

**CITY OF PANAMA CITY BEACH  
PLANNING BOARD**

**MEETING DATE:** October 8, 2018  
**MEETING TIME:** 2:00 P. M.  
**PLACE:** City of Panama City Beach City Hall Annex

**AGENDA**

- ITEM NO. 1**      **Call to Order and Roll Call**  
**ITEM NO. 2**      **Invocation – Pastor Derrick Bennett**  
**ITEM NO. 3**      **Pledge of Allegiance – Chairman Sheldon**
- ITEM NO. 4**      **Chair Comments – Chairman Sheldon**
- ITEM NO. 5**      **Approval of August 13, 2018 and September 10, 2018  
Planning Board Meeting Minutes**
- ITEM NO. 6**      **Election of Vice-Chair**
- ITEM NO. 7**      **Planning Board Orientation**
- ITEM NO. 8**      **St. Joe Company is requesting approval for a rezoning of  
approximately 14.97 acres from AR (Agriculture) to M-1  
(Light Industrial) and a Large-Scale Amendment to change  
the Future Land Use Map Designation from Agriculture to  
Light Industrial. This will be a public hearing to consider  
the requests.**
- ITEM NO. 9**      **Amending the Coastal Management Element of the  
Comprehensive Plan to Address Sea Level Rise**
- ITEM NO. 10**     **Code Enforcement Update**

All interested persons are invited to attend and to present information for the Board's consideration. Further information may be obtained from the Building & Planning Department at 233-5054, extension 2313. Anyone not appearing in person may submit written comments to the Building & Planning Department at 116 S. Arnold Road, Panama City Beach, Florida 32413, any time prior to the stated meeting time. All comments received will be considered before final action is taken. If a person decides to appeal a decision of the Planning Board, a record of the proceedings will be needed. Such person will need to ensure that a verbatim record of the proceedings is made, which includes the testimony and evidence upon which the appeal is to be based. Any person requiring a special accommodation at this meeting because of a disability or

**AGENDA ITEM 8**  
**REZONING REQUEST**

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## **DATA AND ANALYSIS**

- I. **APPLICANT:** St. Joe Company
- II. **PROJECT LOCATION:** The site is located on the east side of Griffin Boulevard north of the intersection of Griffin and Beach Park Trail. (See attached maps).
- III. **REQUEST:** This request is for the rezoning of approximately 14.97 acres from Agriculture AR to Light Industrial M-1.
- IV. **REASON FOR REQUEST:** No reason was given, but it is assumed the applicant proposes to develop the site for light industrial uses.
- V. **PLAN AMENDMENT:** A large-scale plan amendment is required for the requested Future Land Use Map change from Agriculture to Light Industrial.
- VI. **EVALUATION:**

### **A. IMPACT ON PUBLIC FACILITIES:**

1. **Roads:** According to the 2018 Panama City Beach Traffic Data Summary, the nearby segment of Panama City Beach Parkway has an annual average daily traffic volume of 39,000 trips. As a result of previously approved construction projects, there may be an additional 368 trips generated along this corridor, which may increase future traffic to 39,368 trips or (3,740 peak hour trips). The level of service standard for this segment of the parkway is 65,600, which leaves a current remaining capacity of 26,232 trips or 2,492 peak hour trips.

If the applicant's rezoning request were approved from Agriculture to Light Industrial, it is estimated using ITE Trip Generation Rates the rezoning could generate 775 trips per day or 112 PM peak hour trips.

The applicant will be required to carry out a detailed traffic impact analysis as part of any future Development Order process and a proportionate fair share contribution to roadway capacity improvements may be required.

2. Potable Water: The City has a franchise from Bay County authorizing the City to provide water and sewer service to the incorporated City limits and unincorporated Bay County west of St Andrew Bay, and south of West Bay and the contiguous Intracoastal Waterway. The City utility system also purchases 100% of its potable water from Bay County via contract. The term of the agreement is through 2042 and states that 26.4 million gallons per day (mgd) will be available to the City in 2011 with best efforts by the County to be able to provide increasing amounts each year up to 33.79 mgd in the year 2020. The City receives the treated County water via two delivery points at bridges crossing St. Andrew Bay and West Bay. That water is stored and re-pumped on demand to meet the City's water needs. The City's current available pumping and transmission capacity is approximately 37.8 mgd. The contract with the County has been designed to increase capacity by approximately 4% per year in order to continue to have capacity available for growth. Additionally, the City has two (2) - 7 million gallon storage tanks at its West Bay storage and pumping facility, and 2, 4 and 5 million gallon storage tanks at its McElvey Road storage and pumping facility near the St. Andrew Bay delivery point, which gives the City an additional 25 million gallons of working reserve for peak season and fire flow demand.

It is estimated the average citizen consumes 125 gallons per day. After a few years of declining sales due to the economic downturn, the City has experienced a moderate rebound in its tourism economy. For 2018, consumption is expected to slightly increase with the improving economy. Daily water demand for January 1, 2017 through December 31, 2017 ranged from 9.2 mgd to 15.7 mgd on a monthly average, with an annual average of 12.1 mgd. The maximum single-day demand was 18.5 mgd. The County's projected available capacity to supply potable water to the City in 2017 was to be 28.4 mgd, which leaves an excess monthly average capacity ranging from 19.2 mgd to 12.7 mgd with an annual average excess of 16.3 mgd. The excess on the single-day maximum is expected to be 10.8 mgd.

The City has also implemented a reclaimed water system that makes highly treated effluent from the wastewater system available for irrigation to new subdivisions and commercial developments. With the implementation of this reclaim system, it is estimated that the 20% of total potable water consumption previously used by similar developments will be replaced by reclaimed water in these new subdivisions.

2. Sanitary Sewer: The City wastewater treatment plant (WWTP) provides Advanced Wastewater Treatment (AWT) quality effluent, with an accompanying wetlands effluent discharge system in a 2,900-acre facility containing 2,000 acres of receiving wetlands. Currently, the operating permit allows 14 mgd maximum monthly average (10 mgd annual average) treatment and disposal capacity. Monthly average plant flows for January 1, 2017 through December 31, 2017 ranged from 4.4 mgd to 10.3 mgd on a monthly average. The City's reclaimed water system referenced in the Potable Water section above has been in operation since 2006 and provided between 1.5 and 3.3 mgd of irrigation water per month in the last fiscal year, depending on the time of year and demands, to residential and commercial areas of the City.

The wastewater system has been growing at a faster rate than the water system since a significant portion of the City utility service area had municipal water service, but no sewer service for many years. The City has systematically constructed sewer collection systems in older neighborhoods, with eight being completed since 2003. Based on previous historic growth rates of wastewater generation, it is anticipated that there will be a 4% yearly growth in wastewater generation within the City's service area (from the Hathaway Bridge to the West Bay Bridge to the Phillips Inlet Bridge). Accordingly, the City has planned for facilities to be upgraded to coincide with the increased demand.

#### **B. SITE SUITABILITY:**

1. Wetlands: According to information supplied by Bay County GIS there may be wetlands located throughout the subject site. Wetland delineation, preservation, buffering and permitting may be required as part of any future Development Order.
2. Plant and Wildlife Resources: Information regarding natural resources is based on information from the Florida Natural Areas Inventory "FNAI", which is a non-profit organization administered by Florida State University. This group is involved in gathering, interpreting, and disseminating information critical to the conservation of Florida's biological diversity.

Maps Supplied by FNAI appear to identify the subject area as an area which does not have any significant natural resources.

3. Flood Zones: according to Bay County GIS, the subject parcel is identified as being partially located in flood zone A, inside a flood zone.

**C. COMPATABILITY WITH SURROUNDING LAND USES:**

Compatibility has generally been defined as a condition in which land uses or conditions can coexist in relative proximity to each other in a stable fashion over time such that no use or condition is unduly negatively impacted directly or indirectly by another use or condition. The adjacent parcels to the north, east and west are Agriculture and south Light industrial.

The proposed use would appear to be compatible with the surrounding land uses.

**CONCLUSION:** After evaluating all of the factors associated with this requested rezoning staff has no objections to the request.



**Legend**

-  City Limits
-  PCB\_Parcels

**Zoning\_PCB**

**Panama City Beach Zoning**

-  Commercial - Low Intensity (CL)
-  Commercial - Medium Intensity (CM)
-  Single Family, High Density Manufactured Home (B-1c-1)
-  Single Family, Low Density (R-1a)
-  Single Family, Medium Density (R-1b)
-  Planned Unit Development (PUD)
-  Single Family, High Density (R-1c)
-  Residential - Zero Lot Line (RO)
-  Light Industry (M-1)
-  Recreation (R)
-  Conservation (C)
-  Agricultural and Rural Residential (AR)
-  Townhouse (RT1)
-  Limited Multi-family (R-2)
-  Unlimited Multi-family (R-3)
-  Commercial - High Intensity (CH)
-  Public Facilities (PF)



Prepared by The  
City of Panama City Beach  
Planning Department







**CITY OF PANAMA CITY BEACH**  
**Building and Planning Department**  
 116 S. Arnold Road, Panama City Beach, FL 32413  
 850-233-5054. ext. 2313 Fax: 850-233-5049  
 Email: [achester@pcb.gov](mailto:achester@pcb.gov)

**REQUEST FOR ZONING or REZONING – Section 10.02.10**

**Applicant:**

Name(s): St. Joe Company

Address: 133 S. Watersound Parkway

City: Watersound State: FL Telephone: 850-231-7413 Fax: \_\_\_\_\_

Email: dan.velazquez@joe.com

Name of Acting Agent: Robert Carroll w/ McNeil Carroll Engineering, Inc.

Statement acknowledged before a notary public authorizing the representative to act on behalf of the property owner with regard to the application and associated procedures. Attached to the application.

Parcel Number of Property for Zoning or Rezoning: 35288-000-000 and 38320-000-000

(Information from Property Appraiser's Office)

Address/Location of Property for Zoning or Rezoning: Griffin Boulevard

Please provide a survey obtained no more than two (2) years prior to the filing of the application, containing legal description, land area and existing improvements located on the site. Please submit a total of ten (10) copies.

Small Scale Amendment: \$1500.00 Large Scale Amendment: \$2100.00 Date Collected 9/17/18

If a plan amendment is necessary, please provide an analysis of the consistency of the proposed amendment with all requirements of the Comprehensive Plan and LDC.

The procedure for review of application is found in Sections 10.02.01 and 10.02.10 of the LDC.

**Basic Submittal Requirements - LDC Section 10.02.02**

Name: St. Joe Company

Address: 133 S. Watersound Parkway Email Address: dan.velazquez@joe.com

City: Watersound State: FL Telephone: 850-231-7413 Fax: \_\_\_\_\_

Date of Preparation: 9/17/18 Date(s) of any modifications: \_\_\_\_\_

Legal Description: (Consistent with the Required Survey) See attached survey

A vicinity map showing the location of the property.

Present Zoning Designation: AR Requested Zoning Designation: M-1 Future Land Use Map: \_\_\_\_\_

Deed Restrictions or Private Covenants apply to this property: \_\_\_ Yes (Please submit a copy) X No

**Applicant's Signature(s):**

Dan Velazquez

Print Name of Applicant

  
Signature

Date: 9-14-18

Dan Velazquez  
Print Name of Applicant

Signature

Date: 9-14-18

**FEES:**

Rezoning Application Fee: \$900.00       

Small Scale Amendment Fee: \$1500.00        Includes the rezoning fee.

Large Scale Amendment Fee: \$2100.00 X Includes the rezoning fee.

Date Collected:

**CITY OF PANAMA CITY BEACH PUBLIC NOTICE OF  
ANNEXATION, LARGE SCALE AMENDMENT  
AND ZONING DESIGNATION REQUEST**

The City of Panama City Beach Planning Board will consider the following request:

**APPLICANT:** St. Joe Company

**ADDRESS/LOCATION:** End of Griffin Boulevard on east side

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This is being requested because, the owner is requesting to change the zoning of a 14.97 acre newly created parcel from Agricultural & Rural Residential (AR) to Light Industry (M-1). Since the parcel is greater than 10 acres it is considered a large scale amendment

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**MEETING INFORMATION:**

**Date:** 8 October 2018

**Time:** 2:00 PM

**Place:** City Council Meeting Room, 110 S. Arnold Road, Panama City Beach

The applicant for this rezoning request is required by the City of Panama City Beach to send you this letter because, the tax rolls show you own property, in whole or in part, within three hundred (300) feet of the subject property.

Any questions you may have regarding this request please contact someone at the City of Panama City Beach Building and Planning Department at 850-233-5054, ext. 2313.

**AGENDA ITEM 9**  
**AMENDING**  
**COASTAL MANAGEMENT**  
**ELEMENT OF THE**  
**COMPREHENSIVE PLAN**

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## SECTION 9

### COASTAL MANAGEMENT ELEMENT

#### 1. INTRODUCTION

##### COASTAL AREA BOUNDARY

The upland or inland boundary of the coastal area for Panama City Beach is that portion of the City limits lying southwesterly of the centerline of Front Beach Road or Thomas Drive.

#### 2. EXISTING LAND USES IN THE COASTAL AREA

Existing land use patterns in Panama City Beach in 2008 **18** are shown in a generalized fashion in the Existing Land Use Map. Table 1 identifies the generalized existing coastal area land uses as reflected by number of acres.

**TABLE 1**  
**GENERALIZED EXISTING COASTAL AREA LAND USE-2008 18**

<u>Land Use</u>	<u>Acres</u>
Agriculture	0.0
Conservation	0.0
Educational	0.0
Historical Resources	0.0
Industrial	0.0
Public Buildings and Grounds	<del>11.95</del> <b>77</b>
Recreation	35.75
Single Family Residential	<del>27.45</del> <b>26.27</b>
Multi-Family Residential	<del>187.52</del> <b>202.18</b>
Tourist	<del>179.18</del> <b>142.44</b>
<u>Vacant</u>	<del>16.23</del> <b>22.56</b>
<b>TOTAL ACRES</b>	<b>458.08 440.97</b>

Panama City Beach coastal area: ~~458.08~~ **440.97** acres

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Source: Panama City Beach Building & Planning Department and the Bay County GIS Division.

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#### A. Agricultural

There are no agricultural uses in the coastal area.

**B. Conservation**

The coastal zone does not include any conservation land areas.

**C. Educational**

There are no educational uses in the coastal area.

**D. Historic Resources**

There are no historical uses in the coastal area.

**E. Industrial**

There are no industrial uses in the coastal area.

**F. Public Buildings and Grounds**

The public buildings and grounds category covers approximately ~~11.95~~ 77 acres in the coastal area. The City and County piers are depicted on the Existing Land Use Map.

**G. Recreation**

There are approximately ~~27.45~~ 35.75 acres of recreational land uses in the coastal area. The location of specific facilities are shown on Exhibit 5. ~~The 27.45 35.75 acres do not include the beaches located on the Gulf of Mexico.~~

**H. Residential and Uses (Single Family and Multi-Family)**

Single Family Residential land use covers approximately ~~27.45~~ 26.27 acres of the coastal area while Multi-Family Residential land uses covers approximately ~~187.52~~ 202.15 acres. The Existing Land Use Map shows the location of these uses.

**I. Tourist**

Tourist use covers approximately ~~179.18~~ 142.44 acres in the coastal area. Tourist uses are varied but are comprised primarily of retail sales/services, restaurants, offices, hotels, and motels. These uses are shown on the Existing Land Use Map.

**J. Vacant**

There are approximately ~~46.23~~ 22.56 acres of vacant land in the coastal area. The location of specific vacant lands are shown on Exhibit 1.

### **3. CONFLICTS AMONG EXISTING LAND USES**

In reviewing the existing land uses, several conflicts among the existing adjacent land uses can be found. Such incompatibilities are being addressed by noise ordinances and buffering requirements which help to protect the investment of individual property owners by providing needed buffers between commercial and residential uses.

### **4. WATER DEPENDENT AND WATER RELATED USES**

Water dependent uses are considered to be land uses related to activities which can only be carried out on, in or adjacent to water areas because the use requires access to the water. Water dependent uses in the Panama City Beach area include City and County-owned fishing piers, beach access points, beach-front motels and resorts, beach houses, boat and personal watercraft rentals, and beach recreation.

Water related uses are land uses which are not directly dependent upon access to the water, but which provide goods and services that are directly associated with access to or use of the water. The Panama City Beach area has numerous beach related retail businesses, water view restaurants and drinking establishments. Amusement facilities are prohibited in the coastal area.

Panama City Beach does not foresee the future need of water dependent or water related facilities beyond those currently existing. Sufficient facilities and access exist for the planning period.

### **5. REDEVELOPMENT AREAS**

The presence of non-conforming land uses identify the need for redevelopment within the coastal area. Panama City Beach has maintained comprehensive, detailed zoning restrictions since 1977. However, limited non-conforming land uses still exist and will be eliminated pursuant to stated policy thresholds concerning the discontinuance of non-conforming uses.

In 2001, the City Council adopted the community redevelopment plan for Pier Park which is composed of approximately 265 acres in the Dan Russell Pier area. The adoption of the plan has enabled the community redevelopment agency to use tax increment financing to redevelop and maintain the area as a 1,000,000 square foot open-air town center for shopping and dining.

In August 2001, the City adopted the Front Beach Road Community Redevelopment Area (the FBRCRA). Since this time, the FBRCRA has completed the following projects:

1. Churchwell Drive has been improved to 3 lanes with bicycle lanes, sidewalks, street lights, and landscaping;
2. A public parking lot has been purchased and constructed to accommodate

approximately 120 parking spaces;

3. A public parking multimodal center has been purchased near the intersection of N. Thomas Drive, Front Beach Road, and Hutchison Boulevard;
4. Construction has commenced on the 4-laning of Beekrich Road; The four-laning of Richard Jackson Boulevard has been completed and includes landscaping, bike lanes, sidewalks and streetlights.
5. Preliminary engineering and right-of-way purchases have begun on several of the major connector roads;
6. Engineering and design has begun on S. Thomas Drive and the first phase of Front Beach Road have been completed and includes a bicycle-trolley lane, landscaping, streetlights, streetscape and sidewalks.
7. The northern half of Powell Adams Drive has been completed and includes landscaping, bike lanes, sidewalks and streetlights.
8. Phase II of Front Beach Road is under construction and will include a bicycle-trolley lane, landscaping, streetlights, streetscape and sidewalks.

## 6. ECONOMIC BASE OF THE COASTAL ZONE

The economy of Panama City Beach is dominated by the attraction of tourists to the coastal area. Employers such as hotels, motels, condominium/resorts, restaurants, bars, souvenir shops, amusement parks and retail sales are heavily tied to the attraction of tourists to Panama City Beach.

The Future Land Use element and map have been developed to protect these water dependent economic contributors of Panama City Beach. The tourist industry will be protected by the conservation and recreation protections which have been made on the Future Land Use Map. Additional commercial and residential areas outside the coastal area will be needed to support visitors who will contribute to the economy in Panama City Beach through a variety of commercial avenues.

## 7. NATURAL RESOURCES OF THE COASTAL AREA

### A. Vegetative Cover

#### North Florida Coastal Ecological Strand

This community is one of the most endangered communities in Florida due to the development of residential and commercial uses along shore lines. This community has an



important conservation purpose by regulating wave action on the coastline. Development in the North Florida Coastal Strand typically accelerates the erosion of established beaches and sand dunes. The natural forces of wind, salt, and blowing sand make plant establishment difficult and most plants that do establish in this strand here are species that are well-adapted to disturbance. Generally speaking, this community is very narrow and long and encompasses the area landward of the sandy beaches affected by salt spray from the Gulf. The vegetation in this community is naturally low growing grasses, vines, and herbaceous shrubs with only a few trees, most of which occur in stunt form. This vegetation includes cabbage palm (*Sabal Palmetto*), sand live oak (*Quercus Virginiana Maritima*) and live oak (*Quercus Virginiana*) with an understory of marshelder (*Iva Imbricata*), saw palmetto (*Serenoa Repens*), Spanish Bayonet (*Yucca Aloifolia*), yaupon holly (*Ilex Vomitoria*), and red bay (*Persea Borbonia*).

Various birds can typically be found in this community. It provides a good food source as well as nesting sites for the variety of birds. Other animals that utilize this community are sea turtles, shellfish, and a variety of small mammals.

This is the most stressed ecological community in Panama City Beach. Because of the increasing pressure for development along the coast, the acreage occupied by this community has steadily declined over time.

## **B. Water Bodies**

The coastal area of Panama City Beach includes only the Gulf of Mexico. The water bodies of Panama City Beach include minor freshwater habitats and marine habitats. Coastal resources include the open waters of the Gulf of Mexico and approximately 2,600 feet of coastline on West Bay, the latter of which is considered de minimis.

## **8. FISHERIES AND WILDLIFE**

The Gulf Coast Ecological Inventory (1982) published by the U.S. Department of the Interior, Fish and Wildlife Service, produced an inventory of the fish and wildlife habitats in the coastal area of Panama City Beach. The major fish species located here include Southern Flounder, Red Snapper, Spanish Grouper, Spanish Mackerel, King Mackerel, Cobia, Red Grouper, Atlantic Bonita, Vermilion Snapper, Dolphin, Warsaw Grouper, Gag Grouper, Greater Amberjack and Red Porgy.

Major wildlife located in this area includes Red Fox, Eastern Cottontail, armadillo, skunk, opossum, raccoon, tree squirrel, white tail deer, reptiles and amphibians.

## **9. AREAS SUBJECT TO COASTAL FLOODING**

Portions of the coastal area which are subject to periodic inundation are indicated on Exhibit 13.

## 10. IMPACT OF FUTURE DEVELOPMENT ON NATURAL RESOURCES

Complete development of the coastal area has virtually been achieved during the explosive growth experienced in the area during the 1970's and 1980's. Continual growth in the coastal area is not possible since land is not available. Future development and redevelopment in the coastal area will be have a de minimis impact on natural resources. Future development will be required to comply with the stormwater run-off policies adopted pursuant to this Plan which were not imposed on the existing developments.

## 11. IMPACT OF FUTURE DEVELOPMENT ON HISTORIC RESOURCES

Panama City Beach has not identified any historic resources in the coastal area which would be adversely affected by future development. As historic resources may be identified in the future, restriction of future development to preserve their integrity must be implemented.

## 12. WATER POLLUTION

### A. Existing Conditions

~~Surface water discharge from stormwater and point sources are located in Panama City Beach. The point source discharge is into the West Bay. The discharge is permitted by the Florida Department of Environmental Protection and the United States Environmental Protection Agency. An inventory of the discharge is shown on Table 2. As discussed in more detail in the Sanitary Sewer subelement, the City has constructed a 3,000-acre wet weather reuse water system and is in the process of permitting a 3,000 acre wet weather discharge area that will eliminated any the need for discharge into West Bay.~~

## 13. HURRICANE EVACUATION

~~The Coastal High Hazard Area (CHHA) is defined as the Category 1 Storm Surge Area. In Panama City Beach, the CHHA represents a very small area of predominantly along the shores of the Gulf of Mexico (Front Beach Road, Beach Boulevard, and Thomas Drive). Other less significant areas within the CHHA are near the Turtle Cove subdivision (22 single family residential lots), the western fringes of Grand Lagoon (30 multi family dwellings), and in the Colony Club area (35 single family residential lots). The State's definition of the CHHA changing from the "evacuation" area to the "surge" area had a minimal impact on the number of lots and structures within the CHHA.~~

~~Within the CHHA, 7,657 units of new Gulf front condominiums have been constructed since 2000 taking the place of 2,044 units of older hotel/motel rooms. The increase in rooms by 5,613 units has resulted in an insignificant increase in population (permanent and tourists) of the CHHA as evidenced by the traffic volumes on Front Beach Road. All segments of Front Beach Road have current traffic volumes similar to those that occurred in the early and mid 1990's.~~

Front Beach Road Segment	2006 Vol.	1990's Vol.
US 98 SR 79	7,066	1990 7,005
SR 79 Hutch. Blvd.	14,155	1995 13,014
Hutch. Blvd Beckrich Rd.	13,500	1995 20,000
Beckrich Rd. US 98/Hutch. Blvd.	16,000	1995 14,063
US 98/Hutch. Blvd PCB Parkway	21,400	1995 23,500

Source: Historical data from the Bay County TPO Congestion Management System Plan, August 2003.

The reason for virtually no growth in the population within the CHHA over the past ten (10) years is likely because the units are almost exclusively purchased and occupied by a stable tourist population rather than a growing permanent resident population. A sampling of the newer resorts shows less than 3% of the units are homesteaded properties. Reasons for this include the high price of the new resorts vs. the median income of Bay County residents; and, permanent residents seem to prefer living in areas away from where tourists congregate (along Front Beach Road). In 2000, the City had a permanent population of 7,671 and an estimated annual tourist population of 7.5 million. The City increased its permanent population by 3,980 since 2000 to 11,651 in 2007. However, the estimated annual tourist population has decreased and now ranges between 4.6 – 6.0 million. From year to year, the annual tourist population can fluctuate based primarily on such factors as: the number of hurricanes, the economy, gas prices, and the length of school summer vacation. The reduction in “spring break” visitors has been noticeable as evident by the sizeable reduction in law enforcement personnel needed during this time.

Although the City has experienced a significant rise in gulf front resort units, the actual tourist population has remained relatively stable, or even declined, (as reflected in traffic counts) while the permanent population has had only a modest rise of approximately 389 residents per year since 2000. As such, development has had relatively little impact on hurricane evacuation routes and clearance times.

The hurricane evacuation routes for Panama City Beach are shown on Exhibit 14. It is expected that some residents on the eastern portion of the city would opt to travel east across Hathaway Bridge to State Road 77 or US 231 just as the residents on the western end may opt to travel west to State Roads 81 and 331.

The Bay County Comprehensive Plan states that the County has adopted a hurricane evacuation time of 24 hours for category 4-5 storms. Bay County and the City worked together to create the Bay County Hurricane Abbreviated Transportation Model Updated, 2004. The County and the City have continued to share information on development order approvals in order to keep the hurricane model updated. Below is the most recent tables that have been updated with additional development orders approved by the City.

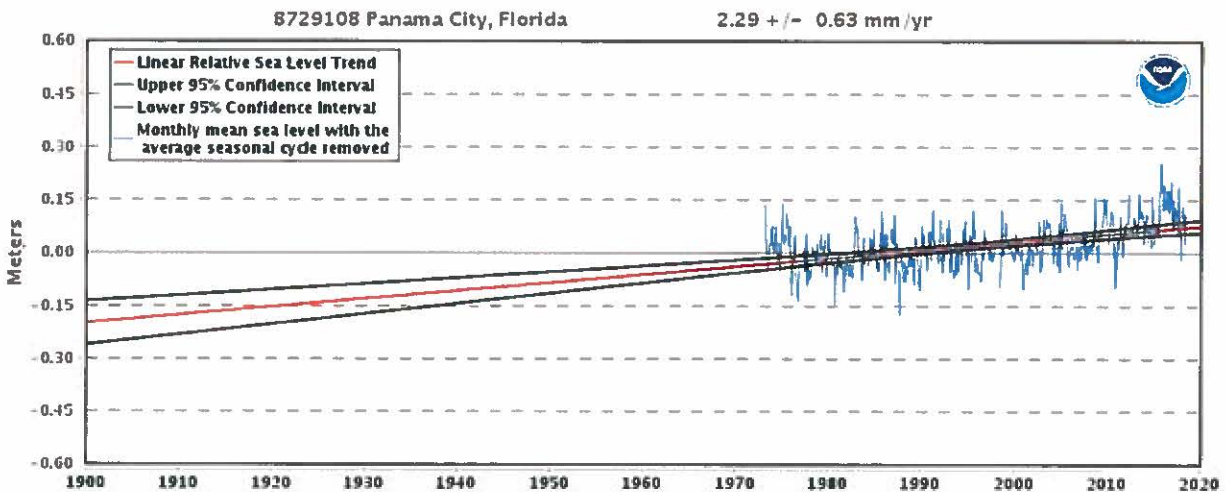
Modeled/Critical- Roadway Segment	Times Cat 1-2 low occ	Times Cat 1-2 high- occ	Times Cat 3 low- occ	Times Cat 3 high- occ	Times Cat 4- 5 low- occ	Times Cat 4-5 high- occ
SR 79 at SR 20	3.6	5.5	5.0	6.4	7.2	9.7
SR 77 at SR 20	3.3	4.1	4.1	5.1	5.2	6.5
US 231at SR 20	5.7	7.5	9.4	12.6	13.1	17.2
SR 20 eb out of Bay	2.7	3.4	4.1	5.4	5.6	7.2
Hathaway Bridge	6.1	7.7	7.5	10.1	8.8	12.1
US 231/SR77/US98 int	5.8	7.8	8.5	12.0	10.5	14.9
CR 386 into Gulf County	1.2	1.3	1.3	1.5	1.5	1.7

Modeled/Critical Roadway Segment	Times Cat 1-2 low occ	Times Cat 1-2 high occ	Times Cat 3 low occ	Times Cat 3 high occ	Times Cat 4-5 low occ	Times Cat 4-5 high occ
SR 79 at SR 20	3.1	4.0	4.0	4.6	5.4	6.8
SR 77 at SR 20	3.0	3.4	3.6	4.2	4.5	5.3
US 231at SR 20	4.7	5.7	7.7	9.7	10.5	13.1
SR 20 eb out of Bay	2.3	2.8	3.5	4.4	4.7	5.8
Hathaway Bridge	5.6	6.5	6.6	8.1	7.4	9.4
US 231/SR77/US98 int	5.1	6.3	7.4	9.5	8.7	11.4
CR 386 into Gulf County	1.2	1.3	1.3	1.5	1.4	1.6

The results of the updated model show that under a high occupancy and a category 4-5 hurricane, the critical segment will be US 231 at SR 20 with an evacuation time of ~~17.2~~ **13.1** hours. This, however, is still below the adopted evacuation time of 24 hours.

## 14. SEA LEVEL RISE

The National Oceanic and Atmospheric Administration “NOAA” station 8729108 Panama City Florida has recorded and projected sea level trends since 1973. The chart below depicts NOAA sea level rise trends from 1973 to 2016. According to NOAA, recorded sea level rise at the Panama City station has increased by 2.29 mm per year, the equivalent of .0075 feet per year.



The mean sea level trend is 2.29 millimeters per year with a 95% confidence interval of +/- .63mm/yr. based on monthly mean sea level data from 1973-2016. The plot shows the monthly mean sea level without the regular seasonal fluctuations due to coastal ocean temperatures, salinities, winds, atmospheric pressure, and ocean currents. The long-term linear trend is also shown, including its 95% confidence interval.

As a result of this data from NOAA, it is assumed over the next 100 years sea levels will rise by .75 feet.

Exhibit 13.B (developed by Bay County GIS using NOAA data) depicts areas within the City vulnerable to sea level rise. This map reflects the effects of sea level rise in one-foot increments. The primary impacts of a one foot rise are minimal and are located in very limited areas adjacent to the northern edge of the Colony Club subdivision, Lake Powell and Grand Lagoon. There are no anticipated impacts to structures until sea levels rise three feet.

Based on NOAA data and mapping it is estimated the City of Panama City Beach will not have impacts to structures or facilities in the next 100 years as a result of sea level rise.

The City has already implemented some significant measures to mitigate flooding from all sources including sea level rise. In the Lake Powell area, increased setbacks and buffers and reduced residential densities have been implemented along the lake as part of the Lake

Powell Protection Zone and enforcement of the City's wetland setback requirements. The City dedicated an entire chapter of the Land Development Code to floodplain management and resource protection (Chapter 3). This chapter of the LDC designates the Building Official as the Floodplain Administrator as well as requires a first floor living area to be no less than 12 inches above the crown of the road at the highest point of the road or top of curb along the frontage, whichever is more restrictive, all as determined by the City Engineer.

Additionally, the City participates in FEMA's National Flood Insurance Program Community Rating System and has created an annual city-wide stormwater assessment to fund prioritized stormwater improvements.

## GOALS, OBJECTIVES AND POLICIES

**GOAL 1: Protect, conserve, and promote restoration of coastal area resources and plan for development activities.**

**OBJECTIVE 1: Prohibit nonwater-dependent land uses in the coastal area that use or store hazardous materials injurious to fish and wildlife.**

POLICY 1.1: The Land Development Regulations shall prohibit nonwater-dependent land uses from using or storing hazardous materials which will be injurious to fish and wildlife.

**OBJECTIVE 2: Assist in the protection of water quality.**

POLICY 2.1: Prohibit the siting of septic tanks where the soils are unsuited for such use.

POLICY 2.2: When expanding sewage collection systems, consider areas with reported septic tank problems and areas with soils limitations on septic tank use in the coastal area as priority expansion areas.

**OBJECTIVE 3: Coordinate with other local governments and appropriate agencies to maximize natural resource planning, conservation and protection activities so that no net losses of dune vegetation occur in the coastal area as compared to January 1993.**

POLICY 3.1: Establish interlocal agreements with adjacent local governments that address the conservation, use, and protection of unique vegetative communities and water bodies which cross local government boundaries.

POLICY 3.2: Cooperate with all appropriate agencies, such as the Department of Environmental Protection and the Florida Fish & Wildlife Conservation Commission, to provide protection of natural resources from excessive public recreation.

**OBJECTIVE 4: Adopt criteria for the permitting of shoreline land uses within the coastal area.**

**POLICY 4.1: Priority for siting of shoreline land uses shall be as follows:**

- A. Water-dependent uses;
- B. Water-related uses;
- C. Residential
- D. Recreation/Conservation

**POLICY 4.2: All new or redeveloped shoreline land use shall:**

- A. Demonstrate that existing public utilities, infrastructure and services are in place to support the proposed use;
- B. Provide public access where traditional public access points are directly affected by the development;
- C. Landscaping, if used, will include plant species native to the north Florida coastline.
- D. Locate on existing upland areas;
- E. Not be in conflict with existing compatible adjacent land uses;
- F. Provide for the treatment of all discharge, including stormwater runoff, from land uses into bodies of water to incorporate standards for treatment adequate to meet the requirements of 17-4.240 F.A.C. and the stormwater level of service standards adopted in this Plan.

**POLICY 4.3: The City shall prohibit the removal of dune vegetation seaward of the Coastal Construction Control Line.**

**POLICY 4.4: All construction shall comply with the Coastal Construction Control Line regulations as enforced by the Department of Environmental Protection.**

**POLICY 4.5:** The City shall promote the construction and maintenance of elevated dune crossovers .

**POLICY 4.6:** The location, design, and operation of all new, expanded or redeveloped marinas shall focus on the protection/preservation of natural resources, compatibility with surrounding land uses and shall:

- A. Lie outside archaeological or historical sites and areas identified as being inappropriate for marina development in the Marina Siting Study for West Florida (West Florida Regional Planning Council; June, 1984);
- B. Not lie within Lake Powell (an Outstanding Florida Water) or within the Lake Powell Protection Zone;
- C. Comply with all requirements of Chapter 8 “Conservation” of the City’s Comprehensive Plan;
- D. Demonstrate spill cleanup capability;
- E. Designate future upland spoil site(s) for maintenance dredging activities;
- F. Have available sewage treatment facilities to serve the anticipated volume of waste at the level of service standard consistent with that described in Wastewater Sub-Element and Chapter 23 of the City’s Code of Ordinances and meets the design criteria of the City’s Code;
- G. Provide pump-out facilities at each fuel dock and follow the requirements addressed in 327.53 Florida Statutes for the handling of sewage. Marinas shall also provide upland sewage facilities;
- H. Maintain water quality standards as provided by Chapter 403, Florida Statutes;
- I. Locate in areas where there is an existing basin, access channel and adequate depths to accommodate the proposed use so that minimum or no dredging shall be required for the placement of docking facilities, to prevent prop dredging and to accommodate the proposed use without disturbance of bottom habitats. A minimum depth of four feet below mean low water shall be required;
- J. Utilize non piling construction and other non-dredge fill techniques where possible to minimize habitat destruction;



- K. Be designed to minimize or eliminate adverse impacts on fish and wildlife habitat. Special attention and consideration shall be given to endangered and threatened species habitat;
- L. Locate in areas away from seagrass beds, oyster reefs and other important fish and shellfish spawning and nursery areas;
- M. Be designed to maximize or improve water circulation Patterns.

POLICY 4.6.1 All new, expanded or redeveloped marinas shall follow any applicable State or Federal guidelines for design and shall:

- A. Demonstrate the presence of upland areas which are large enough to accommodate all required utility and support facilities as well as enough area to satisfy all applicable standards set forth in the Code;
- B. Provide public access;
- C. Provide a hurricane mitigation and evacuation plan which describes measures to be taken to minimize damage to marina sites and neighboring properties and the environment;
- D. Delineate immediate access points with channel markers that indicate speed limits and any other applicable regulations;
- E. Be sited in areas designated as Recreational on the Future Land Use Map;
- F. Demonstrate that the marina meets a public need thereby demonstrating economic viability/feasibility;
- G. Demonstrate that existing public utilities, infrastructure and services are in place to support the proposed use;
- H. Be compatible with existing, conforming, adjacent land uses;
- I. Utilize dry storage to the fullest extent possible, in addition to wet slips;
- J. Consist of 50 slips or fewer;
- K. The City shall apply preexisting applicable policies of the Vision Plan,

the DSAP or the special character district when such policies are more restrictive on development and redevelopment than the City 's Comprehensive Plan .

- L. Commercial boats, maintenance facilities, boat construction, or live-aboard are prohibited.

POLICY 4.6.2 The City shall adopt standards for marina siting or expansion as part of City's Zoning Ordinance and Land the Development Regulations (*amended January, 2006*).

**OBJECTIVE 5: Ensure the availability of infrastructure consistent with the level of service standards.**

POLICY 5.1: Coastal area levels of service shall be consistent with those adopted in the Utilities, Traffic Circulation, and Recreation and Open Space Elements of this Plan.

POLICY 5.2: Maintain infrastructure capacity to provide public facilities for the types and densities of development shown on the Future Land Use Map.

POLICY 5.3: Development approvals for projects for which adequate sewer capacity is not available prior to development completion shall be conditioned upon adequate soil conditions for septic tanks. Otherwise, development must be connected to the public sewer system.

POLICY 5.4: Coordinate with service providers to determine necessary system improvements and phasing of those improvements to serve the uses and densities proposed in the Future Land Use Element.

POLICY 5.5: Complete an inventory of local roadways in the coastal area that indicates current condition; proposed, prioritized improvements; and funding sources for inclusion in the Capital Improvements Element.

POLICY 5.6: Development approvals, including those in the coastal area, shall be reviewed by the Building & Planning Department and/or the Department of Transportation for their impact on the level of service of the existing roadway network. Development which does not meet the requirements of the Front Beach Road Transportation Concurrency Exception Area, FDOT, and/or other applicable local, state, and federal laws, shall be denied until improvements or proportionate fair share payment is made as required to meet such requirement.

POLICY 5.7: Panama City Beach will recognize and provide for disaster preparedness and evacuation needs in construction of roadway improvements in the coastal area.

**OBJECTIVE 6: Eliminate substandard structures and incompatible uses, and redevelop following disasters.**

**POLICY 6.1:** Utilize review criteria of existing ordinances for identifying areas in need of redevelopment which considers integrity of building construction, including unsafe conditions; presence of incompatible uses; condition of infrastructure; and economic condition of the area as evidenced by vacancies.

**POLICY 6.2:** Using the Existing Land Use Map, identify shoreline land uses inconsistent with adopted shoreline land use siting and field check these sites in conjunction with the coastal area survey to determine their current status.

**POLICY 6.3:** Conduct periodic surveys of the coastal area of Panama City Beach to identify areas in need of redevelopment or demolition based on review criteria developed.

**POLICY 6.4:** Adopt land use regulations that establish priorities of shoreline land uses and provide for the elimination of incompatible uses as soon as possible.

**OBJECTIVE 7: Complete a comprehensive survey of the defined coastal area of Panama City Beach for the purpose of recording sites and structures of archaeological or historic significance, if any, and identifying those meriting protection and preservation.**

**POLICY 7.1:** Continue to survey areas to identify archaeological and historic resources in the coastal area and rank them by their susceptibility to destruction from development and from the elements.

**POLICY 7.2:** Protect historically significant resources, if any, in the coastal area of Panama City Beach.

**OBJECTIVE 8: Panama City Beach will maintain the availability of access points to the Gulf of Mexico.**

**POLICY 8.1:** The development review process shall consider impacts of development or redevelopment on publicly established accessways. The City shall not move, swap, switch, divide, or remove any beach access easement of any kind, right-of-way, or property line without approval of the registered voters of the City of Panama City Beach, in a properly held City referendum.

**POLICY 8.2:** Maintain and update annually an inventory of public access facilities in the coastal area, and periodically survey the conditions at those sites. The results of the annual inventory will be incorporated into the City's annual update of the Capital Improvements Element.

**POLICY 8.3:** Develop and update annually a comprehensive list of conservation and recreation land acquisition programs to expand the amount of public lands available for public access.

**POLICY 8.4:** Coordinate the need for public access and recreation facilities with the Recreation and Open Space Element.

**OBJECTIVE 9:** Establish and promote an intergovernmental process between Panama City Beach and appropriate Federal and State agencies and Bay County to deal with mutual concerns and enhance planning for public recreation, access and use of the Gulf of Mexico beaches.

**POLICY 9.1:** Establish communications with appropriate Federal and State agencies and Bay County regarding this objective.

**POLICY 9.2:** Summaries of actions proposed by any of the identified agencies regarding this objective shall be forwarded to other appropriate entities.

**POLICY 9.3:** Promote interlocal cooperation through interlocal agreements which would enhance public access and recreation sites and facilities.

**GOAL 2:** Protect human life and limit public fund expenditure in areas that are subject to destruction by natural disasters.

**OBJECTIVE 10:** Identify the coastal high hazard area.

**POLICY 10.1:** The Coastal High Hazard Area shall be defined as the area below the elevation of the Category 1 storm surge line as established by a Sea, Lake, and Overland Surges from Hurricanes (SLOSH) computerized storm surge model and shown on Exhibit 13. (Updated ~~10-30-07~~ 8-2018)

**POLICY 10.2:** Exhibit Number 13 which reflects the Coastal High Hazard Area is hereby adopted.

**POLICY 10.3:** Notify at the appropriate time, owners of property in the coastal high hazard area of property designation to increase public awareness of hurricane hazard.

**OBJECTIVE 11:** Maintain a roadway clearance time for hurricane evacuation and peacetime emergency evacuations.

**POLICY 11.1:** Improvements to road segments that are a part of the hurricane evacuation route shall be considered a priority in making traffic circulation improvements.

**POLICY 11.2:** Periodically review hurricane evacuation plans through a joint meeting of the Bay County Emergency Management Department, the municipalities and transportation planners.

**POLICY 11.3:** Exhibit Number 14, The Hurricane Evacuation Map is adopted as the routes to be used for evacuations in an emergency. Peacetime emergency and hurricane evacuations for Bay County should be achieved in at least 24 hours from the time the emergency management officials determine that evacuation is necessary.

**POLICY 11.4:** Adjust the evacuation timetable as necessary based on occupied dwelling unit information and annexations.

**POLICY 11.5:** Consider the impacts on the transportation system relative to hurricane evacuation in the development approval process.

**POLICY 11.6:** Encourage improvements to State roadways identified as critical roadway segments.

**POLICY 11.7:** Continue to develop evacuation procedures for citizens and other organizations concerned with the transportation disadvantaged.

**POLICY 11.8:** Limit the location of group homes, nursing homes, or other residential uses which have special evacuation requirements in the coastal high hazard area to be consistent with State law.

**OBJECTIVE 12:** Limit population concentrations in the Coastal High Hazard Area to reduce exposure of human life to natural disasters.

**POLICY 12.1:** The Building and Planning Department shall prepare annually an estimate of population density in the coastal high hazard area. This estimate shall include all existing development and developments which have received development approval.

**POLICY 12.2:** Population concentrations shall be directed away from the Coastal High Hazard Area through provisions in the Land Development Regulations, if the emergency evacuation time standard of Policy 11.3 cannot be maintained.

**OBJECTIVE 13:** Limit public fund expenditures for public facilities and infrastructure in the coastal high hazard area.

**POLICY 13.1:** Public facilities shall not be located or improved in the coastal high hazard area unless the following criteria are met:

- A. The use is necessary to protect public health, safety and welfare; or

- B. The service provided by the facility cannot be provided at another location outside the coastal high hazard area; or
- C. The use is necessary to restore and/or enhance natural resources.

**OBJECTIVE 14: Adopt a post-disaster redevelopment plan for Panama City Beach that identifies short-term recovery and long-term redevelopment activities.**

**POLICY 14.1:** The following post-disaster actions shall be considered short-term recovery measures:

- A. Damage assessment to meet post-disaster assistance requirements and to aid in post-disaster redevelopment decisions;
- B. Debris removal;
- C. Emergency protection measures including repairs to water, sewer, electric, and other public utilities to restore service;
- D. Public assistance including temporary housing and provisions of food and clothing.

**POLICY 14.2:** Repair or restoration of damage resulting in destruction of over fifty percent of the value of an individual structure or facility in the coastal high hazard area shall be considered to be redevelopment activities. Repair or restoration of such a structure or facility shall be subject to the following restrictions:

- A. Redevelopment of residential structures shall be in accordance with adopted redevelopment policies; and
- B. Redevelopment of commercial structures shall be consistent with the intensities established in land development regulations; and
- C. Public facilities shall be relocated to areas outside of the coastal high hazard area, unless they satisfy the criteria established in Policy 13.1.

**OBJECTIVE 15: The post-disaster redevelopment plan will provide a process for consideration of relocation, removal or modification of damaged structures.**

**POLICY 15.1: Redevelopment of structures within the coastal high hazard area that are permitted subject to the adopted requirements shall be constructed to comply with National Flood Insurance minimum elevation and construction standards and conform to minimum coastal construction standards.**

**OBJECTIVE 16: Establish site design criteria for construction and reconstruction within the coastal high hazard area.**

**POLICY 16.1: The issuance of Development Permits in the coastal high hazard area shall be conditioned on the following criteria:**

**Siting**

- A. Construction will be limited to adopted densities and intensities in the land development regulations;
- B. Placement of required open space, if any, shall be in the most vulnerable area of the site;
- C. Access to structures shall be provided on the landward side;

**Landscaping**

- A. Native plant species are maintained and protected;
- B. Provision of a landscaping plan which addresses the stabilization of soils;
- C. Shrubbery and trees are planted so as to deflect floating material from building foundation.

**OBJECTIVE 17: Establish formal procedures to implement the post-disaster redevelopment plan.**

**POLICY 17.1: Prepare short-term recovery implementation procedures to be incorporated in the Bay County Peacetime Emergency Plan and City operating procedures.**

**POLICY 17.2: The following actions will be part of the procedures for implementation of the long-term redevelopment plan:**

- A. Formation of an Ad Hoc Recovery Task Force to coordinate decision-making not related to short-term recovery efforts;
- B. Passage of emergency ordinances, such as moratoria on rebuilding in heavily damaged areas and amendments to zoning or building codes;
- C. Procedures for damage assessment;
- D. Decision making procedures to determine relocation, rebuilding or structural modification options.

**OBJECTIVE 18: Incorporate the recommendations of a hazard mitigation plan into the Comprehensive Plan.**

**POLICY 18.1:** The City will continue participating in the Bay County Hazard Mitigation Strategy Team to update the natural disaster hazard mitigation report. This report will continue to address general hazard mitigation including regulation of building practices, floodplains, beach and dune alteration, stormwater management, sanitary sewer and septic tanks, and land use to reduce the exposure of human life and public and private property to natural hazards. The recommendations of this report will be incorporated into the Comprehensive Plan and Land Development Regulations.

**OBJECTIVE 19: The City will continue to implement stormwater and floodplain management regulations, monitor data related to sea level rise and consider possible amendments to the Comprehensive Plan, the Land Development Code and the Building Code as needed.**

**POLICY 19.1: The City will continue to use the following strategies to mitigate flooding from all sources including sea level rise: setbacks and buffers, building codes and design, floodplain regulations, zoning and overlay zones, hard and soft-armoring permits, rebuilding restrictions, stormwater assessments, impact fees and other strategies or regulations as may be needed.**

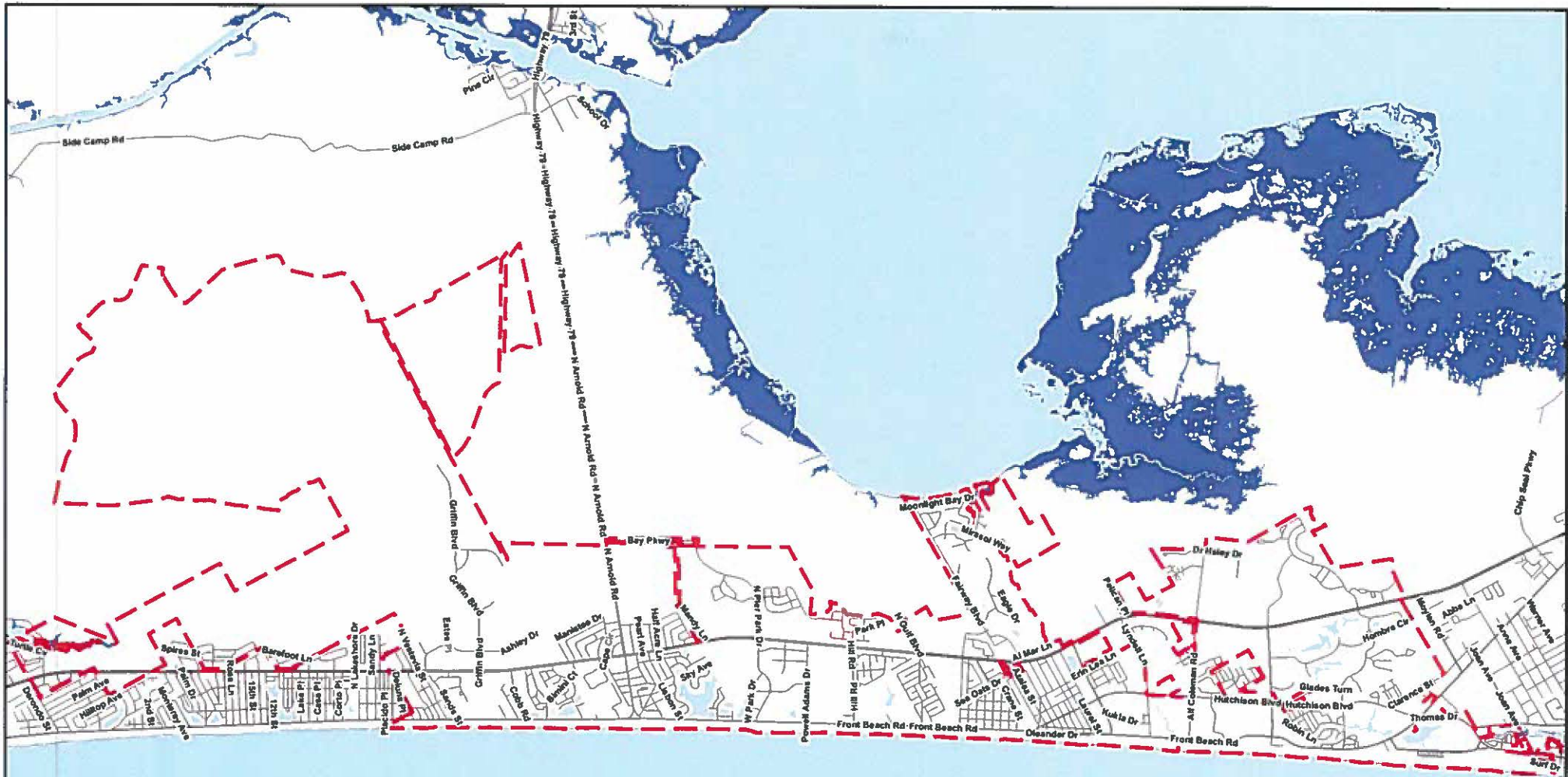


**TABLE 2**

**ACTIVE POINT SOURCE DISCHARGES  
FOR PANAMA CITY BEACH, 2008**

PERMIT NUMBER	NAME	LOCATION
1. FL0021512	CITY SEWER TREATMENT PLANT	WEST BAY

Source: U.S. Environmental Protection Agency



Source: Bay County, City of Panama City Beach, FL Dept of Emergency Services  
 Disclaimer: This map intended for planning purposes only. This map is not a legal representation of the features depicted.

- City Limits
- Waterbodies
- Coastal High Hazard Area

## Coastal High Hazard Area

### Vulnerability Assessment of Coastal Areas

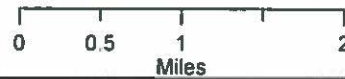
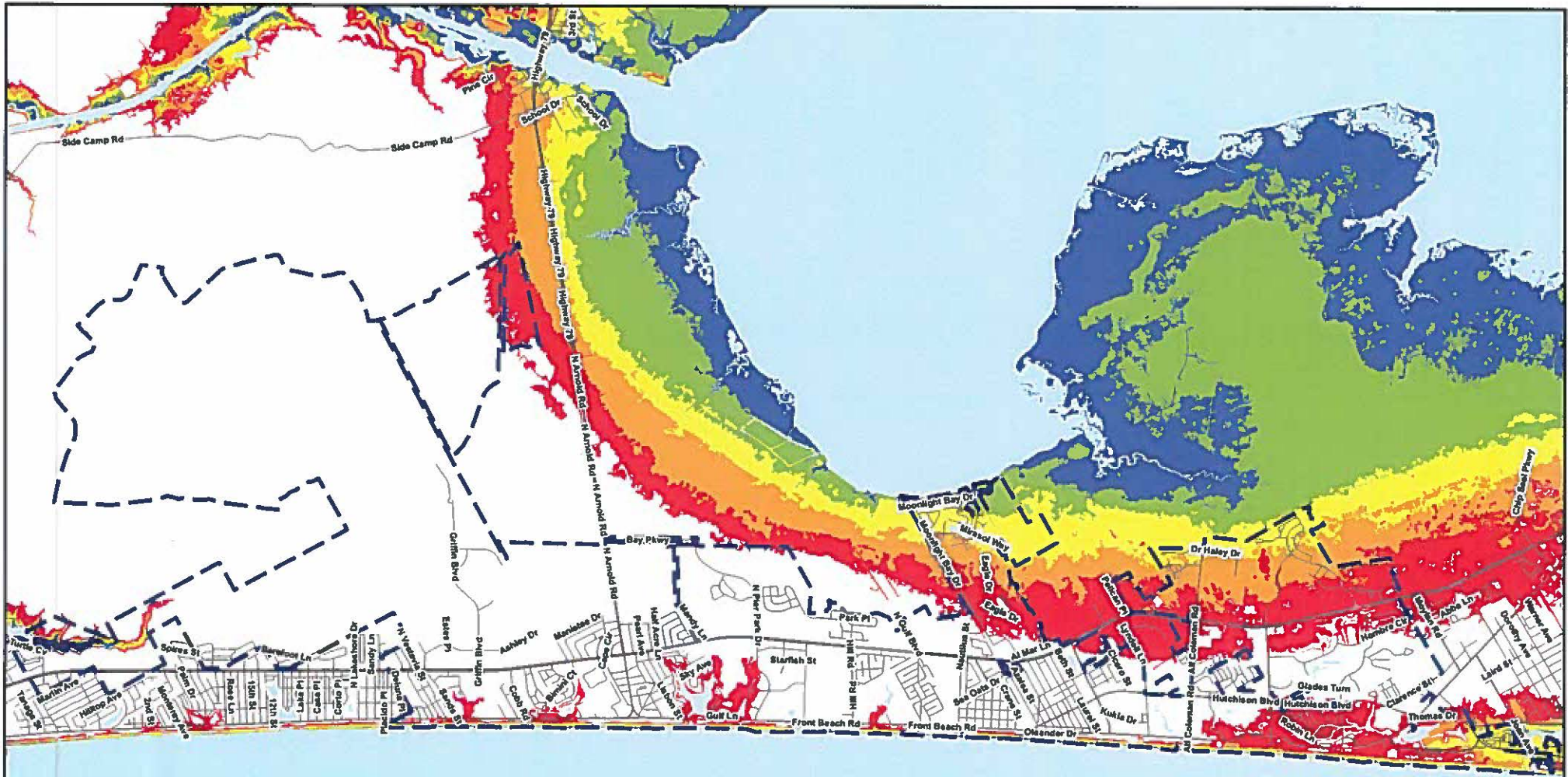


Exhibit  
13



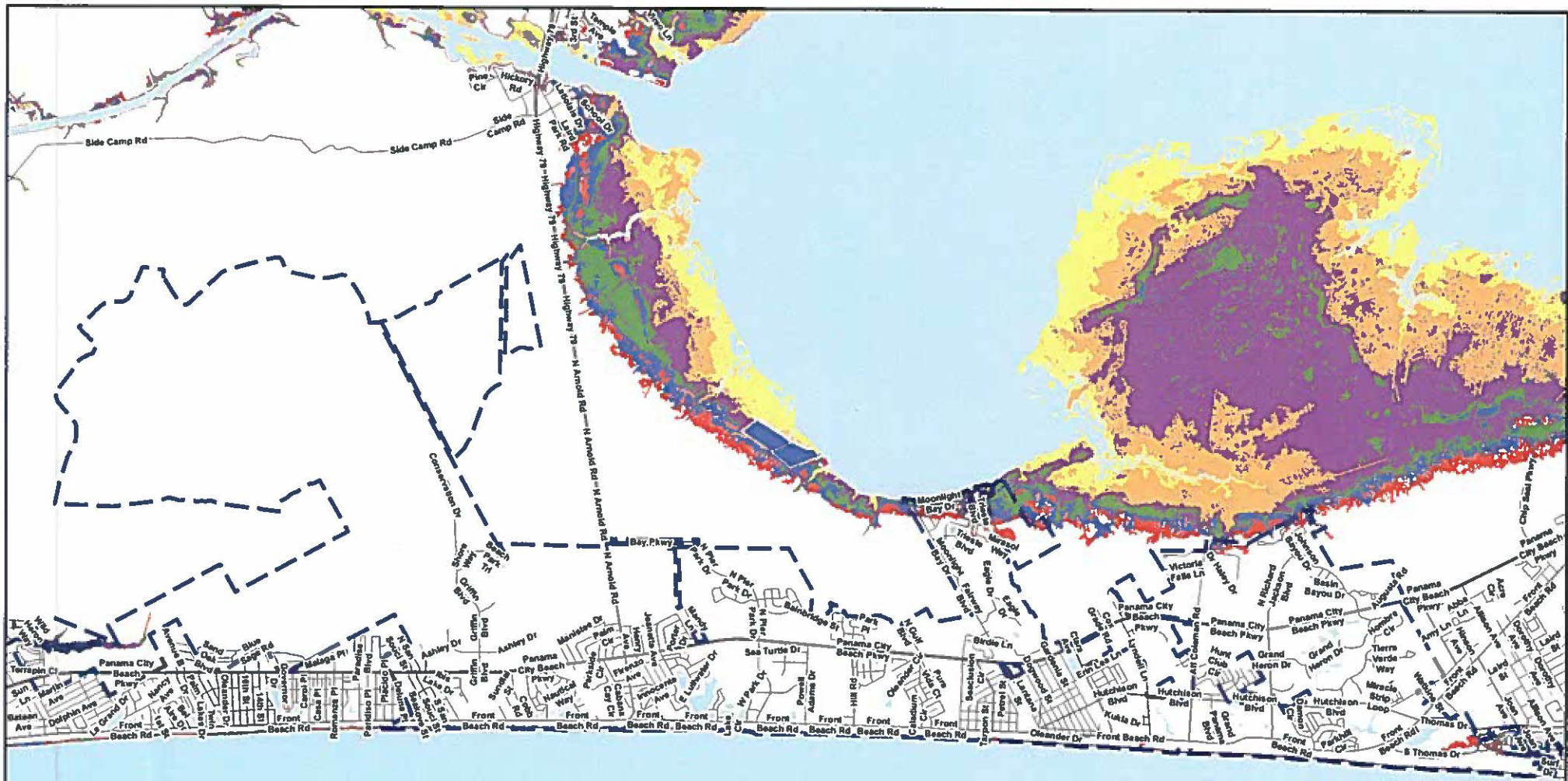
Source: Bay County, City of Panama City Beach, FL Dept of Emergency Management  
 Disclaimer: This map intended for planning purposes only. This map is not a legal representation of the features depicted.

- |                           |                             |
|---------------------------|-----------------------------|
| City Limits               | 2 (Estimated 6 to 8 feet)   |
| <b>Storm Surge</b>        | 3 (Estimated 9 to 12 feet)  |
| <b>Zones</b>              | 4 (Estimated 13 to 18 feet) |
| 1 (Estimated 4 to 5 feet) | 5 (Estimated 18 plus feet)  |

## City of Panama City Beach Future Land Use Vulnerability Assessment of Coastal Areas



Exhibit  
 13A



Source: Bay County, City of Panama City Beach, FEMA  
 Disclaimer: This map intended for planning purposes only. This map is not a legal representation of the features depicted.



## NOAA Sea Level Rise Projections

### Vulnerability Assessment of Coastal Areas

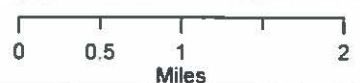


Exhibit  
13B