIVE PLAN  
FUTURE LAND USE ELEMENT

REVISED OCTOBER - 2004

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## **I. Introduction:**

As the traditional keystone of the Comprehensive Plan, the Future Land use Element sets forth the physical plan for the future development of the City of Apalachicola. The Future Land Use Element describes the approximate location for future land uses and promulgates the policies regulating the location and development of all land uses. This element sets forth not only the density and intensity of approximate land uses, but also considers other factors affecting land use development such as timing, cost and current development trends.

The Future Land Use Element is arguably the most important as it must be consistent with all other Comprehensive Plan Elements and articulate the Goals, Objectives and Policies of the other elements in the form of specific land use policies.

The Existing Land Use Map series included as part of this element, describes the location and distribution of land uses in the City of Apalachicola in 1989. The Future Land Use map, also included in the element, is the focus of the Comprehensive Plan. It indicates the proposed location and distribution of land uses throughout the years of 1995 and 2000. All the policies contained within this plan must be consistent with the Future Land Use map. All land development regulations that go into effect subsequent to the adoption of this plan must be consistent with the Future Land Use element within one year of submission date.

The element addresses land uses for Apalachicola summarizes existing conditions and potential development trends and problems.

This plan element is a required element; the minimum criteria for its content are established in Chapter 9J-5. This plan element was formulated to be consistent with those criteria as well as relevant sections of Chapter 163, Part II, F.S., relevant sections of Chapter 381, F.S., Chapter 380.0555, Chapter 10-D, F.A.C., the State Comprehensive Plan, and the Comprehensive Regional Policy Plan.

## **II. Inventory**

Apalachicola is a small coastal community of significant historical value due to its role as a cotton shipping port at the turn of the century. Located at the mouth of Apalachicola River, the town overlooks Apalachicola Bay to the south, and is adjacent to the Apalachicola National Forest on the northeast. The town also borders the Apalachicola National Estuarine Research Reserve, a highly productive estuary which is a resource of both regional, state and national importance.

The Apalachicola River, which forms the Eastern boundary of the City, links the freshwater swamps and uplands of the drainage basin in Florida with the coastal lowlands and brackish bay adjoining the Gulf of Mexico. The river, in addition to being a commercial mainstay of the town, provides excellent recreational opportunities for fishermen, hunters, and campers. It also serves as the north-south commercial barge transportation route in the Panhandle.

The City has an estimated population of 2,799 (1990 figures). The City limits of Apalachicola cover an area of 1 3/4 square miles (978 acres). Highway 98 intersects the City east to west, and a

small undeveloped airfield lies west of town. The City is generally considered divided into two sections: "Old" Apalachicola represents the original City limits and contains the City's historic district and central business district. "Greater" Apalachicola is the "newer" section of the City and comprises most of the City's low-to-moderate income and high density residential areas, as well as most of the City's undeveloped residential parcels. The climate is humid and sub-tropical with average monthly rainfall ranges from 2.99 to 7-8 inches. There are two dominant wet periods, one occurring in winter and the other in early spring.

Apalachicola's attributes are many. It is located adjacent to a pristine estuary, the lifestyle is slow paced, density rates are low, traffic congestion is minimal, recreational opportunities abound. Located within 77 miles of the state capitol, Apalachicola offers access to four barrier islands, and miles of scenic beach property, all of which are addressed in both the recreation/open space element and the conservation coastal management element.

Of greatest importance when considering future land use needs is the availability of developable land. With enclosed data and analysis indicating a minimum of natural and man-made limitations to land throughout the City, it is asserted in this element that most undeveloped acreage is acceptable for future development.

The preponderance of housing units in the City limits are single-family residences. The greatest densities of single-family homes occur between Avenue J and Avenue M and along the 24th Avenue corridor of Greater Apalachicola: both are areas inhabited predominately by low to moderate income residents. Multifamily development is limited to the two City public housing developments and Southern Villas Apartments, with scattered single family conversions, occurring elsewhere. The greatest concentration of undeveloped land is located in the west/northwest portion of Greater Apalachicola, all of which is currently zoned for high density residential, with a significant portion in Greater Apalachicola allowing mobile homes.

As is indicated by the Existing Land Use map 1 and Table 1, land use within the City of Apalachicola is predominately residential in nature, with commercial development limited primarily to the downtown area (Market, Commerce and Water Streets) and the U.S. Highway 98 (Avenue E) corridor.

Conservation lands are limited to the river wetlands adjacent to Scipio Creek, in the northeast section of the City.

Recreational land is limited entirely to old Apalachicola, with all developed sites occurring in the older, more developed sections closest to the Apalachicola River and Bay. No recreation facilities exist in Greater Apalachicola.

### III. AREA OF CRITICAL STATE CONCERN

On June 18, 1985 Apalachicola and most of Franklin County was designated an area of Critical State Concern through Chapter 380.0555, Florida Statutes. The exact boundaries of the designated area are described in the Statutes as Franklin County less all Federally owned land and less all lands lying east of the line formed by the eastern boundary of U.S. 319 running from the

Ochlocknee River to the intersection of U.S. 319 and U.S. 98 and. then due south to the Gulf of Mexico. The legislative intent of the "Apalachicola Bay Area Protection Act", in part, was:

- To protect the water quality of the Apalachicola Bay area.
- To financially assist Franklin County and its municipalities in upgrading and expanding their sewage systems.
- To protect the Apalachicola Bay Area's natural and economic resources by implementing and enforcing Comprehensive Plans and Land Use Regulations.
- To promote a broad base of economic growth which is compatible with the protection and conservation of the natural resources of the Apalachicola Bay area.

The requirements for local governments were, in part for Franklin County and the municipalities within it:

- To within sixty days after a sewage system is available for use, notify all owners and users of onsite sewage systems of the availability of such a system and that connection is required.
- After consultation with the Department of Health and Rehabilitative Services (HRS) and the Department of Environmental Regulation (DER) shall develop a program designed to correct any onsite sewage treatment systems that might endanger the water quality of the Bay.
- Shall enact land development regulations to protect the Apalachicola Bay area from stormwater pollution.
- Shall survey existing stormwater management systems and its charges to determine their effect on the bay and develop a Comprehensive Stormwater Management Plan to minimize such effects

To implement these and other requirement within the Area of Critical State Concern, the law established several principles, for guiding development. These "principles" are generally included in the goals, policies and objectives of the attached elements. Generally, these principles guiding the development include the following:

- Land development shall be guided so that the basic functions and productivity of the Apalachicola Bay Area's Natural Land and Water System will be conserved.
- Land development shall be consistent with a safe environment, adequate community facilities, a superior quality of life and a desire to minimize environmental hazards.
- Aquatic habitats and wildlife resources of the Apalachicola Bay area shall be conserved and protected.
- Growth and diversification of the local economy shall be fostered only if it is consistent with protecting the natural resources of the Apalachicola Bay Area.
- Water quantity shall be managed to conserve and protect the Natural Resources, and Scenic beauty of the Apalachicola Bay.
- The quality of water shall be protected, maintained and improved for public water supplies.
- No wastes shall be discharged into any water of the Apalachicola Bay Area without first being given the degree of treatment necessary to protect the water uses.

- Stormwater discharges shall be managed in order to minimize their impacts on the bay system and protect the numerous uses of the bay.
- Coastal dune systems, specifically the area extending landward from the extreme high-tide line to the beginning of pinelands of the Apalachicola Bay Area shall be protected.

In summary/ the Area of Critical State Concern provides numerous state mandates for Franklin County and its municipalities. The main thrust focuses on the .Apalachicola Bay Area and the numerous natural resources, water quality, sewage and stormwater drainage impacts which have the potential to reduce the overall quality of the Bay Area. All of these issues will be addressed in the following Local Government Comprehensive Plan Element discussions.

#### **IV. STATE LAND USE CATEGORIES**

The Local Government Comprehensive Planning and Land Development Regulation Act and Florida Administrative Code 9J-5 identify eleven generalized<sup>1</sup> land uses, with other land use designation being optional. Those eleven categories are defined as follows:

##### **Residential**

The residential classification refers to a parcel of land used specifically for housing and accessory activities, such as patios and off-street parking. Residential land uses generally fall into the following four categories:

Single-Family — A single housing unit designed to accommodate one family is categorized single-family.

Duplex ————— This subcategory refers to a single structure in which two families reside in separate residences.

Multi-Family — Multi-family refers to a single structure in which three or more families reside in separate residences.

Mobile Home ———— A lightweight structure designed to be transportable, usually occupied by one family or several individuals, is categorized a mobile home.

##### **Commercial**

A commercial classification includes all structures which are used for general business, office, service, or other use where goods or services are made available to the general public. In this study, different types of Commercial activities, such as business offices, shopping centers, or hotels and motels, are not separated.

##### **Industrial**

Refers to the activities within land areas predominately connected with manufacturing, assembly, processing or storage of products.

### **Agricultural**

Refers to activities which are predominately used for the cultivation of crops and livestock including: cropland; pastureland; orchards; vineyards; nurseries; ornamental horticulture areas; groves; confined feeding operations; specialty farms; and silviculture (commercial Forest). "The raising of fowl for commercial purposes would also be considered as an agricultural use".

### **Recreational**

Refers to activities within areas where recreation occurs. This would include passive (e.g. picnicking) as well as active (e.g. softball fields) recreation.

### **Conservation**

Refers to areas designated, for the purpose of conserving or protecting natural resources or environmental quality and includes areas designated for such purposes as flood control, protection of quality or quantity of groundwater or surface water, floodplain management, fisheries management, or protection of vegetative communities or wildlife habitats.

### **Educational**

Refers to activities and facilities of public or private primary or secondary schools, vocational and technical schools, and colleges and universities licensed by the FDCE, including the areas of buildings, campus open space, dormitories recreational facilities or parking.

### **Public Buildings and Ground**

Refers to structures or lands that are owned, leased or operated by a government entity, such as civic and community centers, hospitals, libraries, police stations, fire stations, and government administration buildings.

### **Other Public Facilities**

Refers to transportation systems or facilities, sewer systems or facilities, solid waste systems or facilities, educational systems or facilities, parks and recreational systems or facilities, and public health systems or facilities.

### **Vacant or Undeveloped Land**

Most applicable to urban areas (including small cities); i.e., it is usually defined as meaning vacant or undeveloped urban land. For most rural counties, fallow lands or silva use (i.e. agricultural use) will occupy what otherwise might be considered vacant or undeveloped land. In rural counties this category is most applicable in areas under transition from agric/silva use to urban development (e.g., between Quincy and Tallahassee) or where intensive coastal development is occurring' (e.g. on Cape San Bias or St. George Island).



### **Historic Resources**

Refers to all areas, districts or sites containing properties listed on the Florida Master Site File, the National Register of Historic Places, or designated by a local government as historically, architecturally, or archaeologically significant properties.

## **V. APALACHICOLA LAND USE CATEGORIES** (OVERVIEW)

As described in Table 1 as represented on the Existing Land Use map 1, there are 5 land use classifications within the City of Apalachicola. They are as follows: residential, commercial, recreation, conservation, and public facilities. There is no existing agricultural or industrial land within the city limits nor is any proposed in this element. For the purposes of this plan, the historic resources are shown as an overlay district on the existing and future land use map series (A more detailed discussion of historic resources is found in the housing element and in the optional historic prevestion element). As permissible by Florida Administrative Code 9J-5, the educational, public buildings and other public facilities have been combined into one land use category entitled public facilities.

### **DESCRIPTION OF LAND USE**

The following table summarizes the amount of land to be found in the various land use categories for the City of Apalachicola in 1989, and includes projections for 1995 and 2000. The current land use totals are reflected in the Existing Land Use Map; 1989, to be found in the appendix of this plan. The Future Land Use Map for the year 2000 depicts the distribution of land use categories based on the population projections and land requirements necessary to sustain the projection.

As indicated in Table 1 and the Existing Land Use map 1, Apalachicola does not currently have any agricultural or industrial land within the incorporated limits pf the City and therefore none appear on the land use map. Educational and public facilities uses have been combined in Table 1 and on the land use map. Apalachicola does not have a historic land use designation, but has several historic sites which are indicated on the Existing Land Use map 3.

**TABLE 1 Acreage of Land Uses in Apalachicola by Year**

<b>Land Use Acreage</b>	<b>1989 (Actual)</b>	<b>1995 (Projected)</b>	<b>2000 (Projected)</b>
Residential:	242.0	272	278
Residential/Mixed use	0	1	1
Commercial : General	31.2	35	36
Industrial:	0	0	0
Recreation:	14.2	16	16
Conservation:	200+/-	200+/-	200+/-
Public Facilities:	29.5	*58	*60
Public Buildings	22.8		
Schools Trans.	250+		
Facilities			
	302.3		

Agricultural:	0	0	0
Undeveloped/Vacant	188.7	0	0
TOTAL			
	978.4		
Source: Apalachicola Planning Department/ BEBR, DCA calculations. (methodology explained in analysis section)			
* includes public buildings & educational			

### **A. Residential**

There are 242 acres of land within the City which are currently being used for residential/ or living, purposes. (See land use map and Table 1) The residential category comprises approximately one quarter of the use of all land within the City. The residential category is defined as including such uses as single- and multi-family structures/ accessory buildings (garages/ sheds); mobile home parks and apartment complexes. The category does not include hotels, motels/ bed and breakfast inns, shelters or time-sharing facilities. These uses are defined as commercial land uses and are discussed elsewhere in this element.

This category has been divided into three subclassifications: high-density residential, medium density residential and low-density residential use. The category of high-density residential use includes residences developed at densities between 16-20 units per acre and usually features apartments, condominiums multi-family residences and some mobile home parks. It also includes single family residences which are located within the range blocks of the downtown commercial 'area because of the size of the lot (2,400 sq. feet or 18 units per acre.)

Medium density residential uses include residences developed within the range of 6-15 units per acre. This category features the single- and multi-family residences built on platted city lots, (6,000 sq. ft = 7 units per acre; 7,000 sq. ft. = 6 units per acre; 3,000 sq. ft. = 14 units per acre) some mobile home parks and low-density apartments.

Low-density residential development, includes residences developed at a density of less than six units per acre. Most residences in this category are large-lot or multi-lot residences.

The largest density of residential land in Apalachicola occurs in the western portion of the city in an area referred to as Greater Apalachicola. These lots were platted at a size of 3,000 sq. ft for a density of 14 units per acre. However, the larger amount of residential acreage is found within an approximate six block radius from the center of town in an area known as Old Apalachicola. Of the 242 acres which presently exist for the residential category in the City, 134 acres of land are within the environs of Old Apalachicola. Old Apalachicola lots were platted at 6,000 sq. ft. each for a density of approximately 7 units per acre, exactly one half the density of the adjacent eastern city land.

Most of the residential land within the City can be classified as medium density (6-15 units per acre). Some subdivisions within the City, including Philaco Shores/ and Neel's Addition, have

experienced build-out. The Cottage Hill Addition, on the other hand, (as shown on the existing land use map and in Table 2) is as of yet mostly undeveloped/vacant.

**TABLE 2  
City of Apalachicola Subdivisions**

<b>Subdivision Name</b>	<b>Number of Lots</b>	<b>Vacant Lots</b>	<b>Percentage Buildout</b>
Philaco Shores	95	6	93%
Cottage Hill Addition	143	137	.04%
Neel's Addition	149	2	98%

As indicated in Table 3, most dwelling units within the City are single-family units. Mobile homes account for only 3 percent of all housing stock within the City. Most of the single-family units are found within areas of medium density (6-15 units per acre).

Other land uses found within areas classified as residential areas include roadways, alleys and buffer zones. There are no unincorporated enclaves within the boundaries of the City.

**TABLE 3  
DWELLING UNITS WITHIN APALACHICOLA BY TYPE FOR 1980 & 1987**

<b>Type</b>	<b>1980</b>	<b>1987</b>
Singe-family units	1104	1146
Mobile Homes	38	44
Multi-family units	40	47
Total Units	1182	1237
* Does not include mobile homes		
Source: 1980 Census of Population, and Housing; Apalachee Regional Planning Council; Dept. of Community Development, July, 1987		

**Residential Density/Intensity**

As indicated in Table 4, the average density of development within the existing residential use category is approximately 5 units per acre. As discussed earlier in this section, 5 units per acre is classified as low density development. The lot coverage restrictions range from 35% for a single family dwelling (with a minimum lot size of 6,000 sq. feet) to 50% for multifamily dwellings with a minimum lot size of 12,000 sq. feet.

**TABLE 4  
Residential Land Use Density**

<b>Land Use</b>	<b>Acreage</b>	<b># of Units</b>	<b>Units per acre</b>
Residential:			

Single-family*	233.7	1190	5
Multi-Family	8.3	40	5
Includes Mobile Homes			
Source: Apalachicola, 1987			

### B. Commercial Land Use

There are 31 acres of land within the City which are currently being used for commercial purposes. (see Existing Land use map 1 and Table 1). The commercial category comprises 3 percent of the use of all land within the City. The commercial category includes land used for retail and wholesale trade, offices, hotels, motels, restaurants, service outlets, automobile service stations, and repair facilities. It also includes land used for seafood processing and distribution warehousing and storage.

Commercial land use in Apalachicola is described by the following levels of intensity: the commercial business district with its dense arrangement of early 1900 structures used for offices and retail stores and seafood processing; commercial nodes such as highway strip commercial where retail trade is clustered along a major arterial, and; scattered neighborhood business such as convenience stores and service stations.

Of the 31 acres of commercial land within the city limits of Apalachicola, highway strip commercial accounts for 6.5 acres which is confined to the western, or Greater, Apalachicola region. The remaining 25.1 acres is dispersed throughout eastern or Old Apalachicola in the form of the central business district which accounts for approximately 10.6 acres; and 6.5 acres of neighborhood convenience facilities.

As identified in Table 6, there are 161 commercial business located within the City's entire 31-acre commercial land use classification (see Table 5).

In Apalachicola, most commercial development is typified by low-intensity land use. Retail stores, restaurants, hotels, service stations/ offices and services, auto repair, and small grocery stores are typical of both the central business district and highway commercial district. Seafood processing and distribution, also considered a low intensity land use is almost entirely limited to the central business district, specifically along the riverfront.

There is no intense commercial development within the City, as there are no shopping malls inside the city limits of Apalachicola. In fact, very little commercial development is found outside the central business and highway commercial district,

Future commercial development is anticipated to occur in two places based on district growth trends within the city. The first (and preferred) place will be a continued infill of the central business district. Throughout the central business district, there exists many vacant structures that could easily be redeveloped for commercial activities. There is a minimum of 18 deteriorated buildings in need of renovation or removal. This would free a considerable amount of commercial property for infill redevelopment. Second, as the city continues to grow toward the west, (a result of residential infill) it is anticipated that more commercial facilities will locate just outside the City limits. There are few neighborhood convenience facilities, such as convenience stores and service

stations within the Greater Apalachicola region. As the Greater Apalachicola region develops however, the need for additional neighborhood convenience facilities will become evident.

**TABLE 5  
COMMERCIAL ACTIVITY IN APALACHICOLA BY ACREAGE**

<b>DESIGNATION</b>	<b>ACREAGE</b>
Commercial Business District*	18.6
Highway Strip	6.5
Neighborhood Convenience	6.5
Total	30.6
* Including seafood commercial	

Source: Apalachicola Planning Department, 1987

**TABLE 6  
APALACHICOLA COMMERCIAL ACTIVITY BY TYPE**

<b>Type</b>	<b>Acreage</b>
Realty; 3 Century 21, Marks Realty Franklin Realty of Apalach, Inc. Sandbar Realty, Inc.	3
Professional; 10 Dodd Title Co., Inc. Browne Appraisal Services, Inc. Architect Willoughy Marshall Granger, Santry, Mitchell and Heath Shuler & Shuler Watkins & Russell Garlick & Associates, Dan Newman Marshall Baskerville - Donovan Engineers, Inc. Kissinger Campo & Assoc. Corp.	10
Insurance; 14 AIU Insurance Company American Pubic Life Insurance Co. Atlanta Life Insurance Co. , Cook Insurance Agency Inc. Ford Life Insurance Cornapny Loyalty Life Insurance Co. Mark's Insurance Agency Inc. State Farm Fire & Casualty Insurance Company State Farm Mutual Automobile Insurance Company	14
Medical; 7 Nichols Clinic Sereebutra, Chai, MD, PA, Inc. Hosea, Dr. Richard Saunders Chiropractic Center Apalachicola Health Care Center Weem's Memorial Hospital Padgett, James A. Jr., DOS.	7
Restaurants; 7 Flat Top Restaurant Risa's Pizza Pot Restaurant, The Red Top Restaurant Grill, The Gibson Venture Frog Level Marine	7
Seafood: 12 Apalachicola Premium Scallop Co., Inc. Bayside Shellfish, Inc. Eodiford Shrimp Co./ Inc. D & G Seafood Leavins Seafood, Inc.	12

Quality Seafood Raffield Fisheries Riverside Seafood, Inc. San Fran Seafood Taranto & Son Seafood, Joe. Ward & Son Seafood, Buddy Water Street Seafood, Inc.	
Building Contractors/Services; Conoley, James T. Franklin Electric Lane Electric Service McLavin's Refrigeration, Edwards & Sons C & C Plumbing & Electric Prickett, Glenn \ Claude A. Roman Furniture Wholesalers Harris, Charles E. Apalachicola Window Co. Apalach Building Supply Sizemore's Ace Hardware Power's Parish, Raymond Tillman, James Cummings Plumbing Donna's Plumbing Sasnett Plumbing Co., Inc., E.W. Cole, Daniel Conoley, James T. III Conoley, James Thomas Parrish-General Contractor, Mike Poloronis Construction Siprell, L. Robert Ward Builders, Darrell McCormick Contracting Co. Dearing Service Co. Driesbach Construction	29
Motel/Hotel/Inns; Apalach Motel	5
Magnolia's - A Guest House Rainbow Incorporated Rancho Inn Pink Camellia Inn, the	
Marine Supply; 3 Miller Marine Inc. Wefing's Apalach Marine Works & Supply	3
Pharmacy; 2 Kennedy Drugs, Inc. Lanier Pharmacy	2
Automotive Sales/Service/Parts; Cook Motor Company Gulf Ford Inc. Pendleton "76" Phil's Service Center River City Gulf Apalach Auto Parts Maxwell Tire & Battery Red's Teruko Service	8

<p>Retail;  Pied Piper, The Seahorse Gift &amp; Florist Peddler  Cove Variety Store &amp; Pawn Shop Louise, Mariam  Apalachicola Adventures 8th Street Flea Market  Neighbors Furniture Sandpiper Antiques Market  Street Market Family Dollar Stores Inc. Long  Dream Gallery Outrigger, The Jr. Food Store *20,  152 Camouflage Shop Mary's Jewelry Red Rabbit  Isbelle's Economy Store -</p>	<p>17</p>
<p>Miscellaneous;  Apalachee Electronics  St. Joseph Telephone &amp; Telegraph Co.  Multivision Cable T.V.  Professional Paint &amp; Body  Middlebrooks Funeral Home  Long's Video  Scarabiri's Barber Shop  Headquarters  Clipper Shoppe, The  Mane Salon, The  Starfire Lounge  Apalachicola Bottling Co.  C &amp; C Photo  Tri-County Refuse  Spatan Car Wash Co.  Argus Services, Inc.  Apalachicola Martial Arts.  Cut Rate Whiskey Store  Computer Data Packet Manufacturing Co.  Siler-Sunlight Stained Glass Studio '  Green Lantern  Apalachicola Times  The Green House . Dan Garlick Properties  Southern Villas of Apalachicola, Ltd.  Nobles Studio, Pam  Clown Around Day Care  Big A Cleaners  Bon Ton Cleaners  Florida Power Corporation  Pete's Oasis  M &amp; M Quality Monument Co.  Laing Photography  WOYS Radio Station  Gander, J.V. Distributors, Inc.  West Florida L.P. Gas  Maries Laundryland #1</p>	<p>41</p>

Rhodes Laundry	
Banks; 3 Apalachicola State Bank Gulf State Bank	3
Citizen's Federal Saving \	
TOTAL ..... 161	161
Source: Apalachicola City Administration Office, 1989	

**Commercial Land Use Intensity**

**TABLE 7  
Commercial/Land Use Intensity**

<b>Type</b>	<b>Maximum Lot Coverage</b>	<b>Acres</b>
Neighborhood Commercial	60%	3
General Commercial (Central Business District)	80%	10
Seafood Commercial (Riverfront)	100%	8.6
Total		31.6
Source: City of Apalachicola Zoning Ordinance		

As indicated in Table 7, the intensity of land use while low overall/ varies with the use of land. For example along the riverfront in the downtown central business district, seafood processing establishments are permitted 100% lot coverage to maximize the use of the riverfront for water dependent activities. As you move away from the river/ however/ the lot coverage or intensity restrictions increase to areas where lot coverage is limited to 60% in the neighborhood highway commercial areas.

**C. Recreation/Open Space Land Use**

This category includes land used for neighborhood and community parks and open space areas. Apalachicola has a total of fifteen (14) acres of recreational/open space lands.

The recreational land uses found throughout the City can be classified both natural resource-based and activity-based areas. Those natural resource-based facilities support such water activities such as boating and fishing. The activity-based facilities support such uses as tennis, basketball, volleyball and softball. Recreational land in Apalachicola includes user oriented facilities such as baseball diamonds or tennis courts. Open space land is generally resource oriented land and may include wildlife management areas or beaches.

The City is surrounded by natural waterbodies, both freshwater and saltwater. The two largest City parks, Battery Park and Lafayette Park, (see Table 8) are located on the water. The amenities at both parks support natural resource-based recreational needs. There are no public saltwater beach areas within the City limits. However, DNR figures indicate there are 269 acres, or 36 miles, of



public saltwater beach area within the adjacent County boundaries - more than enough, according to State user standards, to meet the County's and Apalachicola's needs.

The City maintains several parks, which provide recreational facilities open space for citizens of the community. A summary of these sites are presented below:

**Table 8  
Recreation Land Use Inventory**

<b>Park Name</b>	<b>Description</b>	<b>Acres</b>
Battery Park	1 Baseball Diamond 1 fishing pier, 1 boat dock (1,000 ft.) 1 .equipped playground	6
Chapman Square	2 Tennis Courts	1
Franklin Square	Community building 1 equipped playground 2 tennis courts 4 picnic tables 2 shelters	1
Lafayette Park	1 equipped playground 1 gazebo 1 fishing pier 2 picnic tables	4
Madison Square	Open Space	1
*Gorrie Square	1 museum 1 City library	N/A
*Chapman Elementary	1 equipped playground 1 gym	N/A
*Apalachicola High	1 gym 1 baseball field 1 football field	
City Historic Site	Museum	.25
City Square	Open Space	1
Total		14.25
Source: Department of Natural Resources/Division of Recreation ; and Parks, 1989		

\* Indicates areas which can be used for recreation purposes but which are not classified on the Land Use map as Recreation/Open Space Land.

Apalachicola's recreation facilities are discussed in detail in the Recreation/Open Space Element.

### **Recreation Land Use-Intensity:**

Most of the recreation land in Apalachicola can be considered low intensity in use. Activities such as picnicking, baseball, tennis and walking tours do not generally impact traffic circulation around those designated recreation lands. There is one recreation area in Apalachicola, however, that could be described as medium-to-high in the intensity of the land use. Battery Park, located at the mouth of the Apalachicola River, generates a considerable amount of traffic at certain times of the year as it is the most accessible of the two public boat ramps in the City. Battery Park is also the site of the Florida Seafood Festival, an annual event which attracts more than 30,000 people to the 6-acre waterfront park - a very intensive use of the land.

### **D. Conservation Land Uses**

This category, which encompasses more than 200 acres, includes wetlands, upland hardwood areas, and other areas in which valuable ecological resources are found.

The second largest of the land use categories, (20%) development in the conservation area is limited due to State and local environmental regulations.

The major areas of conservation land in the City are the marsh/wetlands north of Scipio Creek Boat Basin. This area is comprised of approximately 200 acres, 95% being marsh, the remainder being pine uplands following an abandoned railroad right-of-way.

### **Intensity**

The intensity of the City's conservation land is low, as development in the environmentally sensitive land is limited.

### **E. Public Building Land Use**

This category includes land used for governmental buildings, post offices, libraries, public utilities and maintenance yards, schools, hospitals and health care centers. The public land use category, which also includes all roads and alleys, is the largest of the City's land use acreage classification (30%).

Table 9 shows that, public buildings occupy 52.3 acres of land in Apalachicola, the majority of which is occupied by schools and related facilities. Public roads, including alleys, account for approximately 250 acres of land.

**TABLE 9  
PUBLIC FACILITIES LAND USE WITHIN THE CITY OF APALACHICOLA**

#	Name	Sq. Ft.	Approximate Acreage
1.	Apalachicola City Hall & Fire Station	15,000	.34
2.	Land: Housing Authority Municipal Library	433,500	9.95
3.	Municipal Library	28,050	.64
4.	Franklin County Jail	40,800	.93
5.	Franklin County Courthouse	36,000	.82
6	David G. Raney House	10,000	.22
7	Washington Square: (includes the following)  Weems Memorial Hospital Franklin County Health Dept. Apalachicola Health Care Center Apalachee Community Mental Health	312,000	7.16
9	U.S. Post Office	12,000	.27
10.	Public Utility (Water Plant)	72,000	1.65
11.	Chapman Elementary School & Administration Building	312,000	7.16
12.	Apalachicola High School	684,000	15.70
13.	State of Florida :DNR & ANERR	242,194	5.56
14.	Gorrie Square & Museum	84,150	1.93
	TOTAL	2,281,694	52.33

SOURCE: Apalachicola Planning Department, 1989

The Franklin County Courthouse is located in Apalachicola The County Seat contains the Florida Department of Health and Rehabilitative Services, Florida Department of Agriculture and Consumer Services, Florida Department of Labor, Florida Department of Natural Resources, and the State's Attorney. Other offices within the City contain the Florida Game' and Freshwater Fish Commission, Department of Environmental Regulation, and Department of Community Affairs. Other County offices include the County Planning and Building, the Director of Civil Defense, the Property Appraiser and Tax Collector, and the School Board Administration.

### **Intensity**

All public roadways in the Apalachicola roadway system would be considered low intensity as all are operating well below capacity, and the roadway system is sufficiently meeting the C or better Level-of Service standard. Traffic circulation is discussed in detail in the Traffic Circulation Element.

Public buildings, especially schools, could be considered moderate in intensity of use.

### **F. Historical Archaeological and Architectural Resource Land Use**

This land use category includes historic buildings, archaeological and prehistoric sites which are catalogued by the Secretary of State, Division of Archives. The archaeological sites in Apalachicola are listed in Table 10 and identified on map 3. The entire area of old Apalachicola is

listed on the National Register of Historic Places and are therefore, not listed separately in this element. These structures will be discussed and analyzed in greater detail in the City's Historic Preservation Element.

**TABLE 10  
ARCHAEOLOGICAL SITES IN THE CITY OF APALACHICOLA**

<b>Site Name and Number</b>	<b>Significance</b>	<b>Rehab. Potential</b>
Pierce Site (8Fr14) (east of cemetery)	Prehistoric Indian Burial	Poor
Cool Springs Mound	Prehistoric Indian Burial	Disappeared
Cemetery Mound (8Fr21)	Prehistoric Indian Burial	Disappeared
Civil War Powder Magazine (8Fr61)	Confederate Army Powder Magazine	Fair
North Ridge Site (8Fr73) Cistern Site	Prehistoric Indian Site	Poor

**G. Vacant/Undeveloped Land Analysis**

As indicated in Table 1 and the Existing Land Use map 1, there are approximately 188 acres of vacant/undeveloped land in Apalachicola. The vacant land within the City is about 60/40 split in location between the residential and commercial areas.

**Residential :**

In the residential area, the majority of the vacant land is part of platted but not yet developed areas such as the Cottage Hill Addition and blocks within the Northwest "Greater" Apalachicola area. In terms of topography, these undeveloped residential areas range in elevations from 12 to 18 feet and are all rated as "C" (areas of minimal flooding) on the Federal Insurance Rate Maps. According to the Franklin County Soils Survey, completed by the USDA Soils Conservation Service, the soils of most of the undeveloped residential area in the northwest quadrant of the City are suited for development, with the exception of an area north of the railroad tracks (See Existing Land Use map series - Soils) which drops off into the Apalachicola River Floodplain and a small stream channel south of the railroad tracks which runs through the Cottage Hill subdivision. The vegetation of the majority of the vacant residential land consists of hardwoods, with live oaks, magnolias and sycamores. There are also patches of softwoods with slashpines being the dominant vegetation.

There is one area of vacant residential land located along the southern perimeter of the City that may not be well suited for development. The area, which stretches from 6th Street to 13th Street along the south Side of Bay Avenue (See Existing Land Use map 1) borders Apalachicola Bay and an extensive tidal marsh. The area, which has elevations ranging from sea level to 12 feet is located predominately in a "V" or velocity zone as indicated on Federal Insurance Rate Maps. The soil on many of the lots is muck and supports vegetation which the State Department of Environmental Regulation considers jurisdictional , such as sawgrass, cattails and juncus. State and Federal

regulations already restrict development within the jurisdictional area and the City Zoning regulations prohibit development within 20 feet of the jurisdictional wetland areas.

### **Commercial**

The second big concentration of vacant/undeveloped land within the City occurs with a 14-block area located in the City's central business district. (See Existing Land Use map 1). Adjacent to the river, the area ranges in elevations from 2 feet (land northwest of Avenue F) to 12 feet (land southeast of Avenue F to the base of the old bridge). According to the Franklin County Soils Survey/ the soils of most of the central business district of Apalachicola are considered to be highly man-altered soils. Dredge spoil, sawdust from a yesteryear timber industry, oyster shells, construction debris and brick comprise much of the waterfront "upland" soils composition. The vegetation of the upland areas include plants that colonize waste areas. The lower elevated areas, (from Avenue F to Scipio Creek) are partially tidal marsh in composition and therefore State jurisdictional in areas. The soil in the lower areas is muck and supports tidal marsh vegetation including cattails, hyacinths, coastal plain willows, juncus, Spartini and Distichilis. Obviously, development should be encouraged to happen on the upland areas which have already been disturbed. In addition to the vacant land which exists in the central business district, there are also a number of underdeveloped parcels. There are 18 dilapidated buildings within the central business district which could be renovated/ demolished to make way for additional commercial businesses.

## **VI. NATURAL RESOURCES**

The occurrence and spatial distribution of natural resources have profoundly affected the land use pattern in Apalachicola.

Apalachicola is surrounded by approximately 8 miles of shoreline of the Apalachicola River and Bay. The River coast has been developed for municipal, marinas, commercial seafood processing and other commercial uses. The shallow bay coastal waters and tidal marshes have limited the commercial and residential development along Apalachicola Bay because shoreline entry is not feasible without extensive dredging.

A series of freshwater wetlands lies near the western boundary of the city, running northward from Apalachicola Bay to Scipio Creek; other areas of wetlands are located in the Northeastern quarter of the city. Many of these wetlands have not been used for homesite or commercial development because of the limitation posed by wetness and load bearing strength of the soils there. Some of these areas however have been drained and/or filled to accommodate residential and commercial land uses.

### **A. Climate**

Apalachicola has a moderate climate. Summers are long, warm and humid Winters are mild. The Gulf of Mexico moderates the maximum and minimum temperatures. In winter the average temperature is 56 degrees F, and the average daily minimum temperature is 48 degrees. The lowest temperature on record occurred on January 21, 1985 and is 9 degrees. • The highest recorded temperature, is 102 degrees, and occurred on July 14, 1932.

The total annual precipitation is 56 inches. Of this, 29.5 inches or 52 percent usually falls in the summer rainy season from June through September. About 16 inches, or about 30 percent falls in the winter rainy season from late December through April. May, October and November-are generally the driest months.

.The average relative humidity in midafternoon is about 60-70 percent. Humidity is higher at night, and the average at dawn is about 85 percent. The sun shines 65 percent of the time possible in summer and 60 percent in winter. The prevailing wind is from the north in winter and south in summer. The annual mean windspeed is 7.9 miles per hour. The lowest monthly windspeed is 6.5 miles per hour in July and August and the highest, 9.0 miles per hour, occurs in March.

In summer, because the air is moist and unstable thunderstorms occur frequently and generally are of short duration. Thunderstorms occur>about 70 days each year. In summer, thunderstorms occur on an average of 2 to 4 days each week. Sometimes 2 or 3 inches of rain falls within 1 to 2 hours. Rain lasting all day is rare in summer. Winter and spring rains generally are not as intense as the summer thunderstorms. Occasionally, heavy rain and high winds accompany the passage of a tropical disturbance or hurricane. The heaviest 1-day rainfall during the period of record in Apalachicola was 11.71 inches in September 1932.

In winter, as cold continental airflows from the north across Apalachicola and the Florida Panhandle, the cold air is appreciably modified. The coldest weather generally occurs on the second night after the arrival of a cold front, after heat is lost through radiation. The average date of the first killing frost in the winter is December 21st in Apalachicola. The average date of the last killing frost is about February 2.

Summer temperatures are moderated by the Gulf breeze and by cumulus clouds, which frequently shade the land without completely obscuring the sun. Mean average temperatures in June, July, August, and September is about 80 degrees F. Temperatures of 90 degrees or higher occur in May, June, July, August and September, but 100 degrees is reached only rarely. In July and August, the warmest months, the average maximum temperature is 88 degrees.

Fog occurs on an average of 5 mornings a month in winter and almost never occurs in summer and fall. Snowfall is extremely rare. In 90 percent or more of the winters, there is no measurable snowfall. The snowfall, usually of short duration, is less than .5 inches. The heaviest 1-day snowfall on record was 1.2 inches which occurred in February 1958.

## **B. Topography**

The land surface in Apalachicola is relatively flat with only a few notable exceptions. The tidal estuarine delta marshes that border the city to the north, east and south are the landscapes of lowest relief. The interior of the City is characterized by a North Florida Flatwoods matrix in the west merging eastward with a series of low knolls and flatwoods swales. Slopes here are generally less than 3 percent. A coastal ridge of relict dunes borders the eastern and northern coast. The ridge has been breached by shallow perennial streams, and has been eroded landward from the coast. Areas near this ridge are landscapes of highest relief in the City. Slopes are generally short, steep and several distinct bluffs occur along the river and bay marshes, and river floodplains. Elevation in

the city ranges from sea level, in the coast marshes to nearly 20 feet above sea level in the northwest quarter of the City. Average elevation is about 12 feet above sea level.

### **C. Geology & Minerals**

The City of Apalachicola lies on a relict coastal landscape similar to the younger St. George and St. Vincent Islands. Sandy marine and windblown sediments have built the existing land surface when sea levels were higher, the shallow intermittent stream beds that dissect the low knolls and ridges likely represent, a subsequent lower sea level stand.

Clayey arid silty Alluvial sediments from a migrating Apalachicola River delta plain underlie the marine and Aeolian sands. The alluvium ranges from near the surface along the river coastline to at least 30 feet deep in other areas, undifferentiated layers of marine sand and clays and unconsolidated shell beds occur at depths of 100 feet or more. Pliocene and Miocene limestone formations are at least several hundred feet deep and perhaps deeper than in any other region of the state.

Surficial marine and Aeolian sands are dominantly quartz with less than 5 percent silt and clay. Small amounts of sand-size heavy minerals are also present. Recent river alluvium is dominantly smectitic clays and quartz sand, with varying amounts of clay to sand size mica.

### **D. Soils**

The USDA - Soil Conservation Service completed the Franklin County soil survey fieldwork in early 1989. Fourteen different map units were used in the mapping of Apalachicola. The Leon Scranton and Mandarin soils however, comprise over 60 percent of the area. Leon and Mandarin soils are sandy throughout, poorly to somewhat poorly drained with a subsurface organic hardpan at depths of 10 to 30 inches. Surface hydraulic conductivity (the rate at which liquids and gasses pass through the soil) is 6 to 20 inches per hour. Hydraulic conductivity slows to 0.6 to 6.00 inches per hour in the hardpan subsurface. Seasonal high water tables (SHWT) are at 0 to 12 inches in the Leon soil and at 18 to 42 inches in the Mandarin soil. Both soils, however, may be droughty during periods of low rainfall. The Scranton soil is similar to Leon except that it lacks an organic hardpan layer.

The next largest group of soils are the tidal map units 4/3 and 7. Map unit 4 consists of the sandy and organic Bayvi and Dirego soils and map unit 7 consists of the clayey and organic Bohicket arid Tisoniy soils (see map 7). These VPD soils are flooded daily by normal high tides.

The very poorly drained soils in freshwater swamps include the Rutlege, Pamlico, Pickney/ Dorvan/ Maurepas and Soils. Rutlege and Pickney soils are sandy throughout with thick dark surfaces. Pamlico/ Pickney and Kavropas soils are organic to depths of 18 to 80 inches or more. These soils all have a SHWT above the surface.

Highly man altered soils are grouped into map unit 5/ Accents. Accents are generally located in areas that were too wet for commercial use and thus filled with a variety of materials including sand/ clay/ bricks/ shells/ garbage; and refuse from turn of the century cypress mills. The behavior of these soils is difficult to predict. The SHWT ranges from slightly above the surface to 20 inches

below the surface. The largest area of these soils lies within the boundaries of Scipio Creek to Battery Park between Market Street and Water Street.

The driest soils in Apalachicola are in the Resota map unit. They are characterized by hydraulic conductivity rates greater than 20 inches per hour, a SHWT at 40 to 60 inches, and sandy textures throughout. They ace droughty for the duration of most years.

Most areas in the older developed sections of Apalachicola have soils that have been altered to various degrees. Some have been drained with ditches; others have been filled. A thin surface layer of oyster shells is common in many areas. This increases the effective depth to the SHWT/ and makes the soil increasingly more alkaline.

Soils which have optimum conditions for crop growth fall in the USDA category of prime farmland. Soils that are optimum for a specific crop are classified as unique farmland. While there are no areas of unique or prime farmland in Apalachicola, a considerable number of residents supplement their income with dooryard agricultural production. . Some soils require slight modification for optimum growth -of certain crops such as blueberries.. Satisfactory growth of other crops, such as pecans, require little or on soil modification on many Apalachicola sites,

### **E. Wetlands**

Wetlands in Apalachicola consist of 5 general types and can be correlated with the soil survey map 7. They include Bay tidal marshes (4), Riverine tidal marshes (7), Forested Floodplain (25), Freshwater marshes (23) and Freshwater swamps (30, 31, 11 & 36). The wetland map 8 shows the limits of wetlands in Apalachicola.

Many wetlands in the city, have been filled to accommodate commercial development, most notably, those marshes along the Apalachicola River. Other wetlands have been used for housing without fill and both with and without drainage. Many others are cleared and in residential lawns but have not been built on.

Future land use planning must ensure that wetlands are utilized to the best extent possible as components for stormwater management, flood control, and aesthetics. Further information on wetlands and their importance to the community can be found in the Conservation Element of this plan.

### **F. Surface Hydrology**

The surface water resources of an area are intrinsically valuable for recreation, commerce, land development and enhancement, irrigation, wildlife preserves, water storage, »' recharge of the groundwater and moderation of local climatic conditions (Garcia-Bengochea, et. al.,1975). Apalachicola is blessed with rich variety of nearby high quality surface water resources including the Apalachicola Basin, New River Basin, and Ochlockonee Basin. All of Apalachicola lies entirely in the Apalachicola Basin and there are no lakes within the city limits.

The Apalachicola River drains into the Apalachicola Bay estuary. The Apalachicola River, which cerveti as Apalachicola's eastern border, is the main stream of the longest and largest river system in the southeastern United States (Division of State Planning, 1977). The Apalachicola is formed by



the confluence of the Flint and Chattahoochee Rivers near the Florida-Georgia border. At the Gulf of Mexico, its average flow is approximately 16,000 mgd (million gallons per day). (N.F.D.C., 1973).

### **G. Groundwater**

Groundwater is a key asset to rural communities such as Apalachicola, in that it is the 'principle source of water for residential, commercial and industrial users. Aquifers, which are water bearing zones under the earth's surface that are capable of receiving, storing and transmitting water, are the primary source of groundwater in Florida.

The two most common types of aquifers are artesian and non-artesian. Artesian aquifers are those which occur where water is confined under sufficient pressure to rise above the geologic formation containing it. Non-artesian Aquifers occur in unconfined or water table conditions in which the water surface is free to rise and fall (Garcia - Gengochea, et. al, 1975).

Apalachicola primarily utilizes the Floridan Aquifer, an artesian aquifer which underlies the north central portion of Florida. As mentioned-above, water in an artesian aquifer is under pressure and it functions like a huge water main to channel the water from the recharge areas to areas of discharge. The Floridan Aquifer is replenished by rainfall absorbed through recharge areas (especially in areas of permeable soil) and along local river basins. Based on rough estimates it ranges in depth from 250 to 1250 feet in Northwest Florida, and stores approximately 3,319,708 million cubic feet of water for this region (Northwest Florida Water Management District (KFWFMD)).

Although the Floridan Aquifer is the dominant aquifer in the Apalachicola area, a shallow non-artesian aquifer is also found in the area. It is used primarily in rural areas where water demand is low. Water for the aquifer comes mainly from local rain water. Saline intrusion can be a problem for areas in the coastal areas which utilize this; aquifer, in that salt water is in constant contact with the Bandy upper layer of the water table (N.F.U.C., 1973).

The City currently uses three wells (see map 4) which make use of the groundwater available within the Floridan aquifer. The wells are currently producing 130 million gallons annually to meet the needs of the City. The large quantities of both surface and groundwater resources are another valuable asset for the City. There is no data available from the NFWFMD regarding areas of influence.

### **H. Water Quality**

The quality of " groundwater drawn from the Floridan Aquifer, in Northwest Florida is excellent. In most cases, no treatment except for chlorination and perhaps aeration is required prior to pumping to the potable water distribution system. The consistently good quality of water available is due to several reasons. First, the geohydrology of Northwest Florida is such that the Floridan is typically confined or separated from the shallower water table aquifer by relatively impermeable geologic materials. These materials limit transport of any pollutants from the surface through the shallow water table to the deeper Florida aquifer. Secondly, the recharge area for the aquifer is a good distance away in the predominately non-urbanized areas of Alabama and Georgia. Any pollutants

entering the aquifer recharge system in the above area are effectively disbursed by diffusional forces as the water very slowly moves toward the Northwest Florida area.

The raw water from the Floridan is typically in the pH range of 7.5 - 8.5. Since the predominate geologic material in the aquifer is limestone composed of varying amounts of calcium and magnesium carbonate, the groundwater is considered moderately "hard" water with the majority of the hardness associated with the bicarbonate ion rather than the sulfate or chloride species. Likewise, the alkalinity is relatively high with values normally ranging between 100-175 mg/l. The total dissolved solids in the aquifer is also relatively high with a common range of 150-200 mg/l. Additionally, this water tends to be colorless, low in turbidity, iron, manganese, nitrates radionuclides, heavy metals, and organic carbon. With very few exceptions, the groundwater constituents in the Floridan are well below the maximum contaminant levels (MCL's) for drinking water specified by the FDER in 17-22 Florida Administration Code (NFWWD, 1979).

Regarding the shallow aquifer, water quality throughout, most of the system is good; however, in certain instances along the coast, the water quality is poor due to high chloride concentrations. (NW Florida, 1979).

**VII. ADJACENT LANDS**

The northwestern edge of Apalachicola is bounded by unincorporated Franklin County and is zoned commercial and residential (see map 9). The southern and western boundary is the Apalachicola Bay. The northern boundary is the Apalachicola River. There are no unincorporated enclaves within the City.

**III. POPULATION**

The population of Apalachicola has remained relatively stable for the last twenty-eight years. In fact, the population has experienced a 31 percent decline since 1960. While the majority of other coastal communities in Florida have experienced strong growth. Table 12 shows the resident population beginning with the year 1980 and projected through the year 2000.

**TABLE 11  
Resident Population**

	<b>1980</b>	<b>1985</b>	<b>1990</b>	<b>1995</b>	<b>2000</b>	
<b>Apalachicola</b>	2,565	2,613 (31.3%)	2,799	2,923	2,986	
<b>County</b>	7,661	8,406	9,000	9,400	9,600	

SOURCE: 1986 BEBR Bulletin No. 80 and DCA Planning Projections, 1989.

**Methodology**

These population figures were calculated by multiplying a constant 31.17. (the percentage during 1986) to the County BEBR Projections. Apalachicola future population figures are predicated on

the assumption that the historical proportions of The County population is a trend which will continue for the forecast periods (1990, 1995 and 2000).

## **IX. AN ANALYSIS OF NATURAL CONDITIONS AFFECTING DEVELOPMENT**

The occurrence and spatial distribution of natural resources are important factors in land use planning. Despite the variability and frequent unpredictability of natural systems, a well researched compilation of local natural resource data can be a valuable planning tool. Natural resource-based planning strategies can provide economic and aesthetic benefits and generally increase the quality of life. Planning and implementation of such strategies can bring both short term and long benefits, and minimize the need to correct future development-related problems.

Excessive site modification may be cost prohibitive, aesthetically displeasing, and result in future problems that are expensive or impossible to correct. However, most project sites do not possess a perfectly suitable combination of natural resources for inexpensive, low impact, and otherwise feasible development. The best planning strategies require careful evaluation and assessment of natural resource data and reasonable limitation of site modification.

### **Soil & Related Factors Affecting Suitability for Development**

In 1988, the USDA-Soil Conservation Service completed Soil Survey field work in Franklin County and Apalachicola. A published soil survey is scheduled for distribution in 1992; however a preliminary report will likely be available in the fall of 1989.

Soil Survey mapping involves delineation of segments of the landscape. Each item on the soil survey legend consists of a soil type (series) or group of soil types called a map unit. The map unit occurs on a particular landscape position, has a specified range of physical and chemical soil characteristics, and has specified range of physical and chemical soil characteristics, runoff and drainage potential, and natural vegetation. Certain map units are considered hydric, and delineations of these map units can be used to define the boundaries of wetlands. The soil survey is therefore a natural resource inventory that provides a considerable amount of natural resource data useful in land use planning.

### **Suitability of Soils with Like Drainage Interpretations and Suitabilities for a Wide Variety**

The published soil survey provides interpretations and suitabilities for a wide variety of land uses. These interpretations are developed using the SCS National Soils Handbook, soils data from Florida and the S.E. United States, local data, and input from experts in variety of fields. Many soil limitations can be overcome by using appropriate site modification. A soil that is poorly suited for septic tank absorption fields, for example, might accommodate a fully function drainfield using a mound of suitable thickness. Only those soils rated as "unsuitable" for a particular land use, have limitations that should not be considered for modification.

Modification practices may involve extensive financial commitment, creative engineering, and/or intensive labor. These practices however should have minimum impact on adjacent lands, surface waters, and groundwater.

In Apalachicola, the dominant restrictive soil feature is the depth to the seasonal high water table (SHWT). About 29 percent of the soils in the City have a SHWT above the surface during the wettest time of the year (see map 7). Development in these areas may lead to structural failure, unsanitary conditions, and redirected stormwater flow. About two thirds of these VPD Soils are unsuitable for most land uses because of daily tidal flooding or seasonal river flooding. About one third of these very poorly drained soils are poorly suited for commercial and residential land uses. Load bearing strength is a limitation associated with VPD soils where organic soil materials have accumulated. VPD soils also have high corrosion potential for concrete and steel.

Poorly drained soils make up about 28 percent of the soils in Apalachicola (see map 7). These soils have a SHWT from 0 to 18 inches below the ground surface. These areas are poorly suited for commercial and residential development. Unaltered areas cannot support drainfields and are corrosive to concrete and steel. In their natural condition, these poorly-drained soils have a high runoff potential, despite moderate to rapid permeability rates. Runoff potential is high because of the low subsurface storage area from a thin unsaturated zone between the soil surface and the water table.

About 8% of the soils in Apalachicola were mapped as highly altered soils-. They are delineated as map unit 5, or "Aquents". These areas consist primarily of marshes and swamps that were filled to accommodate industry along the Apalachicola River. The type of fill is extremely variable, but may include clean sand, oyster shells, garbage, bricks, cypress and pine mill byproducts, and dredge spoil. Based on the average range of fill thickness, and the observed buried natural soil characteristics, these soils may be SPD or PD. They have a SHWT from slightly above the surface to 20 inches below the surface. Permeability rates are often low due to compaction by heavy equipment traffic, routine vehicle traffic, and building or material weight placed on these areas. Thus, during periods of intense rainfall, surface ponding may occur in some areas. The unpredictable components and characteristics of these soils require careful site inspection during planning and construction phases of most projects.

About 32% of the soils in Apalachicola are moderately to well suited for most commercial projects. These deep sandy soils are SPD to MWP with the SHWT ranging from 20 to 40 inches and 40 to 72 inches respectively. The SPD soils may present some problems due to water table depth during construction. They may also require mounding for septic tank absorption fields. Both soils have rapid permeability ratios, and therefore development occurs in areas consideration should be given to the disposal of substances that might seep into adjacent waters. This concern should be addressed for all soils, however the MWD Resota soils (map unit 29) are often located on areas of relatively greater relief in Apalachicola, and water table "draw down" may increase the probability of seepage into coastal waters.

Because most of the soils in Apalachicola are sandy throughout, permeability rates are rapid. Also, sandy soils have low cation exchange capacity (CEC), that is the ability to absorb or chemically hold, substances, that are carried in solution by soil water. When used in residential, development a fertilization and pest management plan should be considered carefully. Sulfur-coated fertilizers, though expensive, are one type of "time released" fertilizer that is economical in the long term and reduces transport of fertilizer components. An integrated pest management (IPM) strategy should be considered for all development. IPM reduces the risk of

water pollution through use of resistant plant varieties, use of less harmful pesticides, natural vegetation and other strategy that help limit the need for highly toxic pesticides.

Soil erosion is not a major problem in Apalachicola, but should always be considered in the planning process.

Some areas along natural or man-made bluffs, may require stabilization. Two such prominent areas in the City have already been stabilized with vegetation. The old city dump site was stabilized during the Botanical Gardens project, and the Lafayette Park bluff was stabilized using SCS coastal plant material research plots. In any eroding areas stabilized by vegetation, foot and recreational traffic should be limited in order to reduce plant mortality. Any development, especially large projects, should attempt to leave as much natural vegetation intact, quickly stabilize cleared sites, and limit sediment transport downslope from the site. Since even poorly drained sandy soils can become droughty during periods of low rainfall, irrigation is recommended to quickly establish soil stabilizing vegetation. A variety of other erosion prevention and control practices can also be considered. Erosion control assistance should be obtained from a nearby field office of the Soil Conservation Service or a qualified engineer.

There are no prime farmland soils or highly credible soils in Apalachicola.

**TABLE 12**  
**SOIL MAP UNIT ACREAGES AND SUITABILITY FOR DEVELOPMENT IN**  
**APALACHICOLA**

Map Unit #	Percent of Land Area	Drainage Class	Suitability for Development
4	5.3	VPD – Tidal	Unsuitable
5	8.3	PD – SPD	Variable
7	11.4	VPD – Tidal	Unsuitable
11	.6	VPD	Unsuitable
15	.6	MWD	Well
20	.5	PD	Poor
22	21.8	PD	Poor
23	1.2	VPD	Unsuitable
24	25.9	SPD	Moderate
25	1.2	VPD – Floodplain	Unsuitable
29	5.8	MWD	Well
30	.1	VPD	Poor
31	5	VPD	Poor
33	5.3	PD	Poor
36	4.2	VPD	Unsuitable
VPD = Very Poorly Drained = +6 to 0 PD = Poorly Drained = 0-18" SPD = Somewhat poorly drained = 18" to 36" MWD = Moderately well drained = 36" to 72" SHWT = Seasonal high water table			
Source: Franklin County Soil Survey Office USDA - Soil Conservation Service			

## **Wetland Resources**

Wetlands in Apalachicola correlate highly with mapped areas of VPD soils. A separate wetland map prepared from soil survey data appears as map 8. Discussion of soil-related suitability for development in wetland areas is discussed in the Soils Section. Again, approximately 29% of the land area in Apalachicola may be classified as wetland based on the occurrence of hydric soils. Some older areas of the City contain hydric soils which no longer support wetland vegetation. The surface hydrology of these areas has been altered by development lawns, gardens, parking lots and buildings which occur there now. Many of these areas are still prone to flooding or surface water ponding during periods of heavy rainfall. Most-wetlands in Apalachicola do not have defined stream channels, and surface water flow is intermittent.

Wetlands are located on the lowest landscape position in Apalachicola, and before development, most were connected to each other and the Day and River (although some connections may be tenuous). They provided natural drainage for the area and many still function in this way. As a conduit for stormwater, they allow a slower release to coastal waters. Natural vegetation plays an important role in trapping sediment and slowing water velocity. Vegetation also helps remove water through transpiration. Preservation and restoration of wetlands may assist in buffering stormwater release to the coastal waters.

Wetlands provide many aesthetic benefits and can be used for low impact recreational and educational activities. Interpretive boardwalks and bird watching structures in the coastal river marshes and swamps are examples. Increased public awareness and appreciation for the aesthetic, environmental, and economic benefits of wetlands can lead to increased public support for natural resource planning and strategies.

## **X. AN ANALYSIS OF MAN-MADE CONDITIONS AFFECTING DEVELOPMENT**

Man-made conditions, like natural conditions, affect the development potential of an area. Man can provide services and infrastructure which make a place attractive to live in, but man can also degrade a place to the extent that it is no longer safe for habitation. This section discusses the areas served by central water, central sewer and other services.

### **A. Blighted Areas/Redevelopment**

Blighted areas are considered to be areas where sound growth is substantially impaired by unsanitary or unsafe conditions, faulty lot layouts, inadequate street layout, inadequate infrastructure or services, inadequate parking facilities, or any conflicts between incompatible land uses. Blighted areas are economic and social liabilities to the community. Structures are often left unmaintained and deteriorate as reinvestment does not occur. The area becomes useless for most land uses and remains a burden to the community.

There are no blighted areas in Apalachicola. This is due to rural nature of the community and its small population. However, there are a number of buildings within the central downtown business district (many of which are historical structures listed on the National Register) which are currently vacant and in need of redevelopment.

Although the City of Apalachicola does not currently have a structure redevelopment program in place, the City does administer a one million dollar recycling program through which funds are distributed for the purpose of fostering business redevelopment within the City - some of which has so far happened within the central business district.

The City relies entirely on grant sources to fund economic redevelopment and does not include such programs in its capital improvements budget.

To avoid blighted areas in the City/ the continuation of the City's redevelopment grant program should be encouraged and in addition, a structured program targeting the downtown central business district should be adopted. Marine or seafood related business should be encouraged as well as compatible tourism type businesses. The program should be tailored so that it does not create unfair competition for local businesses.

To further ensure that there will be no blighted areas, no development should be permitted to occur in areas without the appropriate services and supporting infrastructure. Land use conflicts should be minimized through the separation and buffering of incompatible uses; and, development shall be properly timed to occur as services and infrastructure become available. The Goals, Objectives, and Policies Section of this Element provides specific directives designed to prevent blighting in Apalachicola.

### **B. Availability of Urban Services**

All new commercial and residential development should be directed into those 'vacant residential and commercial areas which are already serviced by water & sewer and which have suitable soils for development. In addition, other services, such as drainage facilities, electrical utilities, telephone lines and local roads will be extended to new development in these areas by merely extending existing utilities and facilities. By infilling within existing serviced vacant areas, Apalachicola will be able to accept the new growth projected for the City while providing residents with a full range of services in an efficient and logical manner without the generation of deleterious environmental effects.

A summary of the detailed discussion of the facilities planned in Apalachicola Sanitary Sewer, Solid Waste, Drainage, Potable Water, and Natural Groundwater Aquifer Recharge Element of this Comprehensive Plan follows.

1. Central Sewage - The 1 million gpd capacity Apalachicola primary - treatment facility currently services 900 residences/businesses within the Apalachicola City limits and none outside the City limits. The system is currently operating at 70% capacity (700,000 gpd demand). By the year 2000, population projections indicate that the system will be operating at 80% capacity (800,000 gpd demand).

Since 1985, more than 93 million has been appropriated by State and Federal agencies to rehabilitate existing sewer lines, upgrade the treatment plant and extend collection lines. Work has been completed on correcting an outfall flow (\$91,671) and replacing and installing new collection lines in the downtown area (\$786,719). Work is <sup>^</sup> underway to replace the oxidation ditch (\$468,500), extend sewerage lines throughout the greater Apalachicola area (\$977,400) and correct

the systems inflow and infiltration problem (\$769,566). • Work is expected to be completed on these projects by December 1989.

Septic Tanks - Approximately 200 residences (primarily in the Greater Apalachicola area) were currently served by septic tanks. Sewer improvements to the Apalachicola facility has enabled those residences to be connected to sewer. Those residences, about 75, which are serviced by septic tanks are located in an area with soils classified as poor to moderate in terms of drainage, (see section on soils)

When it becomes available, hookup to the City's central sewer system will be mandatory for those residences currently served by septic tanks under a 1989 City ordinance. The Apalachicola Septic Tank Abatement Ordinance also outlines procedures for correcting faulty septic systems within the City.

2. Central Water - The 2 million gpd Apalachicola Water Treatment Plant currently serves 1,065 residences/businesses within the City limits and 263 outside the City limits. The system, which was recently upgraded through the addition of 15,000 gpd well, is currently operating at less than 50% capacity (850,000 gpd demand). By the year 2000, population projections indicate that the system will still be operating at less than 50% capacity.

3. Other services - Other services are also important influences on land development. The provision of solid waste collection services and emergency services (police, fire, and rescue) may seem insignificant but can figure strongly in the location of major residential areas. While these factors are not specifically examined in this Element or mapped they must be considered when evaluating specific site plans and development proposals (see the Sanitary Sewer, Solid Waste, Drainage, Potable Water and Natural Groundwater Aquifer Recharge Element and the Capital Improvements Element for details).

4. Transportation - Existing roads are within accepted LOS standards and are not expected to exceed those standards throughout the 10 year planning period (see the Traffic-Circulation Element).

### **C. An Analysis- of Land Use Problems and Potential Land Use Problems in Apalachicola**

There are two major land use problems in Apalachicola. The two existing problems are: development in flood prone areas and; incompatible land use/zoning in the central business district. Each problem is discussed below.

1. Development in Floodprone Areas - Development in floodprone areas produces many problems, life and limb are threatened by floodwaters; property damage can be extensive; development costs are higher; and degradation of the environment occurs.

Because of the potential for extensive damage during storms residential development that occurs in the City's Velocity and Rated Flood Zones, (see existing land use map ) should be restricted when possible to the lowest densities. All development within the areas,(commercial and residential) should occur only in conformance with the City's Flood Hazard Ordinance, modeled after the



Federal Emergency Management Agency's regulations. Development in those areas; should be allowed only after all required permits are obtained from appropriate regulating agencies.

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2. Incompatible Land Use/Zoning - Within the Central Business District, there is currently a zoning district which allows industrial development adjacent to the City's riverfront. The Future Land Use Element does not provide for any industrial development within the City, at least as defined in the current zoning regulations. The zoning district regulations will have to be amended to be consistent with the land use designation for that area, which is currently vacant but proposed as commercial.

**XI. PROJECTED LAND USE DEMANDS BY TYPE**

This portion of the Future Land Use Element discusses the plan for locating future land uses in Apalachicola. The key component of this portion of the Future Land Use Element is the Future Land Use Map which graphically depicts the location of future land uses within the City.

Accompanying the population growth of the City will be an increase (albeit minimal) in demand of land for residential, commercial/ recreational and public facility use. Conservation land projections were not computed as they are not considered a population-dependent land use). Based upon the assumption that the nature of future development will generally follow existing patterns, minimum future land use demands can be derived by applying existing population-to-acreage ratios to the future population estimates of Apalachicola. Table 13 provides the breakdown of existing population-to-use ratios for Apalachicola and Table 14 identifies the future projected land use demands.

**TABLE 13  
Population to Land Use Ratios  
Apalachicola, Florida**

<b>Land Use</b>	<b>Acreage</b>	<b>Acreage/Population</b>	<b>Ratio</b>
Residential	242	242/2,613	.093
Commercial	31	31/2,613	.04
Recreation	14	14/2,613	.005
Public Building/Facilities (Excluding Roads)	52	52/2,613	.02

Sources: Florida Statistical Abstract, 1986; Table 10: Existing Land Use; DCA Calculations

**TABLE 14  
LAND USE DEMAND PROJECTIONS APALACHICOLA, FLORIDA**

<b>Land Use</b>	<b>Year</b>	<b>Population Projections</b>	<b>Total Acreage Required</b>	<b>Increase in Acres of Current</b>
Residential (.093)	1986	2,613	242	-
	1990	2,799	260	18

	1995	2,923	272	30
	2000	2,986	278	36
Commercial (.04)	1986	2,613	31	-
	1990	2,799	34	3
	1995	2,923	35	4
	2000	2,986	36	5
Recreational (.005)	1986	2,613	14	-
	1990	2,799	15	1
	1995	2,923	16	2
	2000	2,986	16	2
Public Buildings/Facilities (excluding roads) (.02)	1986	2,613	52	-
	1990	2,799	56	4
	1995	2,923	58	6
	2000	2,986	60	8
Source: *Florida Statistical Abstract, 1986; DCA Calculations.				

The figures presented in Table 13 represent the minimum amount of land which should be designated in each population-dependent category. Based upon the above projections, the needs additional developable land for the City by the year 2000 would be approximately 51 acres. This represents roughly .25 percent of the land currently designated as Conservation land. However/ as discussed previously in the Land Use Analysis/ there exists a significant surplus (188 acres) of platted/ but undeveloped residential subdivision and commercial land which should first be used.

As shown on the Future Land Use Map 2, a 6th Land use category - Residential/mixed use is being proposed for Apalachicola. A description and analysis of the classification is contained in the following text.

#### **A. Residential**

By the year 2000, the population of Apalachicola is projected to be 2,986, an increase of 373 people. As indicated by Table 13, there is a projected, need for 36 additional residential acres by 2000. There are currently more than 100 acres of vacant/undeveloped residential land within the City. These figures indicate that there is currently sufficient vacant residential land to handle the expected increase in population through the year 2000. Infill of existing underdeveloped subdivisions and platted lots in the upland Greater Northwest Apalachicola area should be encouraged. This new area has some of the best suited solid for development, and the platted lot sizes in the area lend themselves to, multi-family, affordable housing. On the other hand, development in the environmentally, sensitive residential land along the bayfront should be discouraged as much as possible, through low density and strict building regulations. Multi-family development should not be encouraged to occur in these areas.

#### **B. Residential/Mixed Use**

There is approximately ten acres of land which border Avenue E (Highway 98) from 5th Street to 18th Street which is comprised of both residential and light commercial uses (including real estate,

doctors office and professional offices). A designation <sup>±</sup> residential mixed use is being proposed for this area (as shown on the Future Land Use Map). The land use classification are coterminous with the City's Office Residential (OR) district which allows for the following principal uses: single family residential land use category (5 units per acre/1 unit per 6,000 sq. feet) Commercial use would be subject to the lot coverage restrictions allowed in the OR zoning district (40% maximum lot coverage). A mixed use residential land use category is considered for this area because of the predominance of existing residential use and because a commercial designation would encourage urban sprawl.

There is another area of approximately 4 1/2 acres on 12th Street between Avenue J and Avenue M which is also comprised of houses, residential and commercial uses. The uses are not the same mixture as occurs along Highway 98. The uses are more associated with neighborhood commercial zoning and include a laundrymat and a plant nursery. To accommodate the existing neighborhood commercial businesses and still preserve the residential character of the area, a separate residential mixed use designation is planned for the 12th Street parcel. The land use classification would allow for the following principal uses: single family residential (5 units per acre/1 unit per 6, 000 sq. feet), multiple family residential (20 units per acre/1 unit per BOO sq. feet), laundrymat, retail food & grocery, and nursery. The commercial uses will be subject to the same development standards found in the land development regulations for a neighborhood commercial zone.

### **C. Commercial.**

The existing land use map and Table 1 shows 31 commercial acres in Apalachicola. However, there is approximately 80 additional acres of undeveloped/vacant commercial land within the City. The projection in Table 13 indicates a need for 5 additional acres of commercial land by the year 2000. As in the residential category, it is recommended that instead of acquiring additional commercial land within the City, it would be wiser to infill existing vacant or undeveloped land where soils are suitable for development. Development should be encouraged to occur in the central business district and should be discouraged from occurring west along U.S. Hwy. 98 in "strip" fashion.

### **D. Recreation/Public Facilities**

There is a projected need for additional 2 acres of recreation land and 8 acres of land to be used for public facilities by the year 2000. Zoning regulations in the City currently allow both these uses in most residential and some commercial districts. As there is an abundance of vacant/undeveloped land in residential/commercial areas, it is recommended that instead of changing existing land uses, to accommodate the projected recreation and public facilities land needs, infill for these two uses be allowed to occur within the appropriate residential or commercial undeveloped districts.

### **E. Conservation**

A conservation land use designation should be considered for those platted areas within the City which fall under the complete jurisdiction of the State (less than one acre).

### **Density/Intensity Projections By Land Uses Type**

The projected population estimates for the City are not expected to increase the intensity of use in any land use category.

## **XII. LAND USE GOALS, OBJECTIVES, AND POLICIES**

### **GOAL**

ENSURE THAT THE CHARACTER AND TYPES OF LAND USES IN THE CITY OF APALACHICOLA ARE COMPATIBLE WITH THE NATURAL RESOURCES HISTORICAL NATURE CONSISTENT WITH AVAILABLE INFRASTRUCTURE AND MINIMIZE THE THREAT TO THE NATURAL ENVIRONMENT AND PUBLIC HEALTH, SAFETY, AND WELFARE WHILE RESPECTING INDIVIDUAL PROPERTY RIGHTS.

### **OBJECTIVE #1**

To require that all future development activities are in appropriate areas as depicted on the Future Land Use Maps and that soil conditions, topography, and drainage are suitable for development with adequate public facilities available.

**POLICY 1.1** - The City will review all applications for development orders to ensure that adequate infrastructure is in place before development is permitted.

**POLICY 1.2** - The Future Land Use Maps will be reviewed before development is permitted to ensure that proposed development is appropriate for the area as per the land use, existing soil conditions, topography, and drainage.

**POLICY 1.3** - Any residential/commercial development proposed for a rated flood zone as identified on the Federal Insurance Rate Maps must be elevated or floodproofed as per the City's flood hazard ordinance.

**POLICY 1.4** - The City shall not issue development orders or permits which will result in a reduction of the level of services for public facilities below the level of service standards adopted in this Comprehensive Plan.

### **OBJECTIVE #2**

Future growth and development shall be managed through the Implementation and enforcement of land development regulations and shall provide for innovative land uses and development patterns.

**POLICY 2.1** Through the planning period 2020, the City shall in accordance with F.S. Chapter 163, amend its land use regulations to remain consistent with the GOPS of the comprehensive plan. The existing land use regulations and any future land use regulation amendments shall at a minimum:

a) Regulate stormwater management. When applicable, a state approved stormwater management plan must accompany all applications for development proposed for the City's Special Waterfront District. All development exempt from the state's stormwater management rule must still provide the city with a stormwater management plan that meets state stormwater runoff standards prior to development approval.

- b) Protect environmentally sensitive coastal areas by restricting impervious surface coverage along the riverfront and implementing appropriate setbacks for development occurring along both the riverfront and bay wetlands. Developments in the Special Waterfront District must be connected to water and sewer system.
- c) Preserve the integrity of the City's historic district by regulating the use and architecture style of development proposed for that district identified on the land use maps.
- d) Restrict use and elevation of development proposed for flood prone areas as identified on the Federal Insurance Rate Maps through the implementation of the City's Flood Hazard Ordinance.
- e) Provide for adequate open space. In residential districts there shall be a 40 percent impervious surface restriction for single family dwellings and 50 percent for two family and multi-family dwellings; in general commercial districts 60 to 80 percent.
- f) Protect potable water wellfields and aquifer recharge areas by providing for adequate buffering and protection from both underground and above ground possible pollutants.
- g) Provide for subdivision regulation and signage controls.
- h) Provide requirements for adequate parking, loading, and traffic flow compatible with future land uses.
- i) Provide for the review by Planning and Zoning of all development proposed within the City for the purpose of approving stormwater management plans, site plan adequacy and architectural appropriateness for proposed development in the Historic District.

POLICY 2.2 - Land development regulations adopted or modified to implement this Comprehensive Plan shall be based on and be consistent with the following standards for residential and commercial densities as Indicated below:

- a) Low density residential - fewer than 7.5 residential units per acre;
- b) Medium density residential - 7.5 to 15.0 residential units per acre;
- c) High density residential - 15.1 to 20 residential units per acre;
- d) Low density commercial - less than 60% lot coverage;
- e) Medium density commercial - 60% to 70% lot coverage;
- f) High density commercial - over 70% lot coverage.

POLICY 2.3 - The revised and amended land development code shall provide for such land uses as: PUDs, cluster developments, trailer parks, and special mixed land use development techniques.

POLICY 2.4 - Public utilities needed to provide essential service to existing and future land uses in Franklin County shall be permitted in all of the land use classifications established by this plan.

POLICY 2.5 - The location and extent of non-residential land uses shall be in accordance with the Future Land Use Map and the policies and descriptions of types, sizes, densities and intensities of land uses contained in this element.

POLICY 2.6 - Land development regulations shall be adopted or modified which address the location and extent of the residential mixed uses in accordance with the Future Land Use map and the policies and descriptions of types, sizes, densities and intensities of land uses contained in this element.

POLICY 2.7 - In recognition of the need for "Ham Radios" especially during emergency situations, it is the city's policy to reasonably accommodate such communication facilities and to constitute minimum practicable regulations to accomplish the state and local authorities legitimate purposes

POLICY 2.8 - Land development regulations adopted to implement this plan shall be established for the following categories.

(a) Conservation. This category shall provide for the long term management and protection of publicly held land for wildlife management, environmental protection and resource-based recreation. Structural development is allowed in accordance with appropriate state and federal agencies' management plans. The location of these lands is mapped on the Future Land Use Map series. The intensity standard for conservation shall be 0 dwelling units per acre. Residential uses are prohibited except for those necessary for the supervision of the resource.

(b) Recreation. This category of land use shall protect the natural resources of the city while maintaining recreational activities for residents. Lands in this land-use category may permit the following uses - open space, picnic areas and facilities, restroom facilities, camping, boat ramps, and other recreational facilities. The location of these lands is mapped on the Future Land Use Map series. The intensity standard for recreation land shall be 0 dwelling units per acre. Residential uses are prohibited except for those necessary for the supervision of the resource.

(c) Residential: This land use category shall ensure the health, safety, and well being of residents by limiting the extent and density of residential development to those areas suitable for development. Densities for residential use will be consistent with standards outlined in policy 2.2. The location of these lands is depicted on the Future Land use Map series. All residential or accessory structures shall conform to the appropriate standards established in the Apalachicola Land use Code, the Flood Hazard Ordinance or other appropriate ordinances.

(d) Residential Mixed Use. This category of land shall provide for development that is primarily residential in nature but which also may include supporting categories of land uses otherwise described in this plan such as historic and archaeological, commercial (including retail, office and other low intensity commercial uses to be determined and outlined in the zoning ordinances. Densities for use will be consistent with standards outlined in policy 2.2. The location of these lands is depicted on the Future Land Use Map Series. All structures shall conform to the appropriate standards established in the Apalachicola Zoning Code, the Flood Hazard Ordinance or other appropriate ordinances.

(e) Commercial: This category of land use shall provide suitable location for commercial and certain restricted residential development. Existing lots may not be subdivided into smaller lots. Commercial development may include provisions for residential structures to be regulated through specific zoning standards. All commercial structures or accessory structures shall conform to the applicable standards established in the Apalachicola Zoning Code and Flood Hazard Ordinance. The intensity standard for commercial land, other than commercial seafood businesses adjacent to the Apalachicola River, shall not exceed 80% impervious lot coverage. Commercial seafood businesses shall be encouraged in the city through the use of buffer, lot coverage and setback reductions.

(f) Public Facilities. This category of land use shall provide for the health, safety, and well being of the residents of Franklin County through adequate provisions of public buildings, educational complexes, and other public facilities. The uses permitted in this category include government office, schools, water or sewer facilities, medical facilities and other uses determined to be compatible. The location of these lands is depicted on the Future Land use Map series. The intensity standard for public facilities land shall be 0 dwelling units per acre.

### OBJECTIVE #3

Future development and redevelopment will be directed into the City's vacant/undeveloped areas as identified on the Existing Land Use Map where the provision of services and public facilities are available. Current utility facilities, with adequate land for expansion, will meet needs projected through year 2000.

POLICY 3.1 - Future development requiring access or connection to public facilities shall be located within the City's identified vacant/undeveloped areas.

POLICY 3.2 - Within the City, new development shall be required to hook up to central water and central sewer where it is available. Where it is not available, lots shall be of sufficient size to support both on site sewage disposal system and wells in accordance with applicable state standards and must meet minimum lot dimensions as specified in the zoning district.

POLICY 3.3- Existing development shall be required to connect to central water and central sewer systems when such services are available.

POLICY 3.4- The City shall minimize scattered and highway strip commercial development by encouraging the development of the City's downtown central business district through the use of economic development loans.

POLICY 3.5- Subdivisions shall be designed so that all individual lots have access to the internal street system, and lots along the periphery buffered from major roads and incompatible land uses.

POLICY 3.6 - Marine or seafood-related commercial activities shall be encouraged through special permitting requirements along the waterfront in the City's downtown commercial district.

POLICY 3.7- Neighborhood commercial uses may be permitted within areas designated for 12th Street residential mixed use development provided these activities are compatible with adjacent land uses and adequately buffered.

OBJECTIVE #4

All development applications shall include plans which will ensure the protection of natural and historic resources prior to approval.

POLICY 4.1 - All applications for development proposed for the City's Special Waterfront District as defined in the Coastal Management Element shall be subject to site plan, and stormwater management plan review and approval.

POLICY 4.2 - All applications for development in the City's Historic District as described in this element shall be subject to architectural review by the Architectural Review Board. (Membership same as the Planning and Zoning Commission.)

POLICY 4.3- Within areas designated on the Future Land Use Map as Conservation, the only type of development that will be allowed is scientific research facilities, educational facilities, and facilities necessary for the management, regulation, and support of the natural resources.

POLICY 4.4 - The owner/developer of any site shall be responsible for the on-site management of runoff in a manner so that post-development runoff rates, volumes and pollutant loads do not exceed pre-development conditions.

POLICY 4.5- Adaptive reuse or restoration of historic structures shall be given priority through special permitting requirements over activities that would harm or destroy the historic value of such resources.

OBJECTIVE #5

Through the use of the land development regulations and code enforcement actions, redevelopment and renewal of blighted areas shall be encouraged or required.

POLICY 5.1 - Renewal and redevelopment shall be one of the main objections of CDBG programs and other subsidized programs.

POLICY 5.2 - Private enterprise and individual renewal and redevelopment efforts shall be encouraged through the provisions of the land development code and code enforcement actions and advice and technical assistance from the city planning office.

OBJECTIVE #6

The economic base shall be increased and broadened through planning and development activities which attract new environmentally compatible business and expand existing businesses while maintaining current marine and seafood-related activities.



POLICY 6. 1 - Marine and seafood-related activities shall be maintained at their current levels through designating lands for these activities through the zoning regulations. Non-water related commercial uses shall, through amendment of the zoning regulations, be directed away from the riverfront.

POLICY 6. 2 - The City shall adopt an economic development program by which compatible marine and seafood-related business grants are made available in the community.

#### OBJECTIVE #7

All development orders and permits for future development and redevelopment activities shall be issued only if the infrastructure necessary to meet level of service standards C which are adopted as part of the Capital Improvements Element of this plan) are available concurrent with the Impacts of the development.

POLICY 7.1 - High and medium density development shall occur only where public facilities are available.

POLICY 7.2 - Amend Future Land Use Element policy as follows: All low to medium density development in areas not provided central water and sewer services shall be governed by applicable state statutes regulating on-site sewage disposal systems; and,=applicable Florida Administrative Code passages which regulate the installation of individual sewage disposal facilities..

#### OBJECTIVE #8

Through the year 2020, the City shall through its Land Development Regulations, limit development density and intensity within the Coastal Area and to mitigate the impact of natural hazards in this area to coordinate with hurricane evacuation plans.

POLICY 8. 1 - All land development applications within the Coastal Area will be planned and approved pursuant to a site plan review process, to ensure that development is compatible with site characteristics. Applications will be reviewed according to pertinent sections of the National Flood Insurance Program, and will be reviewed for compliance with all other applicable flood control regulations and evacuation plans.

#### OBJECTIVE #9

Existing land uses which are incompatible or inconsistent with the Future Land Use Plan shall be eliminated by the year 2020.

POLICY 9. 1 - Expansion or replacement of land uses which are 4 incompatible with the Future Land Use Plan shall be prohibited.

#### OBJECTIVE #10

The City shall improve coordination with affected governments and agencies to maximize their input into the development process and mitigate potential adverse impacts of future development and redevelopment activities.

POLICY 10. 1 - Requests for development orders on property adjacent to county land shall be coordinated with Franklin County.

POLICY 10.2 - All development proposed for the City's Special Waterfront District must receive approval from applicable state and federal agencies prior to City development approval.

POLICY 10.3 - The City shall coordinate with state and federal agencies to develop interagency agreements in order to ensure consistent and expeditious implementation of local zoning regulations and state and federal regulations.

**OBJECTIVE #11**

The city shall improve coordination with affected and appropriate governments and agencies to maximize their input into the development process and mitigate potential adverse impacts of future development and redevelopment activities.

POLICY 11.1 - Developmental actions will be coordinated with other governmental and regulatory agencies requirements and with principles to guide development prepared pursuant to Chapter 380 F. S. and approved by the governor and cabinet.