City of Panama City

Comprehensive Plan insert pages

To update the City's Comprehensive Plan with
Amendment 02-01, adopted 8/13/02, Ordinance 1876

Page 1-10 for Part II, Data and Analysis

Page 6.1-1 to 6.1-6 for Part I, Goals, Objectives and Policies

EXHIBIT "A"

City of Panama City Comprehensive Plan Amendment 01-01

Adopted April 2001
prepared by the West Florida Regional Planning Council

City of Panama City
Comprehensive Plan Amendment 01-01

Introduction

This amendment is proposed to make revisions to the Port Master Plan Sub-element of the Panama City Comprehensive Plan. Adoption of the amendment will ensure that the project is eligible for state funding under the Florida Seaport Transportation and Economic Development Trust Fund. Additionally, the amendment describes revisions and additions to the Port's Five-Year Expansion Projects.

Proposed revisions are shown in ~~strike through~~ and underline format. Only those pages affected by the proposed amendment are included in the amendment package.

CITY OF PANAMA CITY

Comprehensive Policy Plan 2000

Updated with
Evaluation and Appraisal Report Amendments
Adopted June 27, 2000

Prepared by

West Florida Regional Planning Council
P.O. Box 486
Pensacola, FL 32593-0486

COMPREHENSIVE PLAN SECTIONS • 2000

SECTION Page No. Prefix	9J-5 NO.	ELEMENT TITLE
	9J-5.004	Public Participation
	9J-5.005	General Requirements
	9J-5.005	Monitoring and Evaluation
	9J-5.0055	Concurrency Management
1	9J-5.006	Future Land Use
2	9J-5.019	Transportation
3	9J-5.010	Housing
4	9J-5.011	Infrastructure: (A) Sanitary Sewer, (B) Solid Waste, (C) Drainage, (D) Potable Water, and (E) Natural Groundwater Aquifer Recharge
5	9J-5.012	Coastal Management and Port Sub-element
6	9J-5.013	Conservation
7	9J-5.014	Recreation and Open Space
8	9J-5.015	Intergovernmental Coordination
9	9J-5.016	Capital Improvements

CONCURRENCY MANAGEMENT SYSTEM

(1) Intent

The concurrency management system is intended to ensure that facilities and services needed to support development are available concurrent with the impacts of such development. Prior to issuance of development orders or permits, the concurrency management system must ensure that adopted level of service standards for roads, potable water, sanitary sewer, solid waste, drainage and recreation are maintained.

(2) Minimum Requirements

(a) Potable Water, Sewer, Solid Waste and Drainage

1. The necessary facilities and services are in place at the time a development permit is issued; or

2. A development permit is issued subject to the condition that the necessary facilities and services will be in place with the impacts of the development occur; or

3. The necessary facilities are under construction at the time a permit is issued; or

4. The necessary facilities and services are guaranteed in an enforceable development agreement that includes the provisions of (2)(a)1.-3. of this Section. An enforceable development agreement may include, but is not limited to, development agreements pursuant to section 163.3220, Florida Statutes or an agreement or development order issued pursuant to Chapter 380, Florida Statutes. This agreement must guarantee that the necessary facilities and services will be in place when the impacts of development occur.

(b) For recreation, concurrency requirement may be satisfied by complying with the standards in (2)(a) 1.-3. of this Section or by complying with the following standards:

1. At the time the development permit is issued, the necessary facilities and services are the subject of a binding executed contract which provides for the commencement of the actual construction of the

required facilities or the provision of services within one year of the issuance of the development permit; or

2. The necessary facilities and services are guaranteed in an enforceable development agreement which requires the commencement of the actual construction of the facilities or the provision of services within one year of the issuance of the applicable development permit. An enforceable development agreement may include, but is not limited to, development agreements pursuant to Section 163.3220, Florida Statutes or an agreement or development order issued pursuant to Chapter 380, Florida Statutes.

(c) For roads the concurrency requirement may be satisfied by following the standards in sub-sections (2)(a)1.-3 and (2)(b)1. and 2. of this Section. In addition, in areas in which the City has committed to provide the necessary public facilities and services in accordance with its five-year schedule of capital improvements, the concurrency requirement may be satisfied, provided the City's concurrency management system has been determined by the State land planning agency to be based upon an adequate capital improvements program and schedule and adequate implementing regulations. The State land planning agency must have determined that the City's implementing regulations, at a minimum, include the following provisions:

1. The City's Capital improvements element and five-year schedule of capital improvements, in addition to meeting all of the other statutory and rule requirements, is financially feasible. The City's capital improvement element and schedule of capital improvement may recognize and include transportation projects included in the first three years of the applicable, adopted Florida Department of Transportation five-year work program.

2. The City's five-year schedule of capital improvements includes both the necessary facilities to maintain the adopted level of service standards to serve the new development proposed to be permitted and the necessary facilities required to eliminate those portions of existing deficiencies which are a priority to be eliminated during the five-year period under the City's schedule of capital improvements.

3. The City's funding system is realistic, financially feasible and based on currently available revenue sources that are adequate to fund the public facilities required to serve the development authorized by the development order and development permit and that the required

public facilities are included in the five-year schedule of capital improvements.

4. The City's five-year schedule of capital improvements includes the estimated date of commencement of actual construction and the estimated date of project completion.

5. The City's five-year schedule of capital improvements demonstrates that the actual construction of the road is scheduled to commence in or before the third year of the five-year schedule of capital improvements.

6. The City has included a policy in the Capital Improvements Element that provides that a plan amendment shall be required to eliminate, defer or delay construction of any road which is needed to maintain the adopted level of service standard and which is listed in the five-year schedule of capital improvements.

7. The City has included a requirement that land development regulations shall be adopted, in conjunction with the capital improvements element, to ensure that development orders and permits are issued in a manner that will ensure that the necessary public facilities and services will be available to accommodate the impact of that development.

8. The City has included a provision in the plan that a monitoring system shall be adopted which enables the City to determine whether it is adhering to the adopted level of service standards and its schedule of capital improvements and that the City has a demonstrated capability of monitoring the availability of public facilities and services.

9. The City has clearly designated within the adopted comprehensive plan those areas within which facilities and services will be provided by the City with public funds in accordance with the five-year schedule of capital improvements.

(d) In determining the availability of services or facilities, a developer may propose and the City may approve developments in stages or phases so that facilities and services needed for each phase will be available in accordance with the provisions (2)(a), (2)(b) and 2(c) of this Section.

(3) Guidelines for Concurrency Determinations

(a) This subsection provides guidelines and procedures for applying level of service standards to applications for development orders or permits so that a determination of the concurrency provision can be met. Applications for development of habitable including residential, commercial, industrial, public/institutional, or recreational structures, or any other structures which have the potential to decrease level of service standards, shall be evaluated as to concurrency of facilities and services prior to issuance of development approval.

(b) No permit for development may be issued without application of the concurrency test. At a minimum, the concurrency test shall include consideration of the following plan components:

1. Section VI - Concurrency of Public Facilities and Services;
2. Policy 1.1.1;
3. Policy 1.1.3;
4. Policy 1.2.2;
5. Policy 2.3.4;
6. Policy 2.10.1;
7. Policy 2.10.2;
8. Policy 2.11.2;
9. Policy 2.11.3;
10. Policy 2.12.1;
11. Policy 4.A.2.2;
12. Policy 4.A.3.1;
13. Policy 4.A.3.2;
14. Policy 4.A.4.3;
15. Policy 4.A.4.4;
16. Policy 4.A.4.5;
17. Policy 4.A.4.6;
18. Policy 4.B.2.1;
19. Policy 4.B.2.2;
20. Policy 4.B.2.3;
21. Policy 4.3.1.3;
22. Policy 4.C.2.1;
23. Policy 4.D.1.1;
24. Policy 4.1.1.3;
25. Policy 4.D.2.1;
26. Policy 5.7.1;
27. Policy 7.1.1;
28. Policy 7.3.1;
29. Policy 7.3.2;
30. Policy 7.3.6;
31. Policy 8.4.1;
32. Policy 9.1.1;
33. Policy 9.1.2;
34. Policy 9.1.5;
35. Policy 9.2.1;
36. Policy 9.2.2;
37. Policy 9.2.3;
38. Policy 9.4.2;
39. Section VIII-9 (3)(b)

(b) Concurrency shall be evaluated for all development activities.

1. Concurrency of facilities for potable water, sanitary sewer, solid waste, transportation, recreation and drainage shall be evaluated for both small-scale and large-scale development activities.

PUBLIC PARTICIPATION

(1) It is the intent of the City Commission that the public participate in the comprehensive planning process to the fullest extent possible. Towards this end, the City Commission will maintain procedures designed to provide effective public participation in the comprehensive planning process and to provide real property owners with notice of all official actions which will regulate the use of their property.

(2) During consideration of Comprehensive Plan amendments or Evaluation and Appraisal Report by the City Commission, the procedures shall provide for broad dissemination of the proposals and alternatives, opportunity for written comments, public hearings as provided herein, provisions for open discussion, communications programs, information services, and consideration of and response to public comments.

(3) Procedures to promote public participation in the planning process are as follows:

(a) The City shall hold at least two advertised public hearings on the proposed comprehensive plan or Evaluation and Appraisal Reports plan amendments as follows:

1. The first public hearing shall be held at the transmittal stage pursuant to Section 163.3184(3), F.S. It shall be held on a weekday approximately 7 days after the day that the first advertisement is published. The intention to hold and advertise a second public hearing shall be announced at the first public hearing.

2. The second public hearing shall be held at the adoption stage pursuant to Section 163.3184(7), F.S. It shall be held on a weekday approximately 5 days after the day that the second advertisement is published.

3. Except as provided in Section V, the advertisement shall state the date, time, place of the meeting, the subject of the meeting, and the place or places within the boundaries of local governmental entity where the proposed comprehensive plan or plan amendment may be inspected by the public. The advertisement shall also advise that interested parties may appear at the meeting and be heard regarding the transmittal or adoption of the comprehensive plan or Evaluation and Appraisal Report plan amendment.

(b) If the proposed comprehensive plan or Evaluation and Appraisal Report plan

amendment changes the permitted uses of land or changes land-use categories, the required advertisements shall be no less than one-quarter page in a standard size or a tabloid size newspaper, and the headline in the advertisement shall be in a type no smaller than 18 point. The advertisement shall not be placed in that portion of the newspaper where legal notices and classified advertisements appear. The advertisement shall be published in a newspaper of general paid circulation in the county and of general interest and readership in the community, not on of limited subject matter. Whenever possible, the advertisement shall appear in a newspaper that is published at least 5 days a week, unless the only newspaper in the community is published less than 5 days a week. The advertisement shall be in substantially the following form:

NOTICE OF CHANGE OF LAND USE

The City of Panama City proposes to change the use of land within the area shown in the map in this advertisement.

A public hearing on the proposal will be held on...(date and time)...at... (meeting place)....

The advertisement shall also contain a geographic location map which clearly indicates the area covered by the proposal. The map shall include major street names as a means of identification of the area.

(c) The City shall accept and consider written comments received at public hearings. Responses to such comments will be transmitted to the writers as considered appropriate by the Planning Board.

(d) The City shall, during normal working hours, make available for review by the general public a copy of the Comprehensive Plan and the Future Land Use Map. Copies may be reviewed at the office of the City Engineer, Panama City Hall.

(e) Properties for which a change in land use has been requested shall be posted with a sign which indicates the nature of the requested change. Such signs shall be posted in a prominent location and shall remain in place no less than 15 days prior to the public hearing at which the change in land use is to be considered.

(f) The City shall compile an executive summary regarding the status of this Plan and release such information on an annual basis.

EVALUATION AND MONITORING

(a) This plan is intended to establish general guidelines and principals concerning its purposes and contents and shall be construed broadly to accomplish its stated purposes and objectives. It is recognized that during the course of the budget year or the planning timeframe situations and conditions can change causing unanticipated problems and opportunities. This section is designed to provide a procedure for monitoring the effectiveness of this plan and to evaluate the extent to which changes have occurred.

(b) Evaluation of the comprehensive plan shall be conducted at two levels: 1) an annual evaluation of accomplishments, events and changes, and; 2) the 5-year Evaluation and Appraisal Report as required under s.163.191, F.S.

1. On an annual basis prior to adoption of the annual budget the City Planner shall prepare an evaluation and appraisal of the Comprehensive Plan and supporting baseline data. Guidelines and procedures to be used during preparation of the annual Comprehensive Plan report shall be as follows:

    1. Baseline Data. All data contained in the Data Summary Volume shall be evaluated as to adequacy and applicability. Any data found to be outdated or inapplicable shall be revised using the data requirements specified in Chapter 9J-5, FAC.

    2. Measurable Objectives. Each objective specified in the Comprehensive Plan shall be evaluated, based on revised data if necessary, as to adequacy and applicability. Any objectives found to be inapplicable or inappropriate to current circumstances shall be revised or deleted.

    3. Accomplishments or Obstacles. All goals, objectives or policies which have been accomplished shall be identified, and either deleted or revised as appropriate. Any obstacles or problems which prevented achievement of plan goals, objectives and policies shall also be identified and evaluated.

    4. Modifications. All goals, objectives and policies shall be evaluated as to adequacy and applicability. The City Manager and all Department Heads shall review goals, objectives and policies relative to each department function and shall make recommendations to the City Planner for appropriate modifications.

    5. Levels of Service. The City shall use the procedures described in the

Data Summary Volume to evaluate levels of service. This evaluation shall be based on annual population estimates issued by the University of Florida (for revenue sharing purposes) and FDOT annual ADT counts. Changes in levels of service can provide the basis for modifying plan goals, objectives and policies, and can provide an indicator of capital improvements needs.

6. Capital Improvements - The annual report shall specify the status of completion for each project identified in the Capital Improvements Element. Changes in priorities, completion dates, revenue sources and needs should be described. Any emergency plan amendments as defined in s.163.3187(2), F.S. which affect capital improvements should also be described.

7. Plan Amendments - The annual report shall include a description of, and rationale for, any land use or plan element amendments issued pursuant to s.163.3187, F.S. and Section V of this comprehensive plan.

8. Problems and Opportunities - The annual report shall document unanticipated problems (e.g. reduction in sewer capacity, change in federal or state laws, etc.) and opportunities (e.g. obtaining unexpected funds, donation of property, etc.) which have occurred during the previous year. This information can be documented from the minutes of City Commission meetings.

(b) 5-Year Evaluation and Appraisal Report

As required by s.163.391, F.S. the City must prepare and submit to the State Land Planning Agency an Evaluation and Appraisal Report (EAR). The EAR for this comprehensive plan will be due in December, 2004. The annual evaluation reports described in subsection (a) can be used to form the basis of the EAR. As required by law (s.163.3191, F.S.) The EAR must address the following considersations.

1. The EAR shall present an assessment and evaluation of the success or failure of the comprehensive plan or element or portion thereof, and shall contain appropriate statements (using words, maps, illustrations, or other forms) related to:

   a. The major problems of development, physical deterioration, and the location of land uses and the social and economic effects of such uses in the area.

   b. The condition of each element in the comprehensive plan at the time

of adoption and at date of report.

c. The comprehensive plan objectives as compared with actual results at date of report.

d. The extent to which unanticipated and unforeseen problems and opportunities occurred between date of adoption and date of report.

2. The report shall also suggest changes needed to update the comprehensive plan, or elements or portions thereof, including reformulated objectives, policies, and standards.

3. The annual report(s) described in subsection IX(2)(a) of this section shall be used as the basis for preparing the 5-year Evaluation and Appraisal Report.

4. The City shall hold at least two (2) public hearings prior to submittal of the five-year evaluation and appraisal report so as to provide for citizen participation. Public hearings shall be conducted in accordance with Section VII of this Plan.

City of Panama City
Comprehensive Plan Organization

This Comprehensive Planning Document is based on the City's EAR-based Amendment adopted on June 27, 2000, and is intended to replace the City's original comprehensive plan adopted in May 1990. It is organized into two main parts: Part I contains adopted policies, and Part II contains the data and analysis.

Comprehensive Plan data and analysis and goals, objectives and policies retain the 1990 Comprehensive Plan numbering system:

Future Land Use	1
Transportation	2
Housing	3
Infrastructure	4
Coastal Management & Port	5
Conservation	6
Recreation & Open Space	7
Intergovernmental Coordination	8
Capital Improvements	9

Part I: Contains Adopted Policy: the adoption ordinance, goals, objectives, and policies for the above nine elements, the Concurrency Management System, Public Participation, and the Evaluation and Monitoring.

Part II: Contains Data and Analysis for the above nine elements.

Part III: Maps

City of Panama City

PART I: Adopted Policy Plan, June 27, 2000

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ORDINANCE NO. 1804

CITY OF PANAMA CITY, FLORIDA
COMPREHENSIVE PLAN AMENDMENT 2000-2

AN ORDINANCE AMENDING THE COMPREHENSIVE PLAN OF THE CITY OF PANAMA CITY, FLORIDA, PROVIDING FOR PURPOSE AND INTENT; PROVIDING FOR SEVERABILITY; PROVIDING FOR REPEALER; AND PROVIDING FOR AN EFFECTIVE DATE.

RECITALS:

WHEREAS, Chapter 163, Part II, Florida Statutes, empowers the Mayor and City Commission of the City of Panama City, Florida to prepare, amend, and enforce Comprehensive Plans for the development of the City;

WHEREAS, the City of Panama City Planning Board, as the Legal Planning Agency for the City, held a public hearing on the Comprehensive Plan Amendments, after due public notice and considered the findings and advice of all interested parties, and recommended approval of the proposed amendments;

WHEREAS, the Mayor and City Commission held a public hearing to consider Comprehensive Plan Amendments, pursuant to Section 163.3189, Florida Statutes, with due public notice having been provided, and having reviewed and considered all comments received during the public hearing, and having approved the proposed amendments on February 22, 2000 for transmittal to the Florida Department of Community Affairs;

WHEREAS, after proper notice, the Mayor and City Commission held a public hearing to consider, and did approve and submit on May 9, 2000 Comprehensive Plan Amendment No. 2000-1, as directed by the Department of Community Affairs, relating to a school siting amendment and intergovernmental coordination element;

WHEREAS, objections, recommendations and comments were issued by the Department relating to specific requirements of relevant portions of Chapter 9J-5, Florida Administrative Code (F.A.C.) and Chapter 163, Part II, F.S.; and

WHEREAS, after proper notice and public hearing, the City held an adoption hearing on June 27, 2000 to consider the subjects of said objections, recommendations, and comments;

WHEREAS, in the exercise of its authority, the City finds it necessary and desirable to adopt and does hereby adopt these Comprehensive Plan Amendments in order to encourage the most appropriate use of land, water and resources, consistent with the public interest; and deal effectively with future problems that may result from the use and development of land within the City of Panama City, Florida, as follows:

NOW, THEREFORE BE IT ORDAINED BY THE MAYOR AND COMMISSION OF THE CITY OF PANAMA CITY, FLORIDA AS FOLLOWS:

Purpose, Intent and Title

This Ordinance is enacted to carry out the purpose and intent of, and exercise the authority set out in, the Local Government Comprehensive Planning and Land Development Regulation Act, Sections 163, Part II, Florida Statutes, and Chapter 9J-5, Florida Administrative Code. This Comprehensive Plan Amendment for the City of Panama City, Florida shall be entitled "City of Panama City, Florida Comprehensive Plan Amendment No. 2000-2".

Item 1.

The City of Panama City, Florida Comprehensive Plan is hereby amended as set forth in Exhibit "A", attached hereto and incorporated herein by reference, and consists of the following:

A. Amendments to Future Land Use, Traffic Circulation, Housing, Utilities, Coastal Management, Conservation, Recreation, Intergovernmental Coordination, and Capital Improvements Elements;

B. Amendments to the Port Master Plan Element;

C. Amendments to the Plan Amendments Section; and

D. Amendments to the Future Land Use and Future Traffic Circulation Maps.

Item 2

Repealer. Any ordinances or parts thereof in conflict with the provisions of this Ordinance are hereby repealed to the extent of such conflict.

Item 3.

Effective Date. This Ordinance shall take effect 21 days following approval by the Florida Department of Community Affairs.

PASSED, APPROVED AND ADOPTED at the regular meeting of the City Commission of the City of Panama City, Florida, this 27th day of June, 2000.

CITY OF PANAMA CITY, FLORIDA
a Municipal Corporation.

By: _____
Girard L. Clemons, Jr.
Mayor

ATTEST:

_____
Michael Bush
City Clerk

1. FUTURE LAND USE ELEMENT

(1) Purpose

The purpose of this element is the designation of future land use patterns as reflected in the goals, objectives and policies of the other plan elements. Future land use patterns are depicted on the Future Land Use Map (Figure 1) contained within this element.

(2) Goals, Objectives and Policies

GOAL: PROVIDE THE FISCAL AND REGULATORY CONDITIONS NECESSARY TO PROTECT THE HEALTH, WELFARE, SAFETY AND QUALITY OF LIFE OF CITY CITIZENS CONSISTENT WITH CONTINUED ECONOMIC DEVELOPMENT AND PRIVATE PROPERTY RIGHTS AND; ESTABLISH A DEFINED PATTERN OF LAND USE INTENDED TO GUIDE THE PROVISION OF PUBLIC FACILITIES AND PROVIDE PREDICTABILITY IN MANAGING DEVELOPMENT.

Objective 1.1: Maintain a Future Land Use Map which coordinates future land uses with appropriate topography, soil conditions, conservation of natural resources, availability of facilities and services, and capability of adjacent land uses.

Policy 1.1.1: The City will regulate land use through designation of land use districts on a Future Land Use Map. The Future Land Use Map will be used to determine the location and extent of development within the City consistent with conservation of natural resources (Figure 2), availability of public facilities and services, and compatibility of adjacent land uses. Land use districts depicted on the Future Land Use Map shall be described as follows.

1. Residential (R)

   (a) Intent - This district is intended to provide areas for areas for medium to high density residential development. Such development may be single-family or multi-family dwelling units.

   (b) Density - No more than twenty (20) dwelling units per acre.

   (c) Intensity - No more than 75% lot coverage as determined by dividing the impervious areas by the gross area of the site or lot.

2. Residential Low-Density (RLD)

   (a) Intent - This district is intended to provide areas for the preservation or development of low-density neighborhoods consisting of single-family dwelling units on individual lots.

   (b) Density - No more than five dwelling units per acre.

   (c) Intensity - No more than 40% lot coverage as determined by dividing the impervious areas by the gross area of the site or lot.

3. Mixed Use District (MU)

   (a) Intent - This district is intended to provide areas for medium to high density residential development and low intensity commercial development. The mixed use concept is specifically intended to provide flexibility in the planning and permitting process by allowing a range of land uses within one district. Emphasis is on performance mitigation such as landscaping, fencing, lighting, noise standards, etc. to promote compatibility among land uses while also providing property owners with a range of options for use of their property.

   (b) Density - No more than twenty (20) dwelling units per acre.

   (c) Intensity - No more than 75% lot coverage as determined by the size of the lot compared to the amount of impervious roof and driveway/parking lot surface. Allowable land uses will be limited to those which provide an attractive and functional mix of development. Within each area designated for Mixed Use no more than 10% of the area may be used for retail commercial land use, 35% for office/service related commercial land uses, and 50% for medium density residential land uses.

4. General Commercial District (GC)

   (a) Intent - This district is intended to provide areas for high intensity commercial development including retail sales and services, wholesale sales, shopping centers, office complexes and other similar land uses.

   (b) Intensity - No more than 90% lot coverage.

5. Light Industry District (LI)

(a) Intent - This district is intended to provide opportunities for light industrial operations which do not cause excessive noise, smoke, pollutants, storage of chemical or petroleum products, excessive traffic by trucks or other similar characteristics normally associated with a heavy industrial operation.

(b) Intensity - No more than 90% lot coverage.

6. Heavy Industry District (HI)

(a) Intent - The intent of this district is to provide areas for heavy industrial operations which, by the nature of their normal operations and activities, require isolation from other land uses.

(b) Heavy industry districts will be located only in those areas which contain similar or compatible land uses and will be subject to the performance standards specified in the land development regulations.

(c) Intensity - No more than 90% lot coverage.

7. Special Industrial District (SI)

(a) Intent - The intent of this district is to provide areas for the location of industrial operations while at the same time providing protection for environmentally sensitive areas.

(b) Allowable land uses include all industrial trade and service activities including industrial support services, such as administration, and public utilities.

(c) Intensity - Impervious Surface Ratio shall be limited to .20 for lands designated "Special Development" and .45 for lands designated "Special Industrial," and a Floor Area Ratio of .20 and .30 respectively.

(d) The following criteria and guidelines shall apply to development in the Special Industrial District.

(1) Streams, creeks, and other high-quality wetlands shall be protected and conserved and designated as "Special Development" on the Future land Use Map. Development in areas designated "Special Development" shall be limited to road, rail, and utility crossing,

and/or similar development. Such crossings should be located in areas which minimize the impacts to high-quality wetlands and provide for uninterrupted water flow between such wetlands.

(2) A 30-foot undisturbed, vegetated buffer shall be required between development and high-quality wetlands; and a 75-foot undisturbed, vegetated buffer shall be required between development and any streams or creeks.

(3) Upland areas, low-quality and medium quality wetlands shall be designated "Special Industrial" on the Future Land Use Map. Industrial development shall be located only on land designated "Special Industrial". All industrial development, except road, rail and utility crossings will occur on the areas designated "Special Industrial" on the Future Land Use Map. The combined lot coverage and floor area ratio shall be aggregated on the industrial lands.

(4) In addition to meeting federal, state and city stormwater permit requirements, any industry or business using areas for permanent storage of hazardous or toxic materials shall build containment structures that will prevent these materials or contaminated stormwater from entering around or surface waters in violation of state water quality standards.

(5) The City will conduct a water quality monitoring program to detect pollutants entering Bayou George Creek from the Industrial Park.

OR

The City will ensure that a water quality monitoring program is conducted to detect pollutants entering Bayou George Creek from the Industrial Park.

8. Recreation District (REC)

(a) This district is intended to provide opportunities and sites for public and private recreation.

(b) Recreation districts will be allowed in all land use districts as considered appropriate by the Planning Board and the City Commission.

(c) Intensity - No more than 90% lot coverage.

9. Public/Institutional District (PI)

(a) Intent - The intent of this district is to provide areas for education facilities, public buildings and grounds, churches, institutions, cemeteries, and other similar uses.

(b) Public/Institutional districts will be allowed in all land use districts as considered appropriate by the Planning Board and the City Commission.

(c) Intensity - No more than 90% lot coverage.

10. Special Treatment Zones (STZ)

(a) Intent - In addition to the land use districts established in paragraphs (1.) - (7.) within this subsection, special treatment zones will be depicted on the Future Land Use Map (Figure 3). These zones have been established for areas in which, by the nature of their environmental, economic, social, cultural, historic, or blighted conditions, require special consideration by the City. Special treatment zones will be depicted as an overlay on the designated district and will indicate areas in which special permit requirements, economic incentives for redevelopment or development, special authorities or boards, or similar special circumstances might occur. Densities or intensities of land use for special treatment zones will be the same as the land use district the zones are overlayed upon. The special treatment zones will be designated as follows:

(1) Conservation Special Treatment Zone (CSTZ)

The CSTZ includes potential wetland areas, flood zones as identified on FEMA Flood Insurance Rate Maps for Panama City and seagrass beds within City jurisdiction. Designation of areas within this zone is not intended to prohibit or preclude development activity but rather provide an indicator that environmental features may be present which require special permits or special construction practices. Protection measures are specified in Policies 1.1.4, 5.1.3 and 6.6.2. Adopted Conservation Special Treatment Zones are shown on map inserts 1, 2 and 3.

(2) Historic Special Treatment Zone (HSTZ)

Development and/or redevelopment in the HSTZ will be evaluated as to potential impacts on historic resources. Structures identified

as being of historic significance will be subject to conditional development requirements prior to permits being issued for demolition or substantial alteration. Rehabilitation guidelines will be as specified in the Secretary of the Interior's, *Standards for Rehabilitation*, 1990.

(3) Downtown/St. Andrews Improvement Special Treatment Zone (D/SAISTZ)

The D/SAISTZ includes the designated Downtown Improvement District and the St. Andrews Improvement District as administered by the Downtown Improvement Board and Community Redevelopment Agency. The intent of the DISTZ is to provide opportunities for the development and redevelopment of the designated Improvement Districts for a wide range of commercial, professional, governmental, entertainment, and residential uses in conformance with the plans of the Downtown Improvement Board, the Community Redevelopment Agency, and City Commission policy.

(4) Redevelopment/Revitalization Special Treatment Zone (RSTZ)

The RSTZ includes areas which, by the nature of their physical attributes, transitional or blighted conditions or other associated circumstances, are considered target areas for redevelopment/revitalization efforts. The RSTZ is specifically intended to provide opportunities and incentives for the redevelopment/revitalization of selected areas.

11. Silviculture (SIL)

(a) Intent - The intent of this district is to provide areas for active silviculture use. Very low density residential development may be allowed.

(b) Density - No more than one (1) dwelling unit per twenty (20) acres.

(c) Intensity - No more than 40% lot coverage as determined by dividing the impervious areas by the gross area of the residential site or lot.

Policy 1.1.2: The City will review the appropriateness of site conditions or site modifications relative to soils and topography as part of its development review process. Specific and detailed standards for soil conservation and erosion control will be included in the land development regulations as specified in Policy 6.6.2.

Policy 1.1.3: The City will review the availability of facilities and services to serve proposed developments as part of its development review process. Availability of facilities and services will be in conformance with the concurrency and level of service provisions found in Section VI of this Plan.

Policy 1.1.4: The City will undertake measures to protect and conserve environmentally sensitive land within the "Conservation Special Treatment Zone." Detailed and specific standards will be included in the land development regulations which, at a minimum, will address:

1. Protection of identified wetlands as specified in Policy 6.6.2,2 of this Plan.

2. Refer developers of property suspected of containing jurisdictional wetlands to the Department of Environmental Protection, and reserve development approval until such time as jurisdictional interpretations and appropriate permits are obtained.

3. Prohibit or restrict development activities in areas identified as containing isolated wetlands which are not under DEP jurisdiction, until such time as jurisdictional permits are obtained from the U. S. Army Corps of Engineers.

4. Prohibit construction of docks, piers, wharves and other similar structures in water bodies under City jurisdiction, unless approvals are obtained from other jurisdictional agencies.

5. Coordinate with DEP on permits for development which would permanently damage or destroy seagrass beds.

6. Establish a minimum 30-foot set-back line for construction along the estuarine shoreline.

7. Ensure that the provisions of the Flood Damage Prevention Ordinance are vigorously enforced.

8. The City will undertake measures to reduce stormwater pollution into surface waters. At a minimum, these measures will include: 1) Requiring that developers obtain stormwater permits pursuant to Ch. 17-25, FAC; 2) Reducing the potential for soil erosion and sedimentation as specified in Policy 6.6.2; 3) Maintaining the adopted level of service established in Subsection 4(c)1., and ;4) undertaking drainage projects to be determined as a result of the revised Master Drainage Plan.

12. Planned Unit Development (PUD) District

(a) Intent:

The intent of this district is to provide for the use of the most efficient, innovative, and advantageous land use planning by allowing for the use of flexible, non-traditional development techniques such as cluster and zero-lot line development that provide tangible benefits to the City, the County, and to the neighborhood or community in which it is located. Such benefits shall include the preservation of natural site amenities and environmentally sensitive land and the creation of additional open space and recreational opportunities. The PUD shall efficiently conserve developable land while providing for a wide variety of housing types and arrangements with a broader appeal to the marketplace. Single-family housing may be integrated with other residential uses as well as with other compatible and supportive land uses that compliment a neighborhood. The PUD development may be permitted to depart from the strict conformance with certain land development standards, such as, but not limited to, lot sizes and setbacks, only to the extent specified in an approved Master Plan and so long as the PUD provides tangible benefits greater and beyond that which would be provided under a strict application of traditional development standards. As to be specified in the Land Development Code, a PUD must also include a program(s), such as Homeowners' Associations, etc., for the provision, perpetual ownership, maintenance and operation of all areas, improvements, facilities and necessary services for the common use of all PUD occupants.

It is further intended that PUD districts be created only from lands that are under one common ownership and unified control and that all the lands to be a part of the whole PUD area shall directly abut each other and be completely and physically contiguous. Only an easement or right-of-way can separate the land mass under unity of title and still be considered under unified control. The PUD development shall occur according to an approved comprehensive site development plan (Master Plan) which sets the limitations of land use, site design, population density, intensity, building and lot coverage, improvement standards, and development/construction phasing, etc., that is applied to the project as a whole (rather than to individual lots or areas). If the PUD is to be developed in phases, each phase shall be of such size, composition and arrangement that its construction, marketing, and operation is feasible as a unit independent of any subsequent phases.

The PUD site design shall integrate creative, aesthetic, and functional use of common open space. The failure of a PUD to provide common open space shall be considered an indication that it has not satisfied the objectives for which such developments may be approved. Site design shall also integrate

other amenities such as landscaping, buffering, and natural stormwater systems that create a pattern of development that utilizes natural separations to create and provide visual relief between identity or neighborhood areas.

(b) Density and Intensity:

Density and intensity shall be calculated on the total buildable site area for the whole PUD project, as presented in a Master Plan, but may be distributed and arranged within the PUD through environmentally sensitive site design and spatial layout techniques such as massing or clustering that excludes development in required open spaces, wetlands, floodplains, etc.

Performance standards that shall regulate the density and intensity of the PUD development shall include the minimum open space requirement, the maximum number of dwelling units in non-commercial, residential areas (density), and for non-residential areas, the floor area ratio (FAR), and the impervious surface ratio (ISR) for the whole PUD project.

(c) Definitions:

Density: Maximum Number of Dwelling Units for the whole PUD project, as presented in a Master Plan, shall be calculated by multiplying the allowable residential density of 20 dwelling units per acre (20du/acre) by the total residential buildable site area of the non-commercial portion of the whole PUD project. The buildable site area is the area of the whole PUD project which may be altered, disturbed, or regraded for development purposes. The buildable site area can contain buildings, roads, parking areas, stormwater management facilities, etc. The buildable site area shall not contain land encumbered with easements, or required open space, recreation, or natural resource protection (conservation) areas (wetlands, 100-year floodplains, etc.).

Floor Area Ratio (FAR) is a method for determining the maximum gross floor area permitted for all buildings or building on a given site through the use of an assigned ratio. The PUD assigned ratio shall be determined by calculating the gross floor area of all buildings on the whole PUD project by the total buildable site area of the whole PUD project. The FAR is an adaptable measure of intensity that expresses the mathematical relation between the volume of a building and the unit of land. It regulates the overall size of a building while still allowing it to be built in different shapes. For example, a FAR of .5 would mean that a building could use only one-half of the site area as a one-story building. Or the building shape could be a two-story and use only one-fourth of the site area. A FAR of 1.0 would mean that a one-story building could cover the full site, or a two-story building could cover one-half the site, or a four-story building could cover one-fourth of the site.

Impervious Surface Ratio (ISR) is a method for determining the maximum allowable amount of impervious solid surfaces such as the paving of streets, parking lots, tennis courts, etc., as well as roofs and other surfaces that prevent the absorption of water into the soil and thereby increasing stormwater runoff. The PUD ISR shall be determined by dividing the total area of all impervious surfaces within the whole PUD project by the total buildable site area of the whole PUD project.

Cluster Development: A type of development that addresses both environmental and economic concerns. It incorporates a mix of community features and values and provides for the close grouping of a variety of housing types on small homesites located on the most buildable portions of a site while, at the same time, preserving a large portion of the parcel (including environmentally sensitive areas) as undeveloped open spaces and spaces for a variety of community use. The cluster development offers the developer significant savings in shorter road and utility extensions. It offers the consumer a variety of housing product through integration of logical sub-areas allowing for an appropriate mix of house size, architectural style or sales price by providing a choice of floor plans, styles, external and internal features, etc. Marketing benefits of the cluster development include a host of housing choices that appeal to a variety of families and income groups and a full living amenity package (recreation, schools, etc.).

(d) Mix of Uses:

Allowable mix of land uses within a PUD: In addition to the integration of a full range of different housing types and recreation and open space, a PUD may also provide for the location of supportive non-residential uses when complementary to and compatible with the orderly operation of the residential project. Such uses may include public (schools, libraries, etc.), social, and recreational facilities as well as an appropriate mix of professional office, commercial, neighborhood commercial and public services that are appropriate to the general need of the area served. Such non-residential uses shall provide adequate parking as specified in the Land Development Code. There should be sufficient need for such non-residential uses as well as sufficient residential area to support the non-residential uses that may be proposed as part of the unified development. The provision of open space, conservation areas, landscaping and buffering shall be integrated into the design and location of the different land uses. Non-residential uses are intended primarily for the benefit of the PUD. Inward oriented placement of buildings, streets, open space and recreational facilities is desired to establish a sense of community and to discourage strip development. Industrial uses are not allowed within a PUD.

The types and mix of uses and their density and intensity of use and their location shall be compatible with and have no undue adverse impact upon the public health, welfare and safety of PUD residents and the physical and environmental characteristics of the site and surrounding lands.

Intensity performance standards for the allowable mix of land uses in a PUD project are provided in the following table:

Percent Mix of Land Uses, Density and Intensity Standards			Non-Residential Intensity Standards	
Land Use	Percent of Total Buildable Area for*Mix of Uses	Residential Density	Floor Area Ratio (FAR)	Impervious Surface Ratio (ISR)
Open Space	Greater or equal to 20%	**N/A	N/A	.20
Residential	Less than or equal to 65%	20 du per buildable acre of the non-commercial portion of the whole PUD project	.5	.5
Neighborhood Commercial	Less than or equal to 35%	N/A	1.0	.80
Commercial, Professional Office	Less than or equal to 10%	N/A	1.0	.75
Public uses	Less than or equal to 20%	N/A	.5	.20

*Mix of uses shall mean a mix of uses within a building, on a site, or within a particular area.
**N/A = not applicable

(e) **Establishment of a PUD district** – The PUD land use shall be authorized through an adopted Future Land Use Map (FLUM) amendment. The letters PUD shall refer to a planned unit development and shall generally refer to an entire PUD project whether the project consist of one phase or several phases subject to a Master Plan.

(f) **Objectives and Criteria** - Specific and detailed information on PUD developments such as objectives, criteria, guidelines and a development review process will be included in the City's Land Development Regulations and shall include the above items (a – e) as well as the following items:

(1) The PUD district shall: a) allow diversification of uses, structures, and open spaces when not in conflict with existing and permitted land uses on abutting properties; b) reduce development and housing costs through a more efficient use of land and a smaller network of utilities and streets than is possible through the application of standards contained in conventional land development regulations; c) conserve the natural amenities of the land by encouraging the preservation of environmentally significant, scenic, and functional open space that is owned and perpetually maintained in such a way as not to become a burden to the City; and d) provide maximum opportunity for the application of innovative site planning concepts for the creation of functional and aesthetically pleasing environments for living, shopping, and working on properties of adequate size, shape and location.

(2) Approval Process – An application for a PUD development and FLUM change may be submitted only by the owner, or any person having a contractual interest and unified, single control of the land, or a authorized agent. A proposed comprehensive plan FLUM amendment may be initiated by the applicant upon the City Commission's approval of the applicant's Master Plan for the whole PUD development and a Preliminary Development Plan for the PUD's first phase. It shall be at all times the applicant's responsibility to ensure consistency with State statutes and rules and the City's Comprehensive Plan (including concurrency and compatibility requirements) and Land Development Regulations.

(3) Impact Analysis - The Master Plan's data and analysis shall fully support and justify the proposed comprehensive plan FLUM amendment by including an analysis on the economic and other impacts of the whole proposed project on the City and other political subdivisions of the County, both detrimental and beneficial. The data and analysis shall, at a minimum, include impact analysis on: 1) the impacts on present and future utilities (including stormwater management systems), levels-of-service standards, concurrency requirements and impacts to the Comprehensive Plan's Capital Improvements Element; 2) impacts on all facets of transportation systems including adopted levels-of-service, access, evacuations, parking, multi-modal circulation, and the internal and external transportation network both present and future, etc.; 3) the impact on local schools including present and future capacity, etc.; and 4) tax impact analysis on the taxes to be generated and impact on City provided services by the proposed project, etc.

(4) Applicant's Financial Ability

The applicant shall provide proof of financial ability to complete the entire PUD project as proposed in a Master Plan. This should include an estimate of the overall cost of the whole project, proposed sources of financing, financial statement of the applicant, banking references, bonding capability, and any other information which will enable the City to ascertain that the applicant is financially capable of completing the whole project as presented in the Master Plan.

After the City Commission's adoption of the said FLUM amendment, the City will transmit the adopted FLUM amendment to DCA. After the plan amendment becomes effective pursuant to Ch. 163.3189 (2)(a), F.S., the City shall issue a Preliminary Development Order. The Preliminary Development Order shall 1) grant the applicant permission to finalize development plans into a Final Development Plan with required engineering documents for recording, and 2) grant permission for acquisition of permits to begin site preparations and installation of required utilities. Detailed construction plans shall be submitted and approved for all utilities and improvements to be built before such permits will be issued.

All utilities and improvements made necessary as a result of the PUD shall be either constructed in advance of approval of the Final Development Plan, or the applicant shall make guarantee in the form of cash, performance bond, or irrevocable letter of credit, made payable to the City, and in sufficient amount to cover one hundred ten percent (110%) of the full cost of the utilities and improvements as estimated by the City or its authorized designee.

(5) Construction – No construction other than the site preparations and installation of utilities and improvements as authorized by a Preliminary DO shall take place until the City Commission's approval of a Final Development Plan and Engineering Documents. Approval of final plans will be made if they substantially conform to the previously approved preliminary plan. Upon Final Development Plan and Engineering Documents approval, the City will issue a Final Development Order (DO). A Final Development Order (DO) is a mandatory prerequisite to making application for building permit(s). No building permits shall be issued on lands within the PUD except in accordance with the approved Final Development Plan and Engineering Documents.

Policy 1.1.5: Public and private schools are considered allowable uses within the Residential Low Density, Mixed Use, General Commercial and Public/Institutional land use categories.

Policy 1.1.6: The City will coordinate with the Bay County School Board to encourage the location of schools proximate to residential and mixed use areas to the extent possible and shall seek to co-locate public facilities, such as parks, libraries, and community centers, with schools to the extent possible.

Objective 1.2: The City has adopted land development regulations which contain specific provisions for implementation of this Plan. Such regulations will contain innovative land use management provisions such as for mixed use areas and planned unit developments.

Policy 1.2.1: The City will administer land development regulations for implementation of the Comprehensive Plan. At a minimum these regulations will:

1. Regulate the subdivision of land through provision of or reference to specific and detailed requirements which will include, but not be limited to, procedures for platting of land, review and approval process for plat approval, design standards, required improvements, required dedications and legal documents, and other such relevant requirements;

2. Regulate the use of land and water consistent with this Element and ensure the compatibility of adjacent land uses through provision of or reference to specific and detailed requirements which will include, but not be limited to, maintenance of an official land use map, maintenance of land use districts and allowable uses including accessory land uses, maintenance of environmental protection and development standards, creation of measures to reduce the potential for nuisances caused by incompatible land uses, provisions for the elimination of non-conforming land uses, and other such relevant requirements;

3. Protect the Conservation-Protected lands designated on the Future Land Use Map and in the Conservation Element (Policy 6.6.2) through provision of or reference to specific and detailed requirements which will include, but not be limited to, protection or conservation of environmentally significant resources, standards for development in areas containing such resources, coordination on permits from appropriate regulatory agencies, mitigation of environmental impacts, and other such relevant requirements intended to provide reasonable protection of natural resources in consideration of landowner's constitutional property rights;

4. Regulate areas subject to seasonal and periodic flooding and provide for drainage and stormwater management through provision of or reference to specific and detailed requirements which will include, but not be limited to, standards for construction in designated flood-prone areas, standards for design of drainage and stormwater management facilities, measures to protect drainageways and drainage conveyance systems, and other such relevant requirements;

5. Regulate signage through provision of or reference to specific and detailed requirements which will include, but not be limited to, standards for the location or placement of signs, construction standards, prohibited characteristics, compliance with other codes, sign removal or repair procedures, standards for off-premise signs, illumination restrictions, or other such relevant requirements;

6. Ensure safe and convenient on-site traffic flow and vehicle parking needs through provision of or reference to specific and detailed requirements which will include, but not be limited to, technical construction standards for roadways, roadway classifications, design standards, right-of-way protection and use, access control and vehicular connections, location of bicycle or pedestrian ways, standards for off-street parking and loading, or other such relevant requirements; and,

7. Provide that development orders and permits will not be issued which result in a reduction of the level of service for the affected public facilities below the level of service standards adopted in this Comprehensive Plan.

Policy 1.2.2: In conjunction with its land development regulations the City will maintain a system to determine potential impacts caused by proposed development activities. At a minimum the following criteria will be evaluated.

1. Availability of facilities and services;
2. Suitability of site conditions including topography and soils;
3. Ingress and egress;
4. Drainage or stormwater management;
5. Vehicular traffic, including on-site parking;
6. Required permits from other governmental agencies;
7. Noise;
8. Lighting;
9. Public safety and/or potential to create a public nuisance;
10. Impacts on natural resources.

Policy 1.2.3: The City will use this Plan and its land development regulations to

promote compatibility of adjacent land uses and reduce the potential for nuisances.

Objective 1.3: Provide flexibility in the ongoing approval process so as to encourage the redevelopment or renewal of blighted or unsightly areas.

Policy 1.3.1: The City will coordinate with developers of areas considered to be blighted or unsightly. Such coordination may include, but not be limited to: provision of public facilities; relaxation of regulatory standards; tax incentives; development agreements or other actions taken through the Community Development Department as part of the Community Development Plan.

Policy 1.3.2: The City will use code enforcement and its land development regulations to reduce eyesores, junk, substandard housing or unsafe buildings.

Objective 1.4: Maintain procedures for the elimination or reduction of land uses inconsistent with the character of the City and the future land uses designated in this Plan.

Policy 1.4.1: The City will restrict proposed development which is inconsistent with the character of the community and maintain provisions for the evaluation of non-conforming land uses into its land development regulations.

Objective 1.5: Coordinate coastal area population densities with adequate capability for hurricane evacuation. Adequate capability will be maintaining existing evacuation times and maintaining level of service standards on roadways as specified in the Traffic Circulation Element of this Plan and as specified in the Bay County Peacetime Emergency Plan.

Policy 1.5.1: The City will limit the density of dwelling units in the coastal area so as not to exceed hurricane evacuation capabilities within the City's jurisdiction. This will be accomplished as part of the development review process.

Policy 1.5.2: The City will prohibit the location of hospitals, nursing homes, convalescent homes or other similar high-density institutions in the hurricane evacuation zone.

Objective 1.6: Discourage the proliferation of urban sprawl through provision of public facilities, and through density controls in land use districts.

Policy 1.6.1: The City will not provide public facilities outside its incorporated limits

Policy 1.6.2: The City will maintain land use districts and densities as appropriate to promoting "in-fill" of vacant areas.

Objective 1.7: Include provisions for public utility crossings, easements, or rights-of-way in the land development regulations.

Policy 1.7.1: The City will maintain provisions to allow needed land area for public utilities provided the location of such facilities does not create a threat to public health or safety, or otherwise cause a public nuisance.

Policy 1.7.2: The City will coordinate with legally established public utilities or public works consistent with the provisions of Chapter 361 and Chapter 362, F.S., and as provided in local franchise agreements, to provide land needed for location of utilities facilities.

Objective 1.8: Maintain a procedure for the conservation of historic resources.

Policy 1.8.1: The City will use the "Panama City Historic Site Survey" to identify areas which contain historic resources. Such areas will be designated as "Historic Special Treatment Zones" on the Future Land Use map.

Policy 1.8.2: Type and extent of historic resources within the "Historic Special Treatment Zone" will be evaluated as part of the development review process. Developers of such areas may be subject to plan or site modifications to conserve historic features.

Objective 1.12: Require that all proposed development/redevelopment activities are designed and constructed in conformance with detailed and specific standards to be established in the land development regulations, and as specified in Policy 6.6.2 of this Plan.

Policy 1.12.1: The City will maintain an ongoing program of stormwater management, including both regulation and capital improvements. Stormwater regulations will rely largely upon existing laws and rules for permitting criteria.

Policy 1.12.2: The City will coordinate with Bay County and adjacent municipalities to establish a basin-wide, inter-jurisdictional approach to stormwater management.

Policy 1.12.3: The City will carefully evaluate all proposed development/redevelopment activities located in the Conservation areas designated on the Future Land Use Map for potential impacts on flooding, drainage or damage to natural resources.

Policy 1.12.4: The City will maintain buffers and building setbacks for areas adjacent to drainageways as part of its land development regulations.

Objective 1.13: Provide additional areas for public recreation with particular emphasis on public access to the waterfront.

Policy 1.13.1: The City will pursue local, State and federal funds as necessary to upgrade and acquire sites for public recreation and public access to the waterfront.

Policy 1.13.2: The City will retain ownership of all public access points to the waterfront. Vacation of public access will be based solely on public safety or overriding public interest considerations.

Objective 1.15: Stimulate revitalization and redevelopment of blighted areas.

Policy 1.15.1: The City will continue to encourage revitalization and redevelopment of blighted areas through appropriate State and federal assistance programs.

Policy 1.15.2: The City will promote redevelopment/revitalization efforts through administration of its land development regulations and capital improvements planning, Special Treatment Zones, and efforts of the Community Redevelopment Agency.

Objective 1.16: Provide reasonable measures to protect the rights of property owners as guaranteed by law.

Policy 1.16.1: Property owners rights of development will be vested when final site plan approval and/or a final development order is issued by the City and development has commenced and is continuing in good faith prior to the adoption of this Plan.

Policy 1.16.2: Land uses or structures which do not conform to the provisions of this Plan on the date of plan adoption will be considered non-conforming. Such land uses or structures will be allowed to remain in a non-conforming condition, including ordinary repair and maintenance until: 1) the land use or structure is discontinued or abandoned for a period of six (6) months or more; 2) the land use or structure is extended, modified or expanded; or 3) the structure is damaged to the extent of fifty (50) percent or more of

its replacement cost. Any non-conforming land use or structure may be expanded modified, extended or re-built with approval of the City Commission on a case-by-case basis.

Policy 1.16.3: The City will include provisions for hardship relief in its land development regulations. Such provisions will include standards for establishing economic hardships and assurances that the granting of hardship relief will not undermine the intent and integrity of this Plan.

Policy 1.16.4: The City will provide for amendments to this Plan as provided in Section V and s. 163.3184, F.S.

Policy 1.16.5: The City will provide due process of law during the regulation of private property. Such due process will be undertaken in accordance with Section VII of this Plan.

GOAL: PROMOTE AN ECONOMIC CLIMATE WHICH PROVIDES ECONOMIC STABILITY, MAXIMIZES JOB OPPORTUNITIES, AND INCREASES PER CAPITA INCOME FOR CITY AND COUNTY RESIDENTS.

Objective 1.17: Continue to increase the number of industrial/manufacturing jobs.

Policy 1.17.1: The City will use its land use designations and placement of public facilities to attract new job-producing industries, corporate headquarters, distribution and service centers, regional offices, and research and development centers for Bay County residents.

Policy 1.17.2: The City will coordinate with the Bay County Chamber of Commerce, the Economic Development Alliance and the Panama City Port Authority on expansion of on-going efforts to attract new business and industry to Bay County.

Policy 1.17.3: The City will use its Future Land Use Map to identify potential industrial parks and business/commercial locations.

Policy 1.17.4: The City will designate additional areas on its future land use map for industrial land uses to encourage economic development .

Policy 1.17.5: The City will use industrial and commercial land use designations and provision of public facilities to increase small business and industry expansion,

aggressive industry recruitment, and encourage foreign investment.

Policy 1.17.6: The City will coordinate its comprehensive planning and land development activities with the Panama City Port Authority so as to expand deep water trade at Port Panama City.

Objective 1.18: Continue to achieve an annual increase in employment .

Policy 1.18.1: The City will use Policies 1.17.1 - 1.17.6 to attract new employment opportunities.

Policy 1.18.2: Identify and attract industries with growth potential.

Policy 1.18.3: Utilize economic enhancement programs with private business to develop job opportunities.

Policy 1.18.4: Expand downtown revitalization and other redevelopment programs for job creation and retention.

Policy 1.18.5: Expand industry involvement in planning and designing training programs and vocational curricula.

Policy 1.18.6: Develop industries that can utilize military retirees.

2. TRANSPORTATION ELEMENT

(1) Purpose

The purpose of this element is to assist in establishing an adequate transportation system within the City and to plan for future motorized and non-motorized traffic circulation systems.

(2) Level of Service

Levels of service based on peak hour conditions will be used to evaluate facility capacity and for issuance of development permits. Facility types will be based on FDOT functional classifications as follows.

Facility Type	Peak Hour Level of Service
Principal Arterial	
US 98 (SR 30) Hathaway Bridge to Beck Avenue	Maintain and Improve
Business US 98 (SR 30) Beach Drive to Hamilton Avenue	E
All other principal arterials	D
Minor Arterial	E
Collector	E
Local	E

(3) Goals, Objectives and Policies

GOAL: PROVIDE, OR ENCOURAGE THE PROVISION OF, A SAFE AND EFFICIENT TRANSPORTATION SYSTEM WHICH INCLUDES CONSIDERATION OF BOTH MOTORIZED AND NON-MOTORIZED TRAFFIC CIRCULATION.

Objective 2.2: The City will implement it's adopted concurrency management system which assesses impacts upon the convenient and efficient movement of motorized and non-motorized traffic movement.

Policy 2.2.1: The City will use its concurrency management system to assess potential impacts on safe, convenient and efficient traffic flow, including onsite traffic flow and needed motorized and non-motorized vehicle parking. Specific and detailed standards will be included in the land development regulations based on the guidelines specified in Policy 1.2.1 (f).

Objective 2.3: Coordinate traffic circulation with land uses shown on the Future Land Use Map.

Policy2.3.1: The City will assign FDOT functional classifications to roadways within the City and will update such classifications as necessary. Functional classifications will be shown on the Future Traffic Circulation Map (Figure 4).

Policy 2.3.2: The City will evaluate impacts on traffic flow as part of its concurrency management system. Developments which significantly impact upon traffic flow will be located adjacent to arterial or collector roadways in "Mixed Use", "Commercial General", "Industrial" or "Public/Institutional" land use districts consistent with adopted LOS standards and concurrency management requirements.

Policy 2.3.4: The City will use peak hour levels of service shown in subsection (2) of this element to evaluate impacts on future land use, and for issuance of development permits.

Policy 2.3.5: The City will use designated functional classifications to coordinate roadway usage to adjacent land uses. Such coordination will include standards for vehicular connections, lane widths, right-of-way widths, building setbacks, on-site parking and other similar provisions to be set forth in the land development regulations.

Objective 2.4: Participate as a member of the Metropolitan Planning Organization to coordinate plans of the City with the plans and programs of the State, the County, the Panama City-Bay County Airport and Industrial District, and other municipalities.

Policy 2.4.1: The City will continue its active participation on the Metropolitan Planning Organization.

Policy 2.4.2: The City will coordinate and/or schedule any major roadway improvements consistent with the FDOT 5-Year Construction Plan.

Policy 2.4.3: Development adjacent to the Panama City-Bay County International Airport will be subject to review under Land Development Code Article VII, Airport Land Use Compatibility Regulations.

Policy 2.4.4: The City will support, to the extent feasible, efforts by the Panama City-Bay County Airport and Industrial District and the State of Florida to improve vehicular access to the Panama City-Bay County International Airport.

Objective 2.5: Protect existing and future rights-of-way from building encroachment.

Policy 2.5.1: The City will maintain a 25 foot minimum front building setback from property line as part of its land development regulations, except within the designated Downtown and St. Andrew Improvement Zones; and the Millville commercial area (3rd Street from Sherman Avenue to Center Avenue).

Policy 2.5.3: The City will coordinate reservation of rights-of-way projects identified in the Transportation Improvement Program (Figure 5) through its participation on the Metropolitan Planning Organization.

Objective 2.6: The City will utilize the Bay County Bicycle/Pedestrian Plan adopted by the MPO for identification of areas in need of sidewalks or bicycle facilities.

Policy2.6.1: For roadway frontage identified for inclusion in the sidewalk system, developers may be required to install sidewalks as part of any new development.

Policy 2.6.2: The City will request that FDOT install sidewalks and bike lanes as part of any major state highway widening or improvement project in accordance with current FDOT policy.

Policy 2.6.3: The City will coordinate with the MPO and Bay County an the provision of bicycle paths as specified in the Metropolitan Planning Organization, Comprehensive Bicycle Plan.

Objective 2.8: Establish a procedure to control the connections and access points of driveways and roads to roadways.

Policy 2.8.1: The City will maintain specific and detailed standards, based on roadway functional classifications and land use types, to regulate vehicular access to roadways in the land development regulations.

Policy 2.8.2: The City will require that developers obtain an FDOT "Connection Permit" for connections to the State Highway System before granting its approval of a proposed development.

Policy 2.8.3: The City will evaluate the location of driveways and access points as part of its development review process and will prohibit such connections involving reductions in level of services or threats to public safety.

Objective 2.9: Require that developers provide paved streets as part of any new subdivision development.

Policy 2.9.1: The City will use its land development regulations to require that developers provide paved streets as part of any new subdivision development.

Policy 2.9.2: All streets constructed by developers will conform to design standards in A Policy on Geometric Design of Highways and Streets, AASHTO, 1984; and will be inspected and certified after construction by a Florida registered professional engineer that the "as built" complies with the design, or will be constructed to standards determined by the City.

Objective 2.10: Annually evaluate changes in FDOT average daily traffic counts relative to peak hour conditions and levels of service.

Policy2.10.1: The City will use the peak hour level of service volumes described in the Data Summary Volume to determine roadway deficiencies.

Policy 2.10.2: The City will consider a level of service deficiency to be occurring when average daily traffic volumes reach 110% of peak operating conditions.

Objective 2.11: The City will continue to use the MPO planning process to ensure the provision of a safe, convenient transportation system in an efficient, cost-effective manner.

Policy 2.11.1: The City will work through the MPO to effect roadway improvements on state or county-maintained roads within the City limits.

Policy 2.11.2: The City will promote minor improvements such as signalization, signage, turn-lanes and three-laning before improvements requiring right-of-way acquisitions.

Policy 2.11.3: The City will use selected roadway improvements to promote other objectives such as redevelopment and revitalization efforts.

Policy 2.11.4: The City will coordinate with Bay County through the MPO to request that a coordinated signal system be studied and implemented.

Policy 2.11.5: The City will include provisions in its land development regulations to ensure a safe, convenient and efficient transportation system. Such provisions will include standards for vehicular connections, off-street parking, median cuts, design criteria and other related requirements.

Objective 2.13: Improve operating conditions on roadways currently below statewide minimum level of service standards.

Policy 2.13.1: US 98 (SR 30) between Hathaway Bridge and Beck Avenue will be designated as a "Backlogged Facility" with a level of service of "Maintain and improve".

- "Maintain" means that the City will maintain existing operating characteristics by not allowing more than 10% degradation of existing (1989) peak hour traffic (41,310 AADT).

- "Improve" means that the City will plan, fund and construct improvements set forth in Policy 2.13.2 to upgrade the operating level of service.

Policy 2.13.2: The City will undertake the following activities or projects intended to upgrade operating conditions on the affected roadway segment.

1. Use recommendations contained in the detailed Corridor Study from FDOT to provide for improvements.

2 Work through the MPO to re-stripe the existing five-lane cross section to a seven-lane cross section.

3. Synchronize traffic signals giving maximum green time to through traffic on US 98.

4. Coordinate with Gulf Coast Community College on development of plans to construct an internal loop within the college which will reduce traffic on adjacent roadways.

5. Coordinate with Bay County and the MPO to promote staggered or flexible working hours for major employers in the affected area; and promotion of ride-share programs.

6. Limit any new driveway connections onto US 98 in the affected area.

7. Investigate other alternatives for routing traffic away from US 98 and the Hathaway Bridge.

Policy 2.13.3: The City will maintain level of service E on Business US 98 (6th Street) between Beach Drive and Hamilton Avenue. Operation of this roadway segment at below the recommended state level of service standard is considered necessary to promote important downtown redevelopment and revitalization objectives found in this Plan.

Policy 2.13.4: The City will undertake the following activities or projects to improve operating conditions on Business US 98 (6th Street).

1. Eliminate "on demand" trigger of traffic signals for streets crossing US 98. Synchronize traffic signals giving maximum green time to traffic on Business US 98.

2. Eliminate all protected left turn signals (green arrow) at the Magnolia Avenue/Business 98 intersection. Give maximum green time to traffic on Business US 98.

3. HOUSING ELEMENT

(1) Purpose

The purpose of this element is to provide plans and policies which will assist the City in meeting identified or projected deficits in the supply of housing, correct substandard or unsafe housing conditions, and maximize private sector involvement in the delivery of safe, sanitary and affordable housing for all income groups.

(2) Substandard Housing

The definition of substandard housing will be the same as that presented in Chapter 19, *City Code of Ordinances* and/or *HUD "Section 8 Housing Quality Standards*, whichever is applicable.

(3) Goals, Objectives and Policies

GOAL: PROVIDE THE CIRCUMSTANCES NECESSARY TO PROMOTE AN ADEQUATE SUPPLY OF SAFE, SANITARY AND AFFORDABLE HOUSING FOR CURRENT AND FUTURE RESIDENTS IN ALL INCOME GROUPS USING BOTH PUBLIC AND PRIVATE RESOURCES.

Objective 3.1: Beginning in 1999 , provide or stimulate provision by the private sector of at least 30 new or rehabilitated affordable housing units per year through 2005.

Policy 3.1.2: The City will use the measures specified in Policy 3.9.1 to provide at least 15 affordable housing units per year through 2005.

Policy 3.1.3: The City will provide incentives to private developers intended to stimulate construction of 15 affordable housing units each year through 2005. Such incentives will include reduction in impact fees, development allowed in "Mixed Use" land use districts, information on state/federal housing assistance programs, waiver of fees for re-connections to rehabilitated residences, waiver or consolidation of minimum lot size requirements, provision of streets/water/sewer, density bonuses, waiver of open space requirements or other similar measures.

Policy 3.1.4: The City will expedite the permitting of developments containing affordable housing by providing "fast track" processing of applications and plan reviews.

Policy 3.1.5: The City will coordinate and promote partnerships with developers of housing for very-low, low-, and moderate-income families and maintain adequate

infrastructure to accommodate such developments.

Objective 3.2: Provide for the elimination of substandard housing units.

Policy 3.2.1: The City will continue its efforts through the Community Development Department to eliminate substandard housing conditions.

Policy 3.2.2: The City will enforce the provisions of Sec. 19-3, Code of Ordinances to identify, condemn and demolish unsafe structures for which rehabilitation is not feasible.

Policy 3.2.3: The City will assist in the relocation of households displaced by demolition activities through referrals and placements in public housing or subsidized housing.

Policy 3.2.4: The City will assist in the relocation of households displaced by community development activities as specified in the "Section 8 Tenant Assistance Policy, Chapter XII -Temporary Relocation" or the "Relocation Plan for Community Development Activities" and Residential Antidisplacement and Relocation Assistance Plan Under Section 104(d) of the Housing and Community Development Act of 1974, As Amended" document.

Policy 3.2.5: The City will, in conjunction with the Bay County Building Department, enforce the provisions of the building, plumbing and electrical codes for all new or redeveloped buildings in the City.

Objective 3.3: By 2005, improve the aesthetics and appearance of targeted redevelopment areas to make them safe and sanitary and to foster a sense of community and pride.

Policy 3.3.1: The City will use code enforcement capabilities of the Land Use/Code Enforcement Department to improve the appearance of run-down buildings and eyesores.

Policy 3.3.2: The City will enforce the landscaping and building maintenance provisions of its land development regulations.

Policy 3.3.3: The City will enforce its requirements for visual buffers or fences for land uses which present an unsightly appearance or which have the potential to create nuisances.

Policy 3.3.4: The City will target for redevelopment areas identified as "Redevelopment Special Treatment Zones" on the Future and Land Use Map. Redevelopment will

include such efforts as revitalization and assistance programs, including installation of needed public infrastructure.

Policy 3.3.5: The City will promote educational programs and incentives for families to learn how to maintain and improve their homes and neighborhoods.

Objective 3.4: By 2005, provide, or stimulate the provision of, 75 additional affordable housing units, and upon adoption of this Plan make land area available for manufactured and modular homes and households with special needs.

Policy 3.4.1: The City will increase the supply of housing through: code enforcement; rehabilitation; and encouragement of new construction with emphasis on activities benefitting very-low-, low-, and moderate-income households, minorities, the elderly, handicapped and other households with special needs.

Policy 3.4.2: The City will encourage and allow developments for very-low-, low-, and moderate-income households and manufactured and modular homes in the "Residential Low-Density" or "Mixed Use" land use districts consistent with the provisions of Policies 3.1.2, 3.1.3, 3.1.4 and 3.9.1.

Policy 3.4.3: The Community Development Department will provide information and assist private developers and non-profit organizations toward utilization of HUD Section 8 program, Rental Rehabilitation Program, 312 Loan Program, and, HODAG and UDAG Programs to make available standard housing which is affordable to lower income families.

Policy 3.4.4: The City will provide financial assistance in the form of direct loans, grants, loan guarantees, interest subsidized, mortgage refinancing or combinations thereof to provide for the rehabilitation of substandard owner-occupied properties.

Policy 3.4.5: The City will provide financial assistance in the form of direct loans, loan guarantees, mortgage refinancing, or a combination of these to provide for the construction of affordable housing.

Policy 3.4.6: The City will participate in and solicit financial assistance from state and federal programs intended to improve the condition and supply of standard housing.

Policy 3.4.7: At least once during every five-year planning period, the City will evaluate its comprehensive plan and land developments codes to identify and eliminate possible barriers to the production of affordable housing.

Policy 3.4.8: The City will explore and coordinate with appropriate agencies such as the Department of Community Affairs and the Florida Homebuilders Association to establish reasonable "minimum livability standards" and "minimum safety codes" for both rehabilitation and creation of affordable housing for all income groups especially the lower-income groups.

Objective 3.5: The City will enforce its land development regulation which allows for the location of group homes and foster care facilities licensed by HRS in residential areas.

Policy 3.5.1: Group homes and foster care facilities will be allowed in "Residential Low-Density" and "Mixed Use" land use districts in conformance with the densities and intensities specified in the Future Land Use Element.

Policy 3.5.2: Community residential homes (defined as a dwelling which provides a living environment for 7 to 14 unrelated clients of HRS including disabled or handicapped persons, developmentally disabled persons, nondangerous mentally ill persons or children) will be located in accordance with the following principles and criteria: 1) a CRH will be allowed in the "Residential Low-Density" district when 6 or fewer residents are located in a single-family, noncommercial, residential dwelling provided that such homes are not located within 1,000 feet of one another; and 2) a CRH will be allowed in the "Mixed Use" district provided that such homes are not located within 1,200 feet of one another or within 500 feet of a "Residential Low-Density" district when location of such home is presumed to substantially alter the nature and character of the area.

Objective 3.6: The City will utilize established procedures for the conservation of sound, viable neighborhoods.

Policy 3.6.1: The City will use code enforcement and Policies 3.6.2, 3.6.3, 3.6.4, and 3.6.5 of this plan to prevent blighting conditions in areas of standard housing.

Policy 3.6.2: The City will use the rehabilitation programs available through the Community Development Department to upgrade run-down housing stock in sound neighborhoods.

Policy 3.6.3: The City will provide or upgrade public facilities such as lighting, sidewalks, streets, drainage and other related facilities to ensure the viability of neighborhoods.

Policy 3.6.4: The City will use the provisions of Chapter 19, Sec. 2 - 15, Code of Ordinances to demolish sub-standard buildings in viable residential neighborhoods.

Policy 3.6.5: The City will use detailed and specific standards for allowable land uses in its land development regulations for protection of viable neighborhoods from blighting influences in all land use districts.

Policy 3.6.6: The City will provide for the conservation of housing in all land use districts through enforcement of the land development code conservation provisions.

Objective 3.7: The City will utilize and enforce implementation procedures for the conservation of historic or architecturally significant housing.

Policy 3.7.1: The City will continue to designate and maintain areas of historic or architecturally significant housing as "Historic Special Treatment Zones" on the Future Land Use Map.

Policy 3.7.2: The City will use the Panama City Historic Site Survey (1987) to determine if new development will impact upon areas of historic significance. Developers of such areas may be subject to plan or site modifications to preserve historic features and will rehabilitate such structures consistent with Policy 3.7.3.

Policy 3.7.3: The City will use *The Secretary of the Interior's Standards for Rehabilitation* 1990 as a design standard for rehabilitation of identified historic buildings.

Objective 3.8: The City will continue to utilize procedures for the relocation of households displaced by City construction or demolition activities as specified in Policy 3.2.4.

Policy 3.8.1: The City will provide assistance through the Community Development Department for households needing relocation as a result of rehabilitation or community development activities. The form of assistance provided will be based on the provisions of Policy 3.2.4.

Objective 3.9: Maintain an ongoing housing implementation program through the provisions of this plan and the Consolidated Plan.

Policy 3.9.1: The general guidelines of the City's housing implementation program will be as follows.

1. The City will designate adequate areas for existing and future residential development, including redevelopment on its future land use map.

2. The City will provide public facilities consistent with adopted levels of service standards to promote the delivery of safe, sanitary and affordable housing.

3. The City will designate targeted areas as "Redevelopment Special Treatment Zones" on the Future Land Use Map.

4. The City will continue to apply for and use federal and/or state funds to implement its Consolidated Plan. The general provisions of the Consolidated Plan are as follows.

   In an effort to determine Community Development priorities, the City has identified certain needs.

   (a) The need to increase the availability of standard housing units at costs that are affordable to very-low, low-, and moderate-income families.

   (b) The need for maintenance and upgrading of structures to enhance the quality of the housing stock.

   (c) The need for prevention and elimination of slum and blighting influences which contribute to the decline or deterioration of neighborhoods.

   Conditions to be addressed include, but are not limited to, the following:

   (1) Overcrowding of housing units.
   (2) Excessive dwelling unit density.
   (3) Building obsolescence.
   (4) Incompatible land uses.
   (5) Prevalence of debris and junk

   (d) The need for provision or improvement of public utilities, services and facilities necessary and appropriate to the conservation or improvement of specific neighborhoods. Such needs include the provision or improvement of the following:

   (1) Storm drainage.
   (2) Street paving.
   (3) Commercial services/facilities.
   (4) A network of sidewalks

   (5) Adequate open space, recreation and neighborhood service facilities in those areas largely occupied by low and moderate income families and elderly populations.

(e) The need to coordinate planning and policy making for the City's Community Development efforts with other related programs.

(1) Update and implement the Consolidated Plan.
(2) Continue to update and refine the City's capability for implementing the objectives of the Community Development process.

In order to meet the identified needs, the City has developed the following long-term and short-term objectives:

Long-Term Objectives

(1) Conservation of sound neighborhoods.

This is to be accomplished through:

- Upgrading of housing stock.
- Code enforcement.
- Prevention or elimination of slum and blighting influences.
- Provision or improvement of public facilities such as, but not limited to, streets, sidewalks, curbs and gutters, utilities, parks and recreation, and neighborhood service facilities.

(2) Revitalization of deteriorating neighborhoods and elimination of conditions detrimental to health, safety, and public welfare.

This is to be accomplished through:

- Rehabilitation of substandard structures.
- Clearance of dilapidated and dangerous structures.
- Code enforcement.
- Prevention or elimination of slum and blighting influence.
- Provision or improvement of public facilities such as, but not limited to, streets, sidewalks, curbs and gutters, utilities, parks, and recreation, and neighborhood service facilities.
- Stimulating commercial investment to enhance economic vitality in deteriorating neighborhoods.

(3) Increase the supply of standard housing through code enforcement, rehabilitation and encouragement of new construction, with emphasis on activities benefitting low and moderate income households, and particularly, the minority groups, the elderly, the handicapped, and the large families.

(4) Improvement, where appropriate, of planning and development practices, methods, and administrative capabilities of the City.

This will enable Elected Officials, the City Manager, and Department Heads to more effectively allocate and utilize City fiscal and other resources to provide for improvement of housing and environmental conditions affecting very-low, low-, and moderate-income families.

(5) Development of those facilities and services which meet the social and physical needs of the elderly, the handicapped, and the lower income citizens of the City.

Short-Term Objectives

(1) Planning and Community Development Management Activities:

- Further refine the Consolidated Plan with attention to housing, and public improvements.
- Continue to identify public improvement needs in the CDBG target areas.
- Continue to explore innovative approaches to housing problems and HUD programs.
- Take steps to assure realization of goals and objectives of the City's Consolidated Plan and the Housing Assistance Plan (HAP).
- Revise and update the Consolidated Plan as well as monitoring program activities to assure regulation compliance and consistency with the Community Development Program goals and objectives.
- Continue the pursuit for alternative funding sources to offset the reduction of CDBG funds, therefore, assuring an ongoing Community Development process.

(2) Provision of Additional Housing for Lower Income Households.

Encourage and assist private developers or other appropriate entities in the utilization of HUD Section 8 Program, Rental Rehabilitation Program, 312 Loan Program, HODAG and UDAG

Programs to make available standard housing that is affordable to lower income families.

(3) Rehabilitation Program

Provide financial assistance in the form of direct loans, grants, loan guarantees, interest subsidies, mortgage refinancing or combinations thereof to provide for the rehabilitation of sub-standard owner and renter occupied primarily residential and nonresidential properties.

(4) Provision of Public Facilities/Services.

Provide public facilities, services and utilities as identified in the Consolidated Plan in coordination with, and in support of, housing improvement activities, including:

- Street paving, curb and gutter, sidewalks, and storm drainage in the CDBG target areas.
- Provide educational assistance in household management and maintenance to the lower income, the elderly, the handicapped and the beneficiaries of HUD Housing Programs and state housing programs.
- Promotion and stimulation of neighborhood and inner city economic development.
- Provide relocation assistance to those families displaced by CDBG related activities.
- Continued enforcement and support of the principles of fair housing.

4. UTILITIES ELEMENT
A. Sanitary Sewer, B. Solid Waste, C. Drainage, D. Potable Water. E. Groundwater

(1) Purpose

The purpose of this element is to provide for necessary public facilities and services correlated to future land use projections and population demand.

(2) Utilities Sub-Elements

(A) Sanitary Sewer Sub-Element

1. Level of Service

The City will use the following levels of service for the purposes of issuing development permits, and for determining available facility capacity to accommodate concurrency requirements:

(a) The City will use sewage flows specified in Table II, "Estimated Domestic Sewage Flows" found in s. 10D-6.048, FAC for purposes of estimating sewage generated by development activities. These estimates will be used to make certain that available facility capacity exists to serve the proposed development concurrent with the impacts of such development, and to maintain a cumulative allocation of facility capacity dedicated for approved developments.

(b) The City will use the following level of service standards as the threshold for denying development permits based on compliance with concurrency requirements.

St. Andrews STP Service Area: 4.5 million gallons per day (mgd)

Millville STP Service Area: 4.5 million gallons per day (mgd)

2. Goals, Objectives and Policies

GOAL: PROVIDE ADEQUATE SEWAGE CAPACITY AND COLLECTION FACILITIES TO ACCOMMODATE ANTICIPATED POPULATION DEMAND.

Objective 4.A.1: By 2005 the City will identify facility deficiencies through preparation of an updated sanitary sewer system survey.

Policy 4.A.1.1: The City will evaluate the sewer system facilities and will upgrade, expand or replace its sewage facilities as determined by such evaluation to accommodate population demand and ensure operational efficiency.

Objective 4.A.2: Maintain and operate the sewage system so as to provide the adopted level of service .

Policy 4.A.2.1: The City will require in its land development regulations that developers provide sewage collection lines constructed to City standards as part of proposed new developments and that such lines be connected into the City sewer system.

Policy 4.A.2.2: The City will evaluate the capacity, maintenance and operation of its sewage system on an annual basis.

Policy 4.A.2.3: The City will utilize its sewage facilities to 90% of available capacity before making commitments for new or expanded facilities.

Policy 4.A.2.4: Priorities for replacement, correcting existing facilities and facility expansion will be as follows.

(a) Correction of identified existing deficiencies;
(b) Replacement of facilities to allow for continued operation or design efficiency;
(c). Expansion of facilities.

Objective 4.A.3: Implement the adopted Concurrency Management System to determine impacts on level of service and available capacity for proposed development.

Policy 4.A.3.1: The City will use the adopted Concurrency Management System to evaluate impacts caused by proposed development.

Policy 4.A.3.2: The City will use the levels of service established in subsection A.1 to evaluate facility capacity and for issuance of development permits.

Objective 4.A.4: Upon adoption of this Plan, coordinate extension, or increase in capacity of, facilities to meet future needs.

Policy 4.A.4.1: All extensions of the sewer system will be constructed in conformance with Chapter 17-6, FAC.

Policy 4.A.4.2: All connections to the sewer system will be in conformance with the "Standard Plumbing Code -1988 Edition" as administered by the Bay County Building Department.

Policy 4.A.4.3: The City will coordinate availability of sewer facilities and capabilities to accommodate the types and densities of land use shown on the Future Land Use Map, or will adjust the types and densities of land use so as to be compatible with the City's capability to provide sewer service.

Policy 4.A.4.4: The City will not permit development which causes the level of service to fall below the standards established in subsection (A)1.

Policy 4.A.4.5: Average and peak flow design capacity for the City collection system will be as specified in Chapter 17-6, FAC and/or the "Standard Plumbing Code - 1988 Edition."

Policy 4.A.4.6: Average peak flow design capacity for City treatment systems will be as specified in the operating permit issued by DEP.

Objective 4.A.5: Upon adoption of this Plan, develop a procedure for providing sewage capacity as a means of discouraging urban sprawl and promoting "in-fill" of vacant urban areas.

Policy 4.A.5.1: The City will provide sewage capacity as applicable to promoting the redevelopment objectives of the Housing Element and will consider provision of sewer in these areas to be a priority activity.

Policy 4.A.5.2: The City will not provide sewer service to areas outside the City limits.

(B) Solid Waste Sub-Element

1. Level of Service

   The City will use 6 pounds of solid waste per person per day as the level of service standard to determine facility capacity and for issuance of development permits.

2. Goals, Objectives and Policies

GOAL: ENSURE THAT ADEQUATE AND EFFICIENT SOLID WASTE COLLECTION IS AVAILABLE FOR THE CITY.

Objective 4.B.1: On an annual basis evaluate the need for extension of solid waste collection service relative to future needs.

Policy 4.B.1: The City will provide solid waste collection consistent with the level of service established in subsection (B)1.

Policy 4.B.1.1: The City will provide solid waste collection service to accommodate new customers and will evaluate the need for extending service on an annual basis.

Policy 4.B.1.2: The City will use the level of service established in subsection B.1 to evaluate facility capacity and for issuance of development permits. The level of service will be applied as part of the development review and approval process to each application for development approval to make certain that adequate facility capacity exists to serve the proposed development concurrent with the impacts of such development.

Policy 4.B.1.3: Priorities for replacement, correcting existing facilities and facility expansion will be as follows in priority order:

(a) Correct identified deficiencies through repair or upgrades;
(b) Replacement of obsolete or worn-out equipment;
(c) Expansion or extension of services and equipment.

Policy 4.B.1.5: The City will use recycling grant funds available from Bay County to establish programs intended to reduce overall solid waste by 30% in Bay County.

Objective 4.B.2: On an ongoing basis, locate equipment and facilities so as to avoid damage to drainageways or surface waters.

Policy 4.B.2.1: The City will avoid or prevent possible effects on drainageways or surface waters as part of the construction and operation of solid waste facilities.

(C) Drainage Sub-Element

1. Level of Service

   (a) Water Quantity

   For flood attenuation and drainage control the City will use the 25-year, critical duration storm event. The critical duration storm event is defined as a specific storm event which creates the largest volume or highest rate of net stormwater runoff for typical durations up through and including the 10-day duration event.

   (b) Water Quality

   Stormwater facilities will provide retention, or detention with filtration, of runoff from the first one inch of rainfall; or, for development with drainage areas of less than 100 acres, facilities which provide for the retention, or detention with filtration, of the first one-half inch of runoff or provide for the treatment of stormwater runoff which will not degrade surface waters below pre-development levels of quality, whichever is greater.

   (c) The requirements of paragraphs a. and b. will not apply to the development of single-family through quadruplex residential dwellings when all of the following conditions are met:

      i. Such residential dwellings are not part of a larger, common plan of development approved after the effective date of this Plan;

ii. Such residential dwellings are to be developed in an existing, established residential area or a subdivision duly recorded prior to the effective date of this Plan;

iii. The proposed development will not contribute pollutants which will cause runoff from the immediate drainage area to degrade the water quality of receiving waters below existing conditions, and;

iv. The proposed development will not increase the potential for flooding.

2. Goals, Objectives and Policies

GOAL: PROVIDE A DRAINAGE PROGRAM WHICH WILL REDUCE STORMWATER POLLUTION AND PROVIDE REASONABLE PROTECTION FROM FLOOD DAMAGE TO PUBLIC AND PRIVATE PROPERTY.

Objective 4.C.1: Revise the Master Drainage Plan .

Policy 4.C.1.1: The City will use general funds to revise the Master Drainage Plan.

Policy 4.C.1.2: The City will amend this Plan as needed based on updated and reliable data resulting from the Master Drainage Plan as referenced in Policy 4.C.1.1.

Policy 4.C.1.3: The City will use the level of service standard established in subsection C.1 for evaluating facility capacity and for issuance of development permits. The level of service standard will be applied to each application for development approval to make certain that adequate facility capacity exists to serve the proposed development concurrent with the impacts of each development.

Policy 4.C.1.4: Priorities for replacement, correcting existing facilities deficiencies and providing for future needs will be as follows in priority order:

1. Correction of drainage problems which cause flood damage to public and private property;

2. Correction of problems or improvement of facilities which are intended to reduce sedimentation in bays, bayous, and lakes.
3. Replacement of damaged or obsolete facilities;
4. Maintenance of facilities which are not operating at design efficiency.

5. Regulation of new development to avoid future drainage and stormwater problems.

Objective 4.C.2: The City will maintain provisions for stormwater management in its land development regulations.

Policy 4.C.2.1: The City will regulate new development and redevelopment in a manner which reduces stormwater impacts on drainage facilities and natural resources. Detailed and specific regulations will be included in the land development regulations which provide for: buffer zones for drainageways, design standards for stormwater facilities, on-site retention standards, compliance with state stormwater rules and other similar provisions.

Objective 4.C.3: Reduce the volume of stormwater and sediment entering the estuarine system so as to protect natural drainage features.

Policy 4.C.3.1: The City will give priority status to drainage projects which reduce stormwater sedimentation in the estuarine system, particularly lakes and bayous.

Objective 4.C.4: Provide stormwater management and drainage control through a combination of regulatory measures and capital improvements.

Policy 4.C.4.1: The City will undertake a balanced program of regulation and capital improvements to reduce drainage problems within the City.

Policy 4.C.4.2: The City will coordinate with adjacent municipalities, Bay County and state/federal agencies to promote efficiency on drainage projects of mutual interest.

Objective 4.C.5: Reduce the potential for damage to public and private property caused by flooding.

Policy 4.C.5.1: The City will use its "Conservation" land use category and its Flood Damage Prevention Ordinance to reasonably reduce the potential for flood damage to public and private property.

Objective 4.C.6: In conjunction with the update of the Master Drainage Plan, the City will identify and inventory stormwater facility deficiencies which contribute to water quality problems.

Policy 4.C.6.1: As part of the Master Drainage Plan update, the City will prepare a stormwater facilities inventory with particular focus on outfalls which discharge into state waters.

Policy 4.C.6.2: The City will coordinate with, and request assistance from, FDOT (as set forth in ss. 403.809, F.S.) in the preparation of its stormwater facilities inventory.

Policy 4.C.6.3: On an annual basis, the City will allocate funds to correct existing drainage deficiencies based on the criteria specified in Policy 4.C.1.4.

(D) Potable Water Sub-Element

1. Level of Service

   The City will use 150 gallons per person per day at a delivery rate of 40 psi to evaluate facility capacity and for issuance of development permits. The level of service standard will be applied to each application for development approval to make certain that adequate facility capacity exists to serve the proposed development concurrent with the impacts of such development.

2. Goals, Objectives and Policies

GOAL: PROVIDE ADEQUATE WATER DISTRIBUTION CAPABILITY TO ACCOMMODATE EXISTING AND FUTURE DEMAND.

Objective 4.D.1: Operate the water distribution system so as to maintain the adopted level of service standard.

Policy 4.D.1.1: The City will evaluate the capacity, operation and maintenance of its water distribution system on an annual basis.

Policy 4.D.1.2.: The City will require in its land development regulations that developers provide water distribution lines constructed to City standards as part of any new developments.

Policy 4.D.1.3: The City will use the level of service standard identified in subsection D.1 to evaluate facility capacity and for issuance of development permits.

Objective 4.D.2: Identify and correct existing facility deficiencies.

Policy 4.D.2.1: The City will use its water analysis model to identify facility deficiencies.

Policy 4.D.2.2: Priorities for replacement, correcting existing deficiencies and facility expansion will be as follows in priority order:

(a) Correction of identified existing deficiencies;
(b) Replacement of facilities to allow for continued operation or design efficiency;
(c) Expansion or extension of facilities.

Objective 4.D.3: Upon adoption of this Plan, coordinate extension of, or increase in capacity of, facilities to meet future needs.

Policy 4.D.3.1: All extensions of the water distribution system will be constructed in conformance with Chapter 17-555, FAC.

Policy 4.D.3.2: All connections to the water distribution system will be in conformance with the "Standard Plumbing Code - 1988 Edition" as administered by the Bay County Building Department.

Policy 4.D.3.3: The City will coordinate availability of potable water with the types and densities of land use shown on the Future Land Use Map.

Policy 4.D.3.4: All habitable residential and non-residential structures will be connected to the City water system.

Objective 4.D.4: Maximize the use of existing water distribution facilities to reduce urban sprawl.

Policy 4.D.4.1: The City will use existing facilities to 90% of existing capacity before making commitments for new or expanded facilities, and will not provide water service to areas outside the City limits unless specifically provided for in a development interlocal agreement or contract.

Policy 4.D.4.2: The City will encourage and allow development of land within the City which has access to potable water, thereby reducing the potential for sprawl in other areas of Bay County.

Policy 4.D.4.3: The City will not provide water services for development in areas separated from the City limits by vacant areas of 5 acres or more.

Objective 4.D.5: Upon adoption of this Plan, require use of water conservation measures and techniques.

Policy 4.D.5.1: The City will inform developers about water conservation measures and techniques as part of the development review process.

Policy 4.D.5.2: The City will require use of water conservation plumbing fixtures or equipment as specified in s.553.14, Florida Statutes.

Policy 4.D.5.3: The City will undertake emergency measures specified in the NWFWMD Water Shortage Plan in the event of a potable water emergency.

E. Natural Groundwater Aquifer Recharge Sub-Element

1. Goals, Objectives and Policies

GOAL: PROVIDE PROTECTION TO THOSE AREAS OF THE CITY WITH HIGH RECHARGE POTENTIAL TO THE FLORIDAN AQUIFER.

Objective 4.E.1: Restrict land use and development in areas of high recharge potential in order to preserve the quality of water which may recharge the Floridan Aquifer.

Policy 4.E.1.1: Land development regulations adopted by the City will prohibit land uses that may discharge substances that could infiltrate and degrade groundwater in areas of high recharge potential.

Policy 4.E.1.2: Areas of high recharge potential will be as defined and delineated by the Northwest Florida Water Management District.

Policy 4.E.1.3: The City will prohibit development activities which are constructed or located in a manner which will cause leakage, discharge or otherwise have the potential to release hazardous substances into the groundwater aquifer.

5. COASTAL MANAGEMENT ELEMENT

(1) Purpose

To plan for and where appropriate restrict development activities where such activities would damage or destroy coastal resources; and to protect human life and limit public expenditures in areas subject to destruction by natural disaster.

(2) Coastal Area

The coastal area is defined as the land area subject to evacuation in the event of a Category 3 or greater hurricane and all included coastal resources; and, marine waters within the City's jurisdiction.

(3) Goals, Objectives and Policies

GOAL: MAINTAIN THE QUALITY OF COASTAL RESOURCES BY RESTRICTING DEVELOPMENT ACTIVITIES WHICH DAMAGE OR DESTROY COASTAL RESOURCES.

Objective 5.1: The City will maintain regulatory or management techniques intended to protect coastal wetlands, living marine resources and wildlife habitat.

Policy 5.1.1: Development activities which have the potential to damage or destroy coastal resources are considered to be: 1) dredge and fill operations in wetlands or seagrass beds; 2) construction of piers, docks, wharves or other similar structures which extend into the water from the shoreline; 3) removal of shoreline vegetation; and, 4) discharge of non-point source pollutants into estuaries.

Policy 5.1.2: The City will evaluate the impacts on coastal resources caused by development activities as part of its impact measuring system. Such evaluation will include identification, location and sensitivity of coastal resources as well as specific design standards or construction practices intended to protect coastal resources.

Policy 5.1.3: The City will limit specific and cumulative impacts upon coastal wetlands, water quality, wildlife habitat and living marine resources using the following regulatory and management techniques:

1. Protection of identified wetlands as specified in Policy 6.2.2,2 of this Plan.

2. Reserve approval of development permits until all applicable permits are

obtained by developers from jurisdictional agencies.

3. Prohibit construction of docks, piers, wharves or similar structures for areas under City jurisdiction, unless otherwise specifically approved by the City Commission.

4. Coordinate with DEP to restrict construction activities which would permanently damage seagrass beds, oyster reefs or other living marine resources, unless appropriate mitigation measures are undertaken.

5. Establish a 30 foot estuarine set-back line provision in the land development regulations, including restrictions on the removal of shoreline vegetation.

6. Reserve approval of development permits until stormwater discharge permits are obtained pursuant to Chapter 17-25, FAC.

7. Require protection of identified wildlife habitat as part of enforceable development agreements.

Policy 5.1.4: The City recognizes the inherent conflict between coastal resource protection and the expansion of existing industrial land uses. Expansion of such facilities may be approved by the City Commission when appropriate mitigation measures are taken.

Objective 5.2: Undertake measures to maintain and improve estuarine environmental quality.

Policy 5.2.1: The City will require that all applicable permits are obtained from jurisdictional agencies prior to issuing its development approval, and will include such provisions in its land development regulations.

Policy 5.2.2: The City will require that development undertaken in the coastal area be designed and constructed so as to reduce stormwater discharges and sedimentation as specified in Policies 1.1.4, 5.1.3 and 6.6.2.

Policy 5.2.3: The City will undertake drainage improvements, based on engineering data, intended to improve the quality of stormwater discharged into the estuarine system.

Policy 5.2.4: The City will require mitigation of damage to coastal resources caused by development activities when such activities meet the requirements of Rule 17-312, Part III, FAC.

Policy 5.2.5: The City will coordinate with state agencies and Bay County to protect North Bay and St. Andrew Bay by reviewing and commenting upon applicable sections of their respective comprehensive plans, and by assuring that all applicable permit requirements are met.

Objective 5.3: The City will use the criteria for prioritizing shoreline uses specified in Policy 5.3.1.

Policy 5.3.1: The City recognizes the need to establish the public interest in achieving a balance between competing waterfront land uses and the limited amount of shoreline available for such uses. When making decisions concerning designation of land use districts, approval of plan amendments or issuance of development approvals involving competing shoreline land uses the City will choose the following land uses in priority order, using 1 as the highest priority.

1. Water-dependent land uses, including water dependent conservation or recreation uses;
2. Water-related land uses;
3. Land uses for which a definitive public purpose has been established; and
4. Other land uses which are not water-dependent or related including residential, commercial, institutional or industrial.

Policy 5.3.2: Specific and detailed provisions for the siting of marinas will be maintained in the land development regulations. Such provisions will include the following criteria:

1. Demonstrate the presence of sufficient upland area to accommodate parking, utility and support facilities;
2. Provide public access;
3. Lie outside areas identified as inappropriate for marina development in the Marina Siting Study for West Florida (West Florida Regional Planning Council; June 1984) unless appropriate mitigating actions are taken.
4. Demonstrate oil spill cleanup capability within boundaries of the leased area;
5. Provide a hurricane mitigation and evacuation plan;
6. Designate future upland spoil site(s) for maintenance dredging activities;
7. Be located in proximity to natural channels so that minimum or no

dredging will be required for provision of docking facilities.

8. Have available adequate sewage treatment facilities to serve the anticipated volume of waste. Marinas with fueling facilities will provide pump-out facilities at each fuel dock. Commercial marinas and those with live-aboard overnight transient traffic will provide upland sewage facilities and prohibit inappropriate sewage pump out.
9. Maintain water quality standards as provided by Chapter 403, Florida Statutes;
10. Locate in areas having adequate water depth to accommodate the proposed boat use without disturbance of bottom habitats;
11. Delineate immediate access points with channel markers that indicate speed limits and any other applicable regulations;
12. Be sited in appropriate zoning districts;
13. Locate in areas away from seagrass beds, oyster reefs and other important fish and shellfish spawning and nursery areas;
14. Demonstrate that it meets a public need thereby demonstrating economic viability/feasibility.

Objective 5.4: The City will maintain measures in its land development regulations providing standards which protect beach systems from the impacts of man-made structures.

Policy 5.4.1: The City will provide specific and detailed provisions for protection of beach systems in its land development regulations. Such provisions will include setbacks from the shoreline for non-waterdependent structures, required construction practices, and coordination of permitting with appropriate jurisdictional agencies.

GOAL: REDUCE THE RISK OF HURRICANE RELATED DAMAGE TO LIFE AND PROPERTY.

Objective 5.5: Maintain or reduce hurricane evacuation times.

Policy 5.5.1: The City will coordinate with and assist Bay County in the implementation of the County Peacetime Emergency Plan by providing police and fire department support personnel during emergencies.

Policy 5.5.2: The City will use its land development regulations to prohibit the location of hospitals, nursing homes, and other similar structures in the 100-year flood zone.

Policy 5.5.3: The City will identify and maintain a list of elderly, handicapped or infirmed persons that might require special evacuation assistance.

Objective 5.6: Maintain procedures which will reduce the exposure of human life, and public and private property to hurricane-related hazards.

Policy 5.6.1: All habitable structures will be designed and constructed in conformance with the City's Flood Damage Prevention Ordinance.

Policy 5.6.2: The City will not locate infrastructure facilities, except for water-dependent facilities, in the 100-year flood zone.

Policy 5.6.3: Post-disaster redevelopment will be undertaken in conformance with the City's Flood Damage Prevention Ordinance and this Plan, including attendant land development regulations.

Policy 5.6.4: When undertaking post-disaster redevelopment activities development permits may be waived for short-term recovery measures such as:

1. Damage assessment to meet post-disaster assistance requirements;
2. Removal of debris;
3. Emergency repairs to streets, water, electricity or other associated utilities to restore service;
4. Public assistance including temporary shelter or housing.

Policy 5.6.5: Long-term redevelopment activities will require approval of development permits and be consistent with this Plan. These activities include:

1. Repair or restoration of private residential or commercial structures with damage in excess of 50% of market value;
2. Repair or restoration of docks, seawalls, groins, or other similar structures;
3. Non-emergency repairs to bridges, highways, streets or public utilities.

Policy 5.6.6: When reviewing permits for post-disaster redevelopment activities the City will evaluate hazard mitigation measures including:

1. Relocation of structures;
2. Removal of structures;
3. Structural modification of buildings to reduce the risk of future damage.

Policy 5.6.7: The City will use specific regulatory and management techniques for general hazard mitigation including:

1. Regulation of construction practices in flood-prone areas as specified in the City's Flood Damage Prevention Ordinance;
2. Providing specific and detailed standards in the land development regulations for shoreline construction including provisions for building set-backs, removal of vegetation, and construction seaward of the mean high-water line;
3. Use of the stormwater pollution abatement standards found in Chapter 17-25, FAC;
4. Location of sewer facilities outside flood-prone areas or floodproofing of such facilities to prevent flood damage in accordance with FEMA construction standards; and
5. Limiting residential densities in areas subject to hurricane evacuation.

Policy 5.6.8: The City will incorporate applicable future recommendations of the Interagency Hazard Mitigation Report into this Plan. Specific inclusion of recommendations pertaining to zoning, densities and building practices will be undertaken as plan amendments.

Policy 5.6.9: As part of the post-disaster redevelopment process the City will structurally modify or remove infrastructure facilities which have experienced repeated storm damage.

Policy 5.6.10: The City will maintain existing evacuation times by limiting the density and intensity of land uses, except for water-dependent land uses, in the Category 3 evacuation zone to existing densities and intensities, and by maintaining level of service standards on evacuation roadways. These measures will be incorporated into the County Peacetime Emergency Plan upon its next revision.

GOAL: PROVIDE, OR HAVE AVAILABLE, ADEQUATE AREAS FOR PUBLIC WATERFRONT ACCESS.

Objective 5.7: The City will continue to provide, or have access to, areas for public waterfront access.

Policy 5.7.1: The City will improve selected street-ends for use as dedicated public waterfront access points and will clearly mark such points as waterfront access.

Policy 5.7.2: The City will provide adequate parking for waterfront recreation areas and designated public waterfront access sites through improvement or construction of parking areas.

Policy 5.7.3: The City will not vacate, sell or otherwise dispose of waterfront access points except in cases of overriding public interest.

Policy 5.7.4: The City will require that public access be provided by developers consistent with the provisions of s. 161.55(6), F.S. Specific and detailed provisions will be included in the land development regulations.

GOAL: ENSURE THE AVAILABILITY OF INFRASTRUCTURE CONSISTENT WITH LEVEL OF SERVICE STANDARDS.

Objective 5.8: Maintain infrastructure capacity to provide public facilities for the types and densities of development shown on the Future Land Use Map.

Policy 5.8.1: Capacity of public facilities will be estimated using the level of service standards presented in the Traffic Circulation, Utilities, and Recreation and Open Space Elements of this Plan. No development will be permitted in the coastal area unless public facilities and service are available concurrent with the impacts of development or phased to coincide with the demands generated by development or redevelopment.

Policy 5.8.2: The City will not increase the capacity of infrastructure facilities in coastal areas subject to destruction by hurricanes, except for water-dependent facilities.

Objective 5.9: Provide ongoing and effective coordination with the Panama City Port Authority on the orderly development and use of Port Panama City. At a minimum, such coordination will include measures specified in Policy 5.9.1 to resolve problems in transportation, land use, natural and man-made hazards, and protection of natural resources.

Policy 5.9.1: The City will use the following measures to coordinate with the Panama City Port Authority on the orderly development and use of Port Panama City:

1. Transportation. The City will use the forum provided by the Metropolitan Planning Organization to promote improvements to U.S. 98 and bridge improvements which would result in enhanced access to port property, including designation of Hathaway Bridge as a "Constrained Facility". The

City will also support improvements to local streets which will enhance traffic movement in and around port property, provided the costs for such improvements are equitably distributed between the City and the Port Authority.

2. Land Use. The City recognizes the water-dependent status of Port Panama City and the necessity for access to the water for maintenance and expansion of port activities. As a result of competing interest for available waterfront acreage the City declares that water-dependent land uses will be given priority status over other land uses. The City will coordinate with the Port Authority by designating acreage as needed for port expansion on the Future Land Use Map. The City will also require that potential incompatibilities between port activities and adjacent land uses be mitigated through use of screening, fencing, buffering, landscaping or other similar mitigation measures.

3. Natural and Man-Made Hazards. The City will require general hazard mitigation at Port Panama City including: enforcement of the provisions found in the Flood Damage Prevention Ordinance; providing specific and detailed provisions for waterfront construction and building set-backs from the shoreline; requiring stormwater permits pursuant to Chapter 17-25, FAC and limiting storage or transfer of hazardous materials on port property.

4. Protection of Natural Resources. The City will support protection of natural resources in or adjacent to port property as specified in Section VIII.-10, Objectives 1.1 - 1.3 and Policies 1.1.1 - 1.3.1 of this Plan.

GOAL: PROVIDE PROGRAMS AND MEASURES TO PROMOTE REDEVELOPMENT OF UNDERUTILIZED WATERFRONT AREAS, AND FOR THE CONSERVATION OR RE-USE OF HISTORIC RESOURCES.

Objective 5.10: The City will continue to support the redevelopment efforts of the St. Andrews Waterfronts Florida Community area.

Policy 5.10.1: The City will assist the St. Andrews Waterfont Partnership in preparing plans and programs which will promote revitalization of the St. Andrews area.

Policy 5.10.2: The City will designate and maintain the St. Andrews area as a " St. Andrews Improvement Zone" on the Future Land Use Map.

Objective 5.11: Provide areas for expansion of water-dependent industrial facilities to promote redevelopment of underutilized areas.

Policy 5.11.1: The City will designate areas for additional water-dependent industrial development on the Future Land Use Map. Areas of particular concern are the Millville industrial area and the area adjacent to Port Panama City.

Objective 5.12: Maintain measures for the conservation or re-use of historic resources.

Policy 5.12.1: The City will use the Panama City Historic Site Survey to identify areas of historic significance.

Policy 5.12.2: The City will establish specific and detailed standards for development or sensitive re-use of identified historic resources as part of its land development regulations. Such standards will be as specified in Policy 3.7.3.

Policy 5.12.3: The City will assist the Community Redevelopment Agency in preparing plans and programs oriented toward preserving the historic character of downtown and the St. Andrews area.

PORT MASTER PLAN SUB-ELEMENT

(a) Port Panama City and Industrial Park

GOAL 1: CONSERVE OR PROTECT COASTAL RESOURCES CONSISTENT WITH CONTINUED PORT MAINTENANCE AND EXPANSION ACTIVITIES.

Objective 1.1: Conserve, protect or enhance coastal resources as part of the maintenance and expansion projects consistent with dates specified in this sub-element.

Policy 1.1.1: Coastal resources which are within the Port planning area are identified as living marine resources and wildlife habitat. There are no wetlands or dune systems within the Port planning area.

Policy 1.1.2: The Port Authority shall evaluate specific and cumulative impacts upon coastal resources prior to undertaking maintenance and expansion activities.

Policy 1.1.3: The Port Authority shall limit specific and cumulative impacts of development or redevelopment on water quality through the measures identified in Policy Correction 1.2.1.

Policy 1.1.4: The Port Authority shall limit specific and cumulative impacts on identified wildlife habitat (Audubon Island) by not undertaking projects which destroy or significantly degrade such habitat or by providing mitigation measures as specified in Policy 1.2.4.

Objective 1.2: By 2001, establish procedures to maintain or improve estuarine water quality.

Policy 1.2.1: The Port Authority shall limit specific and cumulative impacts caused by development of in-water facilities by:

1. Indicating through plans, test results or other information that development projects are not contrary to the public interest in accordance with Section 403.918(2), F.S.;

2. Not undertaking projects which significantly degrade water quality in an Outstanding Florida Water unless compliance with Section 403.918(2), F.S. and Rule 17-4.242, FAC can be demonstrated;

3. Preparation of plans and procedures which detail the measures to be taken to prevent or mitigate damage to the immediate project area;

4. Providing reasonable assurances that water quality standards found in Rule 17-3, Part III, FAC for Class III waters (St. Andrew Bay) will not be violated;

5. Compliance with permit requirements as specified in approved dredge and fill permits issued under the provisions of Chapter 403, F.S., Public Law 92-500, and Rule 17-12, FAC.

Policy 1.2.2: The Port Authority shall restore or enhance coastal resources which may be destroyed or significantly damaged by in-water development activities through mitigation measures specified as permit conditions.

Policy 1.2.3: Mitigation measures are considered to be those which protect, enhance or create the same type of waters being affected by the development project or, in waters which have been significantly affected by human activities, other types of water.

Policy 1.2.4: Mitigation measures shall be undertaken for development projects which would otherwise be unpermittable without such measures. Mitigation shall be sufficient to offset damage or loss expected to occur as specified in each individual permit mitigation proposal prepared pursuant to Rule 17-312, Part III, FAC and shall be considered the principle program for mitigation of future disruptions or degradations in excess of allowable permit requirements.

Policy 1.2.5: The Port Authority shall restore or enhance drainage systems through compliance with the provisions of Rule 17-25, FAC for all new upland development or redevelopment.

Objective 1.3: By 2001, establish criteria for the priority siting of shoreline uses, giving priority to water-dependent uses.

Policy 1.3.1: Criteria for shoreline use in areas under Port jurisdiction shall be as follows in priority ranking:

1. Ship berthing areas;

2. Warehouses, storage or trans-shipment facilities necessary for port operations;
3. Private industrial operations which require dockside or berthing area;
4. Space for administrative buildings which support water-dependent activities;

GOAL 2: REDUCE EXPOSURE OF HUMAN LIFE AND PROPERTY TO DESTRUCTION BY NATURAL HAZARDS THROUGH HAZARD MITIGATION AND ADEQUATE HURRICANE EVACUATION MEASURES.

Objective 2.1: Locate, design and construct buildings and facilities in a manner which will mitigate hazards from natural disasters and reduce exposure of life and property from harm.

Policy 2.1.1: Habitable, non-residential buildings located in the defined "A" flood zone shall be designed and constructed so as to reduce the potential for flooding and wind damage.

Policy 2.1.1: All structures located within the defined "A" flood zone as shown on Flood Insurance Rate Map Panel Number 120012 0005 D shall be constructed in accordance with provisions specified in the City's Flood Damage Prevention Ordinance.

Policy 2.1.3: All buildings shall be designed and constructed in accordance with the Standard Building Code, 1988 Edition or as approved by the City.

Policy 2.1.4: All buildings and parking areas shall be designed and constructed in accordance with the provisions of Rule 17-25, FAC and be capable of attenuating a 25-year, critical duration rainfall event.

Objective 2.2: Upon adoption of this Plan, maintain or reduce hurricane evacuation times through support of roadway improvements and coordination with Bay County Emergency Management.

Policy 2.2.1: The Port shall adopt a hurricane evacuation contingency plan which supports the Bay County and Panama City Emergency Plans.

Policy 2.2.2: The Port Authority shall participate on the MPO so as to effect improvements to roadways which will improve hurricane evacuation times.

Objective 2.3: Utilize defined post-disaster redevelopment procedures to reduce or eliminate exposure of human use and property to natural hazards.

Policy 2.3.1: Post-disaster redevelopment shall be undertaken in conformance with the City's Flood Damage Prevention Ordinance and this Plan, including attendant land development regulations.

Policy 2.3.2: When undertaking post-disaster redevelopment activities development permits may be waived for short-term recovery measures such as:

1. Damage assessment to meet post-disaster assistance requirements;

2. Removal of debris;

3. Emergency repairs to streets, water, electricity or other associated utilities to restore service;

Policy 2.3.3: Long-term redevelopment activities shall require approval of development permits and be consistent with this Plan. These activities include:

1. Repair or restoration of non-residential structures with damage in excess of 50% of market value;

2. Repair or restoration of docks, seawalls, groins, or other similar structures;

3. Non-emergency repairs to warehouse, rail tracks, streets or public utilities.

Policy 2.3.4: When reviewing permits for post-disaster redevelopment activities the Port Authority shall evaluate hazard mitigation measures including:

1. Relocation of structures;
2. Removal of structures;
3. Structural modification of buildings to reduce the risk of future damage.

Policy 2.3.5: The Port Authority shall incorporate applicable future recommendations of the Interagency Hazard Mitigation Report into this sub-element. Specific inclusion of recommendations pertaining to building practices will be undertaken as plan amendments.

Policy 2.3.6: As part of the post-disaster redevelopment process the Port Authority shall structurally modify or remove infrastructure facilities which have experienced repeated storm damage.

GOAL 3: MAINTAIN, ENHANCE AND PROMOTE THE ONGOING ECONOMIC DEVELOPMENT OF PORT PANAMA CITY AND INDUSTRIAL PARK THROUGH A COORDINATED PROGRAM OF MAINTENANCE AND EXPANSION PROJECTS.

Objective 3.1: Perform and fulfill the obligations, powers, duties and charges set forth in the enabling legislation for the Panama City Port Authority.

Policy 3.1.1: The Panama City Port Authority shall exercise its obligations and powers as prescribed in Chapter 23466, Laws of Florida, as amended, to maintain and promote the legislated purposes for which the Port was created.

Policy 3.1.2: Existing port facilities shall be used to the maximum extent possible before expansion or development of new port facilities is undertaken.

Policy 3.1.3: Voluntary property acquisitions shall be undertaken in the vicinity of existing port boundaries and the Bay Industrial Park owned by Port Panama City to maintain and expand the needs of a viable Port facility.

Objective 3.2: Provide additional deepwater berthing area and warehouse space along the west dock during the period 1999-2004.

Policy 3.2.1 : By , 2004, additional warehouse space shall be provided for Warehouse W-3.

Objective 3.3: Expand deepwater berthing and cargo loading capabilities along the south dock before or during 1999-2000.

Policy 3.3.1 : The Port Authority shall provide additional deepwater berthing and loading area by construction of new bulkhead with attendant deepwater dredging along south dock.

Policy 3.3.2 : Dredged material produced by expansion of the south dock shall, to the maximum extent practicable, be used as fill to create additional upland property.

Objective 3.4: Provide additional warehouse space in the unimproved areas along the southeast quadrant of Port property.

Policy 3.4.1: By 2002, construct new warehouse (East No. 1) south of East Warehouse No. 2.

Objective 3.5: Harbor Deepening: Actively support any harbor deepening projects which enhance ingress/egress to the Port.

Policy 3.5.1: During 1999-2002, Provide local share funding of Federal Harbor Deepening Projects.

GOAL 4: PROVIDE FOR ADEQUATE AND TIMELY MAINTENANCE OF IN-WATER AND ON-LAND PORT FACILITIES.

Objective 4.1: Provide adequate maintenance and upkeep on warehouse facilities.

Policy 4.1.2: Annually , the Port Authority shall undertake major maintenance, including re-roofing, and siding on existing warehouses.

Policy 4.1.3: Port staff shall inspect and report on warehouse conditions annually.

Objective 4.4: Provide adequate maintenance and upkeep on docks, fenders, dolphins and related in-water facilities.

Policy 4.4.1: Port staff shall inspect and report on the condition of in-water facilities no less than every five (5) years.

Objective 4.5: Maintain adequate depths alongside berthing areas to allow convenient and safe dockage for vessels. Port shall obtain bathemetric surveys every two years or as needed.

Policy 4.5.1: The Port Authority shall undertake maintenance dredging projects in conjunction with construction dredging project where practicable or on an as-needed basis to eliminate unsafe conditions.

Policy 4.5.2: Spoil material produced by maintenance dredging projects shall, to the maximum extent allowable, be used as fill for Port expansion purposes.

Objective 4.6: Provide adequate maintenance and upkeep of railroad facilities.

Policy 4.6.1: Annually, the Port Authority will undertake maintenance improvements on railroad and road facilities portwide including replacement of rail bed and track, and road resurfacing.

GOAL 5: ENSURE THAT PORT EXPANSION AND MAINTENANCE ACTIVITIES ARE COMPATIBLE WITH AND SUPPORT PROGRAMS AND POLICIES CONTAINED IN THE PANAMA CITY COMPREHENSIVE PLAN.

Objective 5.1: Upon adoption of this Plan and on a continuing basis thereafter, coordinate with the City of Panama City to reduce land use conflicts in areas targeted for Port expansion.

Policy 5.1.1: The Port Authority shall undertake measures to reduce land use conflicts by installing and maintaining adequate buffer zones between Port property and adjacent potentially incompatible land uses.

Policy 5.1.2: The Port Authority shall support designation and maintenance of Port Panama City and Industrial Park as a water-dependent land use on the City's Future Land Use Map.

Objective 5.2: Beginning in 1990 and on a continuing basis thereafter, provide input on infrastructure needs of the Port to the City so as to make certain adequate infrastructure capacity is available to accommodate Port activities.

Policy 5.2.1: The Port Authority shall coordinate with the City of Panama City to provide adequate infrastructure so as to maintain and expand Port operations.

Objective 5.3: Maintain a program of ongoing coordination with service providers to make certain that adequate roadway and rail access is provided to the Port.

Policy 5.3.1: The Port Authority shall participate on the Metropolitan Planning Organization to make sure that adequate roadway access to the Port is considered when determining future roadway projects.

Policy 5.3.2: The Port Authority shall coordinate with the City and Bay Line Railroad to ensure adequate rail access to the Port.

Objective 5.4: Promote ongoing compatibility with the Panama City Comprehensive Plan and this sub-element.

Policy 5.4.1: Beginning in 1991, the Port Authority shall evaluate proposed amendments to the City's Comprehensive Plan as to potential impacts on Port activities.

Policy 5.4.2: The Port Authority shall assess the status of this sub-element with regard to meeting its objectives, projects completed, needed amendments, etc. on an annual basis, and shall provide a written report to the City for the City's use in preparing its annual comprehensive plan evaluation and monitoring report.

Objective 5.5: Reduce duplication of effort between this sub-element and the Panama City Comprehensive Plan.

Policy 5.5.1: The Port Authority shall attempt to minimize duplication of effort by utilizing data and analyses produced as part of the Panama City Comprehensive Plan-Data and Analysis Summary.

6. CONSERVATION ELEMENT

(1) Purpose

The purpose of this element is to promote the conservation, use and protection of natural resources.

(2) Goals, Objectives and Policies

GOAL: PROVIDE THE CIRCUMSTANCES NECESSARY FOR THE CONSERVATION, PROTECTION AND USE OF NATURAL RESOURCES.

Objective 6.1: Maintain air quality at existing levels or as consistent with Chapter 17-2, FAC.

Policy 6.1.1: The City will prohibit development which causes degradation of air quality below existing levels or established State Standards (Chapter 17-2, FAC).

Policy 6.1.2: The City will decrease air pollution from auto emissions by maintaining established level of service standards and through provision of non-automotive vehicular and pedestrian facilities.

Objective 6.2: Understanding that the source of potable water for the City of Panama City is Deer Point Lake, which is located in Bay County, the City will support the efforts of the County to maintain the quantity and quality of this water source by implementing Policies 6.2.1 and 6.2.2.

Policy 6.2.1: The City will support efforts by Bay County toward the protection and conservation of the Deer Point Lake water source, which is under county jurisdiction.

Policy 6.2.2: The City will cooperate with, and assist in the implementation of the Water Shortage Plan (March 1992) of the NWFWMD should a water conservation emergency arise.

Objective 6.3: Evaluate and identify possible sources of stormwater pollution in each drainage basin through the update of the Stormwater Management Plan.

Policy 6.3.1: The City will identify possible stormwater pollution sources into adjacent water bodies and will undertake measures to reduce pollutant loads consistent with Chapter 17-25, FAC, and Policies 4.C.1.1 and 4.C.1.2.

Policy 6.3.2: The City will coordinate with Springfield on measures intended to reduce stormwater pollution in estuaries adjacent to the City as specified in Policy 4.C.1.1.

Policy 6.3.3: The City will reserve approval of development permits until stormwater discharge permits are obtained by developers pursuant to Chapter 17-25, FAC.

Policy 6.3.4: The City will protect the water quality of water bodies within the City by including requirements for treatment of stormwater, requiring buffers or setbacks in areas adjacent to the shoreline, drainageways, or wetlands and other similar provisions to be included in the land development regulations as specified in Policy 6.6.2.

Objective 6.4: The City will continue to implement procedures to protect native vegetation as part of its land development regulations.

Policy 6.4.1: The City will enforce standards for protection of native vegetation as part of its land development regulations. Such standards will include types and size of vegetation to be protected, removal/replacement criteria, construction practices and other similar provisions.

Policy 6.4.2: The City will cooperate with Bay County, Springfield, Lynn Haven and Cedar Grove to protect vegetative communities located within more than one jurisdiction through application of provisions within the land development regulations.

Objective 6.5: Maintain and enforce procedures to reduce soil erosion and reduce sedimentation into water bodies.

Policy 6.5.1: The City will maintain in its land development regulations specific standards for soil conservation, in coordination with the Bay County Soil and Water Conservation District.

Policy 6.5.2: At a minimum, land clearing or development activities which cause direct soil erosion or sedimentation of water bodies will be undertaken in conformance with Chapter 17-25, FAC.

Objective 6.6: Implement adopted provisions for conservation and protection of wetlands, fisheries, wildlife, wildlife habitat and marine habitat in the development

review and approval process.

Policy 6.6.1: The City will evaluate impacts on fisheries, wildlife habitat and marine habitat as part of its development review and approval process. Development activities which will destroy identified wildlife or marine habitat will be restricted through use of an enforceable development agreement pursuant to ss. 163.3220-.3243, F.S. or appropriate mitigation measures pursuant to s. 17-312, FAC. Development activities which cause destruction of endangered or threatened species will be prohibited.

Policy 6.6.2: The City will protect and conserve the natural functions of existing soils, wetlands, marine resources, wildlife habitat, flood zones, and estuaries by enforcing the guidelines established in its land development regulations.

1. Soils

   All grading, filling, excavation, storage or disposal of soil and earth materials associated with development activities will be undertaken so as to reduce the potential for soil erosion and sedimentation of water bodies or drainageways. Erosion control measures will be required for all such activities.

   As part of the development review process required pursuant to Policy 1.2.2 of this Plan, a developer will include an "Erosion and Sediment Control Plan". Such plan will include:

   (a) Calculations of maximum runoff based on the 25-year, critical duration storm event;
   (b) A description of, and specifications for, sediment retention devices;
   (c) A description of, and specifications for, surface runoff and erosion control devices;
   (d) A description of vegetative measures;
   (e) A map showing the location of all items listed in (a) through (d) in this paragraph.

   A developer may propose the use of any erosion and sediment control techniques provided such techniques represent best management practices, and are certified by a registered professional engineer.

   Once development activity begins, the developer will maintain in good order all erosion and sediment control measures specified in the Erosion and Sediment Control Plan regardless of whether the development project is completed or not.

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2. Wetlands

The protection of wetlands policy is contained in Policy 6.6.4 through 6.6.7.

3. Marine Resources

(a) Living Marine Resources

No development activities may be undertaken in areas containing marine seagrass beds or fisheries nursery areas when such development activity can reasonably be expected to damage or destroy seagrass beds unless:

(i) Valid permits are obtained from jurisdictional agencies prior to development approval by the City;

(ii) Appropriate mitigation of destroyed or damaged seagrass beds is undertaken by the developer subject to the provisions of Chapter 17-312, Part III, Florida Administrative Code.

(b) Estuarine Shoreline

No development or construction activity will be permitted within thirty (30) feet of the mean high tide line of any estuarine water body. Within this restricted area, all natural shoreline vegetation will be preserved for a distance of twenty (20) feet landward from the mean high tide line, except for a cleared corridor not to exceed fifteen (15) feet in width to provide access to the water.

(c) Stormwater Management

All development undertaken within the City will be in conformance with the provisions of Chapter 17-25, Florida Administrative Code. Stormwater permits must be obtained by developers pursuant to this Chapter prior to the City issuing final development approval. Under no circumstances will a developer undertake any development activity which causes a reduction in water quality below the standards specified in Chapter 17-4, FAC.

4. Wildlife Habitat

Development will not be permitted which will significantly damage or destroy the habitat of species listed as endangered or threatened as specified in the *"Official Lists of Endangered Fauna and Flora in Florida,"* published by the Florida Game and Fresh Water Fish Commission.

The developer of any areas identified as containing wildlife habitat will be responsible for the conduct of an analysis to determine the value and extent of such habitat. This habitat analysis will form the basis of habitat conservation and preservation measures to be established either as a condition of development approval or in an enforceable development agreement pursuant to ss. 163.3220 - .3243, F.S.

5. Flood Zones

All development activity undertaken within designated A-zones as shown on the official Flood Insurance Rate Map for Panama City, Florida published by the Federal Emergency Management Agency will be subject to the restrictions and standards of the City's Flood Damage Prevention Ordinance.

Policy 6.6.3: Locally determined environmentally sensitive resources are considered to be: jurisdictional wetlands, seagrass beds, flood zones and habitat for endangered or threatened species. Development activities which destroy these resources will be restricted through use of measures specified in Policy 6.6.2.

Policy 6.6.4: The intent and policy of the City will be to maintain, conserve, protect, enhance and appropriately utilize wetlands within the City, recognizing the rights of individual property owners to use their lands in a reasonable manner as well as the rights of all citizens of the City to the protection of the natural resources of the City, including the natural wetland hydrologic cycles and ecologic systems.

The City recognizes an important public interest in wetlands which perform physical and ecological functions, including:

1. Natural storage and conveyance of rainwater.

2. Wetlands vegetation filter sediment, organic matter and chemicals, assimilate nutrients and natural or man-made pollutants.

3. Temporary storage of surface waters during times of flood, regulating flood elevations and timing, velocity and rate of flood discharges.

4. Temporary storage of flood waters reduces erosion and facilitates settling of suspended sediment, filtering and detaining sediment to prevent pollution of lakes, streams, and estuaries.

5. When adjacent to lakes, rivers, and estuaries, wetlands prevent erosion and provide habitat and spawning ground for fish and shellfish.

6. Depending on their condition and functional value, isolated wetlands provide important wildlife habitat.

7. Recreational areas for activities including fishing, hunting, camping, photography, boating, and nature observation.

Policy 6.6.5: Wetlands in the City, including those which are designated on the future land use map series, and those that are part of the conservation special treatment zone will be subject to the following protection measures. The identification of any wetlands on the future land use map and conservation zone are presumptive only and must be specifically identified and delineated as set forth below. Wetlands will be designated for appropriate low impact land uses which will insure the protection of functionally valuable wetlands and to integrate them into the natural stormwater system and the master stormwater management plan for the watershed.

1. Definition

"Wetlands" means those areas that are inundated or saturated by surface water or ground water at a frequency and a duration sufficient to support, and under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soils. Soils present in wetlands generally are classified as hydric or alluvial, or possess characteristics that are associated with reducing soil conditions. The prevalent vegetation in wetlands generally consists of facultative or obligate hydrophytic macrophytes that are typically adapted to areas having soil conditions described above. These species, due to morphological, physiological, or reproductive adaptations, have the ability to grow, reproduce or persist in aquatic environments or anaerobic soil conditions. Florida wetlands generally include swamps, marshes, bayheads, bogs, cypress domes and strands, sloughs, wet prairies, riverine swamps and marshes, hydric seepage slopes, tidal marshes, mangrove swamps and other similar areas. Florida wetlands generally do not include longleaf or slash pine flatwoods with an understory dominated by saw palmetto. The delineation of actual wetland boundaries may be made by any accepted methodology consistent with any unified statewide methodology for the delineation of the extent of the wetlands ratified by the Legislature.

2. Identification

(a) The City will identify wetlands as defined above. Dominant wetland vegetation will be determined as provided in Rule 17-301.400, Florida Administrative Code. Wetland determinations performed by the Florida Department of Environmental Regulation or its successor will be considered. Where permits from federal, state or regional agencies are required for a proposed development, such permits will be a prerequisite to City approval. The most comprehensive wetland boundary as determined by the other permitting agencies will be accepted.

(b) In circumstances where the natural boundary of wetland vegetation is unclear, the line of demarcation may be approximated at a surveyed location in the same wetland where the natural line is clear. The wetland boundary may also be determined by a study of the soils, aerial mapping, photography, hydrology and other relevant historical information.

(c) All property having wetlands within the municipal limits of the City which are designated for commercial use will be subject to the requirements hereof and the wetlands set-aside requirements reflected by the graph shown in Figure 6.

For purposes hereof, all wetlands of a common community will be considered as a single tract or parcel of property for the purposes of determining the wetlands set-aside requirement, whether or not the parcels within the wetlands community are owned by one or more persons or entities. In this regard, the City has identified two wetlands communities which have been encircled on the Panama City Wetland Identification and Functional Value Map and Future Land Use Map as Wetlands Community One and Wetlands Community Two, which is reproduced to reflect the referenced wetlands communities and shown in Figure 7.

It has been further determined that the wetlands communities above referenced exceed 40 acres of land for purposes of determination of the wetlands set-aside requirements pursuant to the chart below. The sale of any tract of land within the wetlands community by an owner of any parcel of property located within the defined Wetlands Communities One and Two will be subject to the same wetlands set-aside requirements as that of the entire tract encompassed within Wetlands Community One and Wetlands

Community Two, with the exception of any parcel which is one acre or less which will be governed by the set-aside requirement set forth in the chart. All other wetlands will be governed by the wetlands set-aside requirements determined in accordance with the chart below.

Where partial acreage is involved, the acreage will be rounded to the next whole number.

The owner or developer will have the responsibility of providing such surveys as may be required by the City to identify the wetlands and the required set-aside. The wetlands to be preserved will be designated by the City.

If the zoning or land use designation of any parcel of property restricts the development of the parcel to a lesser percentage than the wetlands set-aside, the more restrictive of the two will apply.

3. Functional Value

Wetlands identified by the City are depicted on the Panama City Wetland Identification and Functional Value Map by identification number and are part of the Future Land Use Map (FLUM). Each numbered wetland has been evaluated by the City to determine its significance with regards to the natural stormwater system, including both stormwater quality and quantity treatment and control, its productivity in light of existing impacts, and its overall functional value as described in Policy 6.6.4. Any wetland not identified in the referenced map will not exclude the wetland from the provisions hereof.

(a) Criteria. The evaluation was performed in September, 1992, utilizing criteria presented by the Center for Wetlands, University of Florida, Technical Report No. 41 (January, 1983). The criteria reflect recognized wetland values such as food chain production, habitat value, hydrologic support and function, shoreline protection, groundwater storage and recharge, and water enhancement under six (6) function categories: size, connectedness, diversity, intactness, uniqueness, and quality of adjacent lands. A more particular description of the criteria and evaluation findings can be found in *"The City of Panama City Wetlands Evaluation Report, 1992."*

(b) Rating. Based on this evaluation, each wetland received a rating of

its functional value. High scores (13-18) are deemed wetlands of "high functional value". Intermediate scores (8-12) are deemed wetlands of "moderate functional value". Low scores (6-7) are deemed wetlands of "low functional value". Each wetland is listed with its corresponding rating as to each function category and identified on the Panama City Wetland Identification and Functional Value Map.

(c) Development Restrictions. In addition to the development restrictions otherwise required under the Plan, including those required in the conservation special treatment zone, any development proposed in a wetlands area will be restricted in relation to its functional value. Wetlands of high functional value will be preserved in accordance with Policy 6.6.6.1; wetlands of moderate and low functional value will be incorporated into the surface water management system where practicable, with restrictions in accordance with Policy 6.6.6.2(c) for commercial use and Policy 6.6.6.2(a) for residential use. Those areas contiguous to high or moderate functional wetlands which have a reasonable chance to become reestablished, will be carefully considered in terms of impacting adjoining communities.

4. Exemptions

The following activities are exempt from development restriction of this policy; provided, however, that this exemption will not relieve the developer from obtaining all required federal, state, and regional agency permits as a prerequisite to issuance of a development permit by the City, as set forth in Policy 6.6.5(2).

(a) Nonmechanical clearing of wetland or buffer vegetation from an area of 500 square feet or less, for access purposes, provided the vegetation is removed and disposed of on a suitable upland site;

(b) Minor maintenance or emergency repair to existing structures in improved areas;

(c) Clearing and construction of walking trails no more than four (4) feet in width and having no structural components or fill;

(d) Overhead utility crossings, provided, however, associated roads will be subject to the requirements of the Plan;

(e) Maintenance, together with incidental dredge and fill activities in ditches, retention and detention areas, public roads and other right-of-ways, and other related drainage systems;

(f) Bona fide mosquito control activities performed by the local mosquito control authorities;

(g) Activities within man-made wetlands which are performed or occur as part of a man-made treatment system;

(h) Activities where any required federal, state, regional, or local permit for dredge and fill or wetland impacts has been issued prior to adoption date of this policy.

Policy 6.6.6: Development activities in wetlands will protect the natural function and value of those wetlands or be mitigated for.

1. Wetlands of High Functional Value

Development activities in wetlands of high functional value will be prohibited unless exempt or unless it is determined by the City Commission, upon recommendation by the Planning Board, that the activity as described below supports the purpose of conserving and protecting the wetland or is in the overriding public interest. Activities which support such purposes will include, and be limited to, the following:

(a) Public Hazard. Such an activity is necessary to prevent or eliminate a public hazard or prevent a danger to public safety or health, provided, however, that the director has made a preliminary determination that:

(i) A hazard or danger exists;

(ii) The proposed activity would eliminate or prevent the hazard;

(iii) The proposed activity represents the best way to accomplish the desired end with minimal impact on the wetland; and

(iv) Elimination of the hazard unavoidably impacts the wetland.

(b) Unique Circumstances or Access. Due to the unique geometry of the site, it is the unavoidable consequence of development for uses which are appropriate given site characteristics; for example, construction of access to the developable portion of the site, or limited dredging or fill to achieve

developable proportions within usable areas for necessary construction.

(c) Public Roads and Utilities. Public roads and utilities may be allowed in wetlands only where an overriding public interest is shown, and only unavoidable impacts upon the wetlands will be permitted. When possible, road crossings will occur at the narrowest point of the wetland and be designed so that water flow and wildlife movement are not interrupted.

(d) Low Density and Intensity Land Uses. It is the intent of the City to restrict development to those activities that have minimum or no post-development impacts upon the function of the wetland, so that no net loss of wetland function results from the activity.

Low density and intensity land uses will include any natural use of the wetland environment, walking trails, private or public parks of passive orientation, enhancement of wetlands or wetland function, or other like or similar activities. Any other type of use must be based on an "overriding public interest"; however, the prohibitions of this paragraph will not deny a land owner the right to use his or her property provided the density or intensity is not greater than that of one single family detached dwelling unit per five acres. Any improvement will comply with requirements of Policy 6.6.5.2.

2. Wetlands of Moderate Functional Value:

Development of activities in wetlands of moderate functional value will be restricted and regulated in order to prevent loss of wetlands and their beneficial functions, and where appropriate, such wetlands will be integrated into the stormwater plan of the City and be protected as natural open space and a wildlife buffer to urban development. Any loss of wetlands and function in such wetlands will be mitigated, as determined by the governing body of the City in accordance with this Plan.

Development activities in wetlands of moderate functional value will be designed or oriented to utilize the following development requirements in an effort to minimize impacts upon the wetland:

(a) Lot Coverage. The lot coverage limitation in wetlands will be restricted to the upland area of the site, excluding buffer areas and set backs. Areas designated and proposed for commercial use will comply with 6.6.5.2(c). In areas designated for residential use, or in areas designated for commercial use and proposed for residential use as a conditional use, fifty percent of the lot including buffers will be retained in its natural condition.

(b) Buffers. Every wetland preserved on new development sites will be protected by a buffer of natural or native transitional wetlands vegetation. Greater buffers may be required when the upland activity adversely impacts the beneficial wetlands functions. The buffer requirement will be allowed to coincide with setback requirements or with landscaping requirements.

(c) Clustering and Density Transfer. Whenever possible, all adverse impacts upon the functional value of wetlands will be avoided by limiting development activities to upland areas of a lot or minimized by clustering, density reduction or reconfigured development plans. Where impacts cannot be avoided then restrictions in Policy 6.6.5.2(c) would apply.

(d) Other Agencies' Permits. Obtaining all permits required for the development activity will be a prerequisite to issuance of a final development order by the City.

(e) Design Considerations. Design considerations, such as elevating structures in whole or in part to minimize the building footprint may be required when such considerations will prevent loss of wetlands and the function of the wetland.

(f) Enhancement. Development plans may provide for the enhancement of the natural wetland function through recognized means and systems supported by accepted engineering or other professional evaluations. Enhancement of degraded wetlands may be utilized to meet the mitigation requirements established herein. The City reserves the right to conduct an independent post-development evaluation of the enhancement systems to ensure the function of the wetland, including the stormwater detainment and recharge function, has not been adversely impacted. If, upon such post-development evaluation, a loss of function is found and the developer is unable to present data or reports which prove the function has been improved to its natural condition prior to degradation, the City may impose additional mitigation requirements upon the developer or owner.

3. Wetlands of Low Functional Value:

Development activities in wetlands of low functional value will be permitted with the restrictions outlined in 6.6.5.2(c) for commercial use and 6.6.6.2(a) for residential use provided each of the following have been met by the applicant:

(a) Permits from every other agency or governmental body with jurisdiction

over the development or development site have been obtained;

(b) All requirements of the comprehensive plan and attendant land use regulations and building codes have been complied with;

(c) Development activities in wetland areas that are contiguous to high or moderate functional wetlands should be minimized in order to restore or enhance its function and avoid impacts to adjoining wetland communities;

(d) Wetland loss will be mitigated pursuant to Policy 6.6.7 as determined by the governing body of the City in accordance with this Plan and consistent with Section 373.414(1)(b), Florida Statutes.

Policy 6.6.7: The purpose of mitigation is to offset impacts upon the wetland and their function which is valuable to the public. After review and consideration of the adverse impacts of a proposed development on the wetland, mitigation will be required which will not be less than the equivalent of the actual loss of the wetland and the value in the function of the wetland. Wetlands mitigation will be by, in order of preference, wetlands restoration, wetlands enhancement, or creation of new wetlands at a compensatory wetland mitigation ratio. For isolated wetlands of five acres or less, the preferred form of mitigation will be mitigation banking if a bank is available. Notwithstanding anything in this Policy, the City will accept and be bound by any mitigation plan approved as part of a permit issued per Chapter 373, Part IV, Florida Statutes.

1. Mitigation Factors.

Mitigation of the loss of wetland function as a result of non-exempt development activity within identified wetlands will be calculated based upon the following factors, listed in the stated order of priority:

(a) Avoiding the impact altogether by not taking certain action or part of an action;

(b) Minimizing impacts by limiting the degree or magnitude of the proposed action or its implementation;

(c) Rectifying the impact by repairing, rehabilitating or restoring the affected environment;

(d) Compensating for the impact by replacing or providing substitute resources or environments through creation of new wetlands, restoration and enhancement of existing wetlands, or re-establishment of wetlands whose function has been lost by development in violation of this Plan.

2. Minimum Mitigation Requirements for Impacts upon Wetlands of High or Moderate Functional Value.

Where wetlands of high or moderate functional value are altered by development, a proposed mitigation plan will include, at a minimum, the following:

(a) A description of the wetland and buffer to be created or restored, including but not limited to, the type and functions of the wetland, proposed mitigation ratios, species formerly present, present, or to

be planted, plant density, anticipated source of plants, soils, and hydrologic regime;

(b) Wholly man-made systems and wetlands creation will be avoided in all circumstances where restoration of degraded wetlands is a viable alternative;

(c) A plan for monitoring the success of a created or restored wetland;

(d) A detailed written estimate of the cost of the mitigation, including costs associated with earth moving, planting, consultant fees, and monitoring;

(e) A detailed plan describing the monitoring, and the methods for the control and maintenance of exotic or nuisance vegetation, including the party who will ultimately be responsible for such monitoring and maintenance and the financial arrangement or set asides for such purposes;

(f) Monitoring and replacement to assure a survival rate of 80% wetland vegetation for a minimum of three (3) years;

(g) An upland habitat of an appropriate adjacent buffer on mitigated sites;

(h) An acceptable mitigation plan will be reasonable and technically feasible.

(i) Mitigation should occur on site, or upon adjacent lands, except that areas targeted by the City for wetland acquisition or enhancement may be proposed for mitigation;

(j) Where a wetland has been restored or created according to an approved mitigation plan, the owner or developer will grant a conservation easement [or other enforceable legal interest] to the City including the wetland and all required buffer areas to protect it from future

development;

(k) A mitigation plan approved by a state, or regional agency will be considered, and be binding upon the City where such mitigation plan is required by a permitting agency;

(l) Mitigation should not contribute to the production of mosquitos by creating mosquito larval habitat or by eliminating habitat for predatory fish.

3. Mitigation Ratios.

The mitigation ratio for restored wetlands (or created wetlands) will be determined based upon the functional value of the wetland being impacted and the functional value of the proposed mitigation. Mitigation proposals which coordinate the wetland into the stormwater master plan of the City will be valued more highly than isolated wetland mitigation proposals. In determining replacement acreage ratios for restored (or created) wetlands, the City will consider, but not be limited to, the following factors:

(a) The length of the time that can be expected to elapse before the functions of an impacted wetland have been restored or offset;

(b) The type of wetland to be created and the likelihood of successfully creating that type of wetland;

(c) The value assigned to the impacted wetland, and the uniqueness of the wetland within the City;

(d) The presence or absence of exotic or nuisance vegetation within the wetland and the adverse effect those plants have upon the wetlands beneficial function, if any;

(e) Whether the mitigation plan proposes to change the function of the wetland from one type to another;

(f) The amount and quality of upland habitat preserved as conservation areas or buffer;

(g) Whether the applicant chooses to allocate funds to the City environmental improvement fund as provided below.

(h) When off-site mitigation is proposed, the mitigation will be performed in areas designated by the City for this purpose, and may include areas to be utilized for passive recreational parks without adverse impact upon beneficial function of the area.

4. Environmental Improvement Fund

(a) Where wetlands of low functional value are altered by development, then the City will assess a mitigation fee in lieu of mitigation as described in paragraph 3, above;

(b) All mitigation fees will be deposited in a fund, known as the environmental improvement fund, the purpose of which will be to purchase, improve, create, restore and replace natural habitat within the City, and which may be used in concert with other funding sources for the purposes set forth herein.

(c) The City will designate and attempt to purchase or acquire lands identified as wetlands of high or moderate functional value or other lands which are linked to the stormwater master plan system of the City, in order to restore or preserve the beneficial function of such lands. These lands will provide suitable areas for off-site mitigation of the impacts of wetland alterations.

5. Authoritative Body

Whether mitigation will be permitted or required will be determined by the governing body of the City, in accordance with the provisions contained in policies 6.6.4 - 6.6.7 of this Plan.

6. No Rights Created

The provisions hereof relating to mitigation will not serve to create any rights in favor of a landowner regarding development of his property.

Objective 6.7: Development activities which involve handling and storage of hazardous wastes will be managed in a manner which will reduce threats to natural resources.

Policy 6.7.1: Police and Fire Departments will coordinate with the Bay County Department of Emergency Management as prescribed in the *Comprehensive Emergency Management Plan for Hazardous Materials* (dated 2-15-89 and

approved 8-15-89) in the event of a hazardous materials emergency.

Policy 6.7.2: The City will require that all stationary above-ground and underground petroleum storage tanks conform to the provisions of Chapter 17-61, FAC, and that permits be obtained from DEP prior to installation or removal of such tanks.

Policy 6.7.3: The City will require that all small quantity generators of hazardous waste register with Bay County Department of Emergency Management as specified under ss. 403.7234 and ss. 403.7236, F.S.

7. RECREATION AND OPEN SPACE ELEMENT

(1) Purpose

The purpose of this element is to plan for a comprehensive system to public and private recreation opportunities available to the public, and to provide areas of open space.

(2) Level of Service

(a) Site Standards:

Neighborhood Park - 1 acre per 1,000 population

Community Park - 2.75 acres per 1,000 population

(b) Facilities Standards:

Facility	Unit per Population
Basketball	1/5,000
Tennis Courts	1/5,000
Ball Fields	1/5,000 1/30,000 Lighted
Soccer/Football Fields	1/20,000
Boat Ramps	1/5,000
Picnic Areas	1/6,000
Equipped Playground	1/5,000

(3) Goals, Objectives and Policies

GOAL: PROVIDE ADEQUATE AND APPROPRIATE RECREATION OPPORTUNITIES THROUGH PROVISION OF A COMBINATION OF PUBLIC AND PRIVATE FACILITIES BASED ON RECREATION USE CHARACTERISTICS AND NEEDS.

Objective 7.1: Provide public access to identified recreation sites, including public access to beaches.

Policy 7.1.1: The City will provide recreation sites and facilities consistent with the level of service standards established in subsection (2).

Policy 7.1.2: The City will provide signs designating recreation sites and will allow access to such sites during reasonable hours of operation.

Policy 7.1.4: The City will provide adequate parking for all city-owned recreation sites.

Policy 7.1.5: The City will guarantee reasonable public access to City-owned natural areas.

Objective 7.2: Upon adoption of this plan, provide for a functional mix of both public and private recreation sites and facilities to accommodate recreation demand.

Policy 7.2.1: The City will evaluate the demand for recreation sites and facilities when considering permit request for those types of facilities, and will allow private recreation facilities in the "Mixed Use" and "Commercial General" land use districts consistent with provisions set forth in the land development regulations.

Policy 7.2.2: The City will accept donations, contributions volunteer assistance or other forms of fiscal or physical private assistance in meeting recreational needs.

Objective 7.3: Provide, or require the provision of, adequate recreation sites and facilities consistent with level of service standards and population demand.

Policy 7.3.1: By 2010, the City will seek to add to it's recreation inventory an additional 45 acres of community park area, 5 basketball courts, 1 tennis court, 2 playgrounds, and 5 boat ramps.

Policy 7.3.3: The City will utilize available sites and facilities belonging to other units of government, including the Bay County School Board, to meet level of service needs after joint use agreements have been executed.

Policy 7.3.4: The City will evaluate using lands acquired for public works projects (e.g. drainage retention areas) as recreation or open space sites.

Policy 7.3.5: The City will use local, state or federal grant funds, including, but not limited to, those available through the Florida Recreation Development Assistance Program and/or the Land and Water Conservation Fund Program in providing recreation sites and facilities.

Policy 7.3.6: The City will require that developers of large-scale, residential development projects provide acreage for recreation site(s), or a sum of money sufficient for the City to provide recreation sites. Developers of residential subdivisions consisting of over ten (10) residential lots will provide land area to be dedicated for public or private recreation use. Land area dedicated for residential use will be at least equal to the size of one (1) residential lot and will be located on upland property with the same site characteristics as the subdivision as a whole. Upon approval of the City, developers may provide funds in lieu of property dedication if such funds are at least equal to the market value of one (1) residential lot within the subdivision.

Policy 7.3.7: The City will utilize recreation sites and facilities to augment and promote other City objectives, including acquisition of sites intended to protect environmentally sensitive.

Policy 7.3.8: The City will locate and utilize recreation sites in areas which will stimulate ancillary economic activity and promote redevelopment or rehabilitation efforts.

Policy 7.3.9: The City will utilize low-maintenance designs, landscaping and equipment for recreation sites.

Policy 7.3.10: The City will establish user fees, impact fees, or other charges for use of recreation sites and facilities to defray operation and maintenance costs.

Policy 7.3.11: Restoration of degraded environmentally sensitive recreational sites acquired by the City will be considered whenever financially feasible and when restoration does not interfere with the main passive recreational activity of the site. Restoration to the sites natural state can include, but is not limited to, removal of non-native vegetation, aquatic weed control, restoration or creation of aquatic grass beds, re-forestation, shoreline or dune restoration, or restoration of natural hydrology.

Policy 7.3.12: The following activities will be considered when developing environmentally sensitive sites acquired by the City: nature trails or boardwalks, waterway trails, interpretive displays, educational programs, and wildlife observation areas.

Policy 7.3.13: When acquiring environmentally sensitive sites for passive recreational purposes, the City will give priority to sites that are adjacent to publicly owned sites so as to create natural area greenways.

Policy 7.3.14: When acquiring environmentally sensitive sites for passive recreational purposes, the City will give priority to sites that feature unique geological and historical resources.

Policy 7.3.15: When acquiring environmentally sensitive sites for passive recreational purposes the City will give priority to sites that contain any of the following: rare or threatened vegetative communities, listed animal species or habitats of listed species, or beach or shoreline ecosystems.

Objective 7.4: By December 2000, include specific and detailed standards for provision of open space in the land development regulations.

Policy 7.4.1: The City will require in its adopted land development regulations that open space be provided by public and private developers as part of proposed development activities as specified in Policy 7.4.2.

Policy 7.4.2: Open space will be defined in the City's adopted land development regulations as any land or water not covered by buildings, parking or traffic circulation paving, including spaces between buildings.

Open space categories and guidelines will be as follows:

1. Private Open Space is land adjacent to private residences commonly called yard space. For single-family, low density development on single-family lots open space will comprise 60% of the total lot area;

2. Public Open Space includes, state submerged lands, utility easements, recreation areas, grounds for public buildings, dedicated public easements, or other similar areas available for use by the general public;

3. Common Open Space is privately-owned land set aside for common use by residents of a development which is usually found in multi-family (i.e. apartments, townhouses) or planned unit developments. For multi-family development in "Mixed Use" land use districts, open space will comprise 50% of the total available land or water area.

Policy 7.4.3: The City will use lands acquired through purchase or easement for public works projects to fulfill recreation and open space needs if site conditions and public safety considerations allow for such use.

Policy 7.4.4: The City will coordinate with public utilities such as electrical, gas, telephone and state agencies such as FDOT, DEP, and NWFWMD on use of properties or easements for open space and recreation purposes.

8. INTERGOVERNMENTAL COORDINATION ELEMENT

(1) Purpose

The purpose of this element is to identify and resolve incompatible goals, objectives, policies and development proposed in other local comprehensive plans and to determine and respond to the needs for coordination processes and procedures with adjacent local governments, and regional and state agencies.

(2) Area of Concern

The area of concern relative to intergovernmental coordination for Panama City is Bay County, City of Springfield, City of Lynn Haven and the Town of Cedar Grove.

(3) Goals, Objectives and Policies

GOAL: PROVIDE THE CIRCUMSTANCES AND PROCEDURES TO PROMOTE COORDINATION BETWEEN THE CITY, ADJACENT CITIES, BAY COUNTY, AND OTHER APPROPRIATE GOVERNMENTAL AGENCIES ON EFFICIENT AND EFFECTIVE DELIVERY OF SERVICES, REDUCTION OF CONFLICTS ARISING FROM DEVELOPMENT DECISIONS, AND PROTECTION OF NATURAL RESOURCES.

Objective 8.1: Provide maximum opportunity for comment and coordination on amendments to this Plan to the Bay County School Board, the Bay County Soil and Water Conservation District, and the Metropolitan Planning Organization.

Policy 8.1.1: Prior to final adoption of plan amendments, the City will submit copies of the proposed amendments to other agencies providing services but not having regulatory authority over the use of land, provided that those agencies have submitted a written request to the City for such information as required by Chapter 163, F.S.

Objective 8.2: Provide maximum opportunity for comment and coordination on this Plan to the City of Springfield, Town of Cedar Grove, City of Lynn Haven and Bay County.

Policy 8.2.1: Prior to final adoption of plan amendments, the City will submit copies of the proposed amendment to adjacent municipalities and the County, provided that those agencies have submitted a written request to the City for such information as

required by Chapter 163, F.S.

Policy 8.2.2: Pursuant to ss. 163.3184(4), F.S., the City will rely upon the State Land Planning Agency to distribute copies of its plan or plan amendments to appropriate state, regional and local agencies for review and comment.

Policy 8.2.3: For proposed Future Land Use map amendments along shared jurisdictional boundaries the City will submit copies of the proposed amendment, except for small-scale amendments, to the affected local government for their review and comment.

Objective 8.3: Prior to final adoption, the City will review and comment on proposed plans or plan amendments for the City of Lynn Haven, City of Springfield, Town of Cedar Grove, and Bay County.

Policy 8.3.1: During the review of proposed amendments to the Comprehensive Plans of adjacent local governments, the city will review the impact of the proposed amendments on the Panama City Comprehensive Plan , with the intent to coordinate land use and development along shared jurisdictional boundaries.

Policy 8.3.2: The City may choose to resolve conflicts with other local governments through the West Florida Regional Planning Council informal mediation process, including conflicts involving annexation issues.

Objective 8.4: The City will coordinate levels of service established in other plan elements with state, regional or local authorities having operational, maintenance or regulatory over public facilities. Such coordination will be through interlocal agreements, contracts, permit conditions or other similar measures for the agencies identified in Policy 8.4.1.

Policy 8.4.1: The City will coordinate the adoption and implementation of its levels of service standards with the following agencies:

1. Roadways - FDOT, Bay County, MPO;
2. Sewer - Bay County, DEP;
3. Potable Water - Bay County, DEP, NWFWMD;
4. Solid Waste - Bay County;
5. Drainage - DEP, adjacent municipalities, Bay County, FDOT;
6. Recreation - Bay County, adjacent municipalities.

Policy 8.4.2: The City will coordinate with other regulatory or jurisdictional agencies on will issuance of permits, and on provision of services and information. At a minimum, the City will require the following permits, when applicable, prior to issuing its development approval:

1. FDOT Drainage Connection Permit (ch. 14-86, FAC);
2. FDOT Vehicular Connection Permit (ss.338.18, FS);
3. DEP Stormwater Permit (ch. 17-25, FAC);
4. DEP Dredge and Fill Permit (ch. 17-12, FAC); and,
5. DEP Coastal Construction Permit (ch. 10B-24, FAC).

Objective 8.5: Support and participate on intergovernmental committees or forums intended to manage estuarine resources.

Policy 8.5.1: The City will participate in efforts to manage or improve estuarine resources that fall under the jurisdiction of more than one local government. The City will utilize existing forums such as the Bay Environmental Study Team or the Water Quality Advisory Committee to accomplish this objective.

Objective 8.6: Increase the level of coordination for planning activities between the City, Bay County and adjacent municipalities.

Policy 8.6.1: The City will participate on any intergovernmental forums established by Bay County to promote coordination of planning activities.

Objective 8.7: The City will coordinate with the Bay County District School Board on population projections and the siting of school facilities.

Policy 8.7.1: December 1999, execute an interlocal agreement with the Bay County District School Board to specifying the use of University of Florida Bureau of Business Research mid-range population projections for planning purposes and specifying those land use categories in which public schools are allowed to be located consistent with the Future Land Use element.

Objective 8.8: The City will continue to proactively address those intergovernmental issues identified in the adopted Comprehensive Plan Evaluation and Appraisal Report by implementing Policies 8.8.1 through 8.8.3.

Policy 8.8.1: Panama City will cooperate with Bay County in their efforts to develop a County-wide stormwater management plan. The City's cooperation will include the timely response to data collection requests, participation in intergovernmental meetings to address the topic, and by exploring funding opportunities. The City will contribute financially to the project only if such contribution is deemed feasible by the City Council.

Policy 8.8.2: The City will continue to cooperate with the County's efforts to coordinate level of service standards and land development regulations by participating in the County-initiated intergovernmental forum.

Policy 8.8.3: As required by Ch. 163, F.S., Panama City agrees, after review as provided by statute, to recognize campus master plans of the State University System and to work with the Board of Regents in the development of a "campus development agreement" as provided for in s. 240.155(10) if the need arises.

Objective 8.9: Identify and implement "joint planning areas" for joint infrastructure service areas.

Policy 8.9.1: Recognizing that Bay County has proposed to take the lead in the establishment of "joint planning areas," the Panama City agrees to participate with the County in exploring the best use of this concept as it relates to the City.

9. CAPITAL IMPROVEMENTS ELEMENT

(1) Purpose

The purpose of this element is to provide financial policies which will guide the funding of improvements and to schedule the funding and construction of improvements to public facilities in a manner necessary to ensure that capital improvements are provided when required based on needs identified in the other comprehensive plan elements.

(2) Goals, Objectives and Policies

GOAL: ESTABLISH THE FISCAL PROCEDURES AND CIRCUMSTANCES NECESSARY FOR THE TIMELY AND EFFICIENT PROVISION OF PUBLIC FACILITIES THROUGH SOUND FISCAL POLICES.

Objective 9.1: The City will use this element, and annual updates thereof, as the designated means to meet the needs for construction of capital facilities to correct existing deficiencies, accommodate desired future growth, and replace obsolete or worn-out facilities.

Policy 9.1.1: On an annual basis the City will evaluate capital facilities needs relative to: level of service deficiencies; repair and replacement of obsolete or worn-out facilities; and, the need for new facilities to accommodate growth. Costs to accommodate capital improvements will be funded, or phased for funding, as a distinct capital budget within the overall annual budget.

Policy 9.1.2: When evaluating the need for capital improvements the City will use the following criteria:

1. Elimination of public health and safety hazards;
2. Correction of capacity deficiencies based on levels of service;
3. The extent to which costs associated with the capital improvement can be funded from existing revenues.
4. The extent to which the capital improvement will meet the goals and objectives of this Plan;
5. The extent to which the capital improvement will generate revenues or otherwise produce positive benefits for the City;
6. Need for the capital improvement to accommodate new or additional growth;

7. Financial feasibility relative to the size and capabilities of the City;
8. Availability of State or Federal financial assistance in defraying costs;
9. The extent to which the expenditure is necessary to meet the mandates or regulatory requirements of other units of government; and
10. Consideration of the plans of state agencies and the water management district with regard to scheduling of projects, cost allocation, consistency of state and local plans, shared costs of capital improvements, and correcting level of service deficiencies.

Policy 9.1.3: The City will consider the deficiencies identified in this Plan as priority needs and will include funding, or phasing, to correct such deficiencies.

Policy 9.1.4: The City will charge fees and rates for enterprise activities in sufficient amounts so as to meet applicable bond obligations, and maintain adequate funds for repair and replacement of facilities.

Policy 9.1.5: The City will utilize level of service standards found in other elements of this Plan to evaluate public facilities deficiencies. Level of service of deficiencies will be evaluated on an annual basis as set forth in the Evaluation and Monitoring section of this Plan.

Objective 9.2: Coordinate land use decisions and fiscal resources with a schedule of capital improvements which maintains adopted level of service standards, and meets existing and future facility needs.

Policy 9.2.1: The City will use a balanced program of land development regulations and capital improvements to ensure availability of public facilities and services. A schedule of capital improvements will be established to correct deficiencies which occurred prior to adoption of this Plan, while land development regulations will be used to maintain level of service standards and prevent future land development problems.

Policy 9.2.2: The need for capital improvements will be evaluated on an annual basis consistent with the criteria specified in Policy 9.1.2. Identified capital improvements will be included in the schedule of capital improvements contained within this element.

Policy 9.2.3: The City will not issue development approval unless public facilities and services are available concurrent with the impacts of development, or as provided in Section VI of this Plan.

Objective 9.3: The City will utilize provisions by which developers will bear a proportionate cost of facility improvements necessitated by such development to adequately maintain level of service standards.

Policy 9.3.1: When assessing a pro rata share of costs associated with providing public facilities and services the City will use the following guidelines, unless otherwise specifically waived by the City Commission due to hardship relief or development concessions intended to promote other goals and objectives of this Plan:

1. Developers will be required to provide adequate water, sewer, drainage, roadways and parking for all residential, commercial, institutional, or other development intended for human occupancy. Such facilities will be constructed to City standards as specified in the land development regulations or this Plan. Upon approval of the City Commission, developers may provide funds in lieu of construction if such funds are in an amount at least equal to actual costs of providing facilities.

2. Developers of residential subdivisions consisting of over ten (10) residential lots will provide land area to be dedicated for public or private recreation use. Land area dedicated for residential use shall be at least equal to the size of one (1) residential lot and shall be located on upland property with the same site characteristics as the subdivision as a whole. Upon approval of the City Commission, developers may provide funds in lieu of property dedication if such funds are at least equal to the market value of one (1) residential lot within the subdivision.

3. Developers of development activities which cause deficiencies in levels of service below minimum adopted standards shall provide funds to correct such deficiencies. The specific amount of such funds shall be based upon the actual cost of correcting level of service deficiencies as determined by the City.

Objective 9.4: Manage the land development process and provision of public facilities consistent with the capability of the City to provide, or require provision of, needed capital improvements.

Policy 9.4.1: The City will not permit, or accept dedication of, any development or public facilities which are considered substandard or which would otherwise create an unnecessary financial hardship or liability for the City.

Policy 9.4.2: The City will, on an annual basis, evaluate the need for capital improvements with regard to other needs of the City and will adjust its schedule of capital improvements to reflect priority needs.

Policy 9.4.3: The City will limit the use of revenue bonds to 80% of total debt consistent with the type, use and available dedicated revenue sources. Revenue bonds will not become the entire source of indebtedness for the City.

Policy 9.4.4: The maximum ratio of total debt service to total revenue shall not exceed 30%.

Policy 9.4.5: The City will ensure that adequate fees or charges are levied in enterprise accounts to maintain bond obligations, provide repair and replacement funds, and provide capital improvements.

Policy 9.4.6: The City will use guidelines to assure that the objectives and policies established in this element and other plan elements are met or exceeded, and that the Schedule of Capital Improvements set forth in subsection (3)(a) of this element is financially feasible based on changing conditions or revenue sources. The following guidelines will specify how adjustments to this Plan will be undertaken in the event one or more of the revenue sources identified in the Schedule of Capital Improvements is not available to fund a particular project when needed.

1. Undertake a plan amendment which lowers the adopted level of service standard for the facility or service for which funding cannot be obtained.

2. Undertake a plan amendment which would adjust the Schedule of Capital Improvements by removing projects which have the lowest priority.

3. Undertake a plan amendment which would delay projects until funding can be guaranteed.

4. Not issuing development orders that would continue to cause a deficiency based on adopted level of service standards.

5. Transfer funds from the funded but not deficient public facility in order to fund an identified deficient public facility or service.

All of the following restrictions shall apply to paragraphs 1 through 5 above:

(a) Projects cannot be removed, delayed or deferred from the Schedule of Capital Improvements unless level of service standards will continue to be maintained;

(b) Projects other than roads and mass transit cannot be eliminated, deferred or delayed once relied upon for purposes of maintaining level of service standards;

(c) Development orders or permits will not be issued which will result in a reduction in the level of service below the adopted standard for any public facility or service.

(3) Requirements for Capital Improvements Implementation

(a) Schedule of Capital Improvements

The City's plans are to spend approximately 1.3 million dollars per year on capital improvements over the next five years allocated as follows:

			Fiscal Year		
General Fund:	1999-2000	2000-2001	2001-2002	2002-2003	2003-2004
General Services	74,900	74,900	74,900	74,900	74,900
Public Safety	264,600	264,600	264,600	264,600	264,600
Physical Environment	55,000	55,000	55,000	55,000	55,000
Transportation (emphasis on stormwater improvements)	783,500	783,500	783,500	783,500	783,500
Cultural/Recreation	122,000	122,000	122,000	122,000	122,000
Utilities Fund:					
Water and Sewer	1,000,000	1,000,000	1,000,000	1,000,000	1,000,000
Marinas Fund:					
City and St. Andrews	400,000	400,000	400,000	400,000	400,000

(b) Implementation Program

Administrative Responsibility: The City Manager and City Commission shall be responsible for implementation of this element.

Process: Programs or procedures which will be used to ensure that the goals, objectives and policies of this element are met or exceeded are as follows.

1. The City will evaluate needs and priorities for capital improvements, based on levels of service, on an annual basis. The guidelines described in Section X "Concurrency Management System" will be used as a basis of evaluation. Such evaluation will be undertaken prior to adoption of the annual budget. At a minimum, the following criteria will also be considered:

   (a) Changes in anticipated costs and/or revenue sources;

   (b) Changes in priorities for projects;

   (c) The extent to which identified project needs have been completed to correct existing deficiencies;

   (d) Changes, or the need for changes, to anticipated project completion dates;

   (e) Changes to level of service standards;

   (f) Availability of, or applications for, grant funds;

   (g) Any emergency improvements which occurred during the year;

   (h) Major development projects, or potential projects, which would have significant impact on public facilities;

   (i) Availability of funds for completing projects identified for implementation during the coming budget year.

2. The City will require that adequate public facility capacity be available for proposed development prior to issuing development permits. The impact measuring system described in the Future Land Use Element will be used as the basis of evaluation in conjunction with the guidelines described in Section X.

3. The City will require developers of property to provide public facilities such as street, water and sewer lines, and drainage. These facilities shall be designed and constructed according to City standards.

4. The City will periodically evaluate its fees, assessments and user chargers to promote an equitable balance between capital improvements needs and revenue sources.

5. The City will evaluate, on an annual basis, its capability to provide facilities and service for the types and densities of land use shown on the Future Land Use Map.

(4) Requirements for Monitoring and Evaluation

In addition to the provisions of Sections IX and X, this element will be specifically reviewed on an annual basis as part of the annual budget preparation process.

City of Panama City

PART II: Comprehensive Plan Data and Analysis

Table of Contents:

Data and Tables followed by Figures:

Section 1
Future Land Use Element

Data and Tables

1. FUTURE LAND USE ELEMENT

(1) Purpose

The purpose of the land use element is to identify existing land use patterns and trends so that, in conjunction with the findings of the other plan elements, a future land use concept can be determined.

(2) Existing Land Use

The Existing Land Use Map, which also depicts wetlands, the port and airport, is given in Appendix I. Table 1 summarizes the acreage of land use by category. Note that historic resources and conservation areas are included on the Future Land Use map series as *overlay* zones; therefore, an acreage figure is not shown for them here.

Table 1
Acreage of Land Use: 1997

Designation	Acres	(% of total acres)
Residential Low Density	1,868.6	11.0
Mixed Use	4,147.04	24.4
Commercial	1,604.94	9.5
Industrial	Light 956.98	5.6
	Heavy 399.93	2.4
Agricultural/Silviculture	4,695	27.7
Recreation	163.99	1.0
Conservation	(overlay)	0.0
Public/Institutional	497.39	2.9
Historic	(overlay)	0.0
Vacant	1984.67	11.7
Other (water, sewer, etc.)	657.62	3.9
TOTAL	16,976.16	100.0
Source: WFRPC, 1999.		

Natural Resources

Although Panama City is largely built-out, the City continues to benefit from an abundance of natural resources. The City is bordered to the west and south by the St. Andrews Bay system. Nine bayous and lakes are found adjacent to the shoreline. The shoreline provides a balance of uses including public access, port operations, commercial uses, and residential use. Trees are abundant within the City, both in residential and commercial areas, and in City parks. Wetlands received additional land use protection by inclusion in the Conservation district. The natural resources of the City are discussed in more detail in the Conservation and Coastal Management elements.

(3) Population Projections

Population trends and projections for Panama City are presented in Table 2. Historically, the City has grown at a rate of three to four percent per decade (1970 - 1990). The last decade has seen a larger percentage of growth than in previous decades. Projections for the coming decade (2000 - 2010) indicate a trend back to a lower percentage growth rate.

Panama City is largely built out, with little developable vacant land remaining. Opportunities for growth through annexation remain, but are diminishing. Therefore, as the overall County population grows, the City's percentage of overall County population is projected to decrease.

Table 2
Population Trends and Projections

	Population Trends			Population Projections		
	1970	1980	1990	2000	2005	2010
Bay County	75,283	97,740	126,994	151,499	162,600	173,200
Panama City	32,096	33,346	34,378	37,838	38,725	39,523
Percent Increase per 10 Years		*3.9%*	*3.1%*	*10.1%*		*4.5%*
Percent of County's Total Population	42.6%	34.1%	27.1%	25.0%	23.8%	22.8%

Source: U.S. Census of Population, 1970, 1980, and 1990; University of Florida, Bureau of Economic and Business Research, 1999; "Housing Needs Assessment," University of Florida, Shimberg Center for Affordable Housing, 1998.

Seasonal Population

As with the 1989 Comprehensive Plan, the seasonal population has been calculated by estimating the total number of tourist-related facilities within the City and multiplying the total by the estimated occupancy rate of these facilities throughout the year. Table 3 summarizes this information.

The number of hotel and motel units in the City was taken from the "Panama City Urbanized Area Transportation Study 2020 Plan Update, Technical Report #1: Transportation Statistical Data Development and Review," prepared by the West Florida Regional Planning Council in May, 1995 for the Panama City Metropolitan Planning Organization. This source uses a 1993 base year and includes projections for 2000, 2005 an 2020. Year 2010 projected hotel and motel units were extrapolated from year 2005 and year 2020 projections. The number of seasonal units was taken from the 1990 U.S. Census of Population. Seasonal units are defined by the Census as "vacant units used or intended for use only in certain seasons or for weekend or other occasional use throughout the year." The average annual occupancy rate and the average number of persons per party was provided by the Bay County Chamber of Commerce. The peak season occupancy rate was estimated by the West Florida Regional Planning Council.

Combined Resident and Seasonal Population

Table 4 shows the combined resident and seasonal population projections for Panama City through the year 2010. The peak season projections will be used to evaluate the provision of utilities such as potable water and sanitary sewer. Peak season projections have been considered in traffic circulation planning by the Metropolitan Planning Organization; the report referenced above as the source of hotel and motel units is the source of projections used for the year 2020 transportation planning. Since the goal of the Housing Element is to evaluate the provision of residential housing units, only resident population projections are used in that element. The evaluation of the adequacy of recreation facilities is based on resident population projections. Recreational use by seasonal residents is primarily related to the beach, whereas the City's provision of recreation facilities is primarily to serve City residents. The Future Land Use element considers both resident and seasonal populations in its evaluation of the amount of land necessary to accommodate the projected population.

Table 3
Seasonal Population Projections

	1993		2000		2005		2010		2020	
	Daily Average	Peak Season	Daily Average	Peak Season	Daily Average	Peak Season	Daily Average	Peak Season	Daily Average	Daily Average
Number of Hotel/Motel Units[1]	1,348		1,575		1,683		1,788		1,995	
+ Number of Seasonal Dwelling Units[2]	+ 107		+ 107		+ 107		+ 107		+ 107	
Total Units	1,455		1682		1790		1895		2102	
X Occupancy Rate[3&4]	56%	90%	56%	90%	56%	90%	56%	90%	56%	90%
X Persons Per Party[3]	3.8		3.8		3.8		3.8		3.8	
Seasonal Population	3,096	4,976	3579	5752	3809	6122	4033	6481	4473	7189

Sources: [1]"Panama City Urbanized Area Transportation Study 2020 Plan Update, Technical Report #1: Transportation Statistical Data Development and Review," WFRPC, May 1995 (year 2010 numbers extrapolated from year 2005 and year 2020 numbers); [2]1990 US Census of Population; [3]Average annual occupancy rate and persons per party - Bay County Chamber of Commerce; [4]Estimated peak season occupancy rate - WFRPC.

Table 4
Combined Resident and Seasonal Population Projections

	2000		2005		2010	
	Daily Average	Peak Season	Daily Average	Peak Season	Daily Average	Peak Season
Resident Population	37,838		38,725		39,523	
Seasonal Population	3,579	5,752	3,809	6,122	4,033	6,481
Total Population	41,417	43,590	42,534	44,847	43,556	46,004

Sources: Seasonal Population from Table 3; Resident Population from "Housing Needs Assessment," University of Florida, Shimberg Center for Affordable Housing, 1998.

(4) Land Use Analysis

Analysis of the Availability of Facilities and Services to Serve Existing Uses

The Transportation Element indicates that, with one exception, roadways within the City are projected to meet the adopted level of service standards through the year 2005. One road segment, St. Andrews Boulevard from 23rd Street to Lisenby Avenue, is expected to drop below the adopted level of service standard.

The Utilities Element indicates that the availability of sanitary sewer, potable water, and solid waste facilities is adequate to meet the needs of the projected population. Stormwater management continues to be the biggest infrastructure challenge facing the City. As noted in the Utilities Element, the City is committed to addressing this problem during the planning timeframe.

Vacant Land Analysis

The Existing Land Use Map, located in Appendix I, identifies vacant and undeveloped lands.

The largest grouping of vacant land is found in an area bounded by US 231, 15th Street, 23rd Street and Frankford Avenue. This area has been designated as a Conservation Special Treatment Zone. In general, these vacant areas contain predominantly low land with poor drainage and, in some cases, wetlands. Soils in these areas are classified as Pamlico-Dorovan and Rutlege Sand. These soils are found primarily in drainageways and flood-prone areas and are characterized by the Soil Conservation Service as "muck". Site constraints are classified as severe for all types of construction or development. There have been no historic resources identified in this area.

These areas have remained undeveloped while surrounding areas have become increasingly urbanized. This is due in part to the severity of physical development constraints and also to increased State and Federal regulation of development in wetland areas.

A detailed analysis of soils, topography, natural resources and historic resources for vacant areas numbered on the Vacant Land Areas map (see Appendix I) is as follows.

1. Predominate soils in this area are Leon and Osier. These soils present severe limitations on building site development and septic tank use. Topographic elevations range from 21-24 feet. Natural vegetation consists of sweetbay blackgum, water oak, slash and longleaf pine, sawpalmetto and waxmyrtle. No historic resources were identified in this area. In general, this area will require water-control or drainage systems and other site modification (fill) before development can occur.

2. The predominate soil in this area is Pamlico. This soil presents severe limitations on building site development and use of septic tanks. Natural vegetation consists mostly of watertolerant hardwoods such as water oak, sweetbay, blackgum, red maple,, willow and cypress. The potential for wetland areas is good. Topographic elevations average approximately 9-11 feet above sea level. No historic sites were identified in this area. Under normal circumstances this area would present severe limitations on building development, however, adjacent properties have already been drained and ponded, and FDOT is installing drainage structures as part of the 23rd Street widening project which will run through this area. In this regard, less site modification will be necessary for development than would otherwise be anticipated.

3. Predominate soils in these areas are Rutlege. These soils present severe limitations on building site development and use of septic tanks. Topographic elevations average 25-30 feet above sea level. Natural vegetation consists of longleaf, pond and slash pine; water oak; and an understory of waxmyrtle, sawpalmetto and running oak. No historic sites were identified in this area. This location generally exhibits natural features which pose severe limitations on building site development. Considerable site modification may be necessary before development can occur.

4 & 5. The predominate soil in these areas is Pamlico. This soil presents severe-limitations on building site development and septic tank use. Topographic elevations are approximately 25-30 feet above sea level. Natural vegetation consists of mostly water-tolerant hardwoods such as water oak, sweetbay, blackgum, red maple, willow and cypress. The potential for wetland areas is good. No historic sites were identified in this area. Generally, this area poses severe limitations on building site development. Site modification and drainage structures will be necessary to develop these areas.

6. The predominant soils in this area are Pottsburg, Leon, and Rutlege and are characterized by nearly level, poorly drained and very poorly drained soils that are sandy to a depth of 80 inches or more. These soils have severe limitations for sanitary facilities, building sites, and recreational areas due to wetness.

7. The predominate soils in this area are Lakeland, Foxworth, and Centenary which are characterized by nearly level to strongly sloping, excessively drained and moderately well drained soils that are sandy to a depth of 80 inches or more. These soils have slight limitations to building sites and severe limitations for sanitary vacilties and recreational sites.

8. The predominant soils in this area are Pottsburg, Leon, and Rutlege and are characterized by nearly level, poorly drained and very poorly drained soils that are sandy to a depth of 80 inches or more. These soils have severe limitations for sanitary facilities, building sites, and recreational areas due to wetness.

Land Needed to Accommodate the Projected Population

An estimate of the amount of land necessary to accommodate the projected population is presented below in Tables 5 and 6 for residential, commercial, and recreation land uses.

Residential:

Table 5
Residential Land Needed to Accommodate the Projected Population

Year	Additional Dwelling Units Needed to Accommodate the Projected Population	Density	Residential Acreage Needed to Accommodate the Projected Population
2000	1,609	5 DU / acre	322
2005	2,218		444
2010	2,838		568

Source: "Housing Needs Assessment," University of Florida, Shimberg Center for Affordable Housing, 1998; WFRPC, 1998.

Commercial:

Table 6
Commercial Land Needed to Accommodate the Projected Population

Year	Projected Population (Peak Season)	1997 Ratio of Commercial Acreage to Population*	Total Commercial Acreage Needed to Accommodate the Projected Population	1997 Existing Comm. Acreage	Additional Comm. Acres Needed to Accommodate the Projected Pop.
2000	43,590	1 acre / 23.5 persons	1,855	1,605	250
2005	44,847		1,908		303
2010	46,004		1,958		353

Source: University of Florida, Bureau of Economic and Business Research, 1998; WFRPC 1998.
*Combined resident and peak season seasonal population.

Recreation:

The Recreation Element identifies a need for an additional 51.21 acres to accommodate the projected peak season population by the year 2010.

Comparison of Projected Need and Available Vacant Acreage:.

The previous analysis indicates a need for a total of 972 acres of vacant land to accommodate the residential, commercial and recreational needs through the year 2010. Table 1 showed a total of 1984.67 acres of existing vacant land within the City. While this appears to be adequate vacant land, the analysis of vacant areas indicated that many of those areas have limitations to development. Therefore, it is likely that additional annexation may be needed to meet the needs of the City's growing population.

Analysis of the Need for Redevelopment

Redevelopment is an important issue within Panama City, both in the area of commercial redevelopment and residential redevelopment.

Two significant commercial redevelopment efforts are underway within the City. The Downtown Improvement Board, which also serves as the Community Redevelopment Agency, supports downtown businesses and encourages the recruitment of future businesses to downtown. The Downtown Improvement Board levies a 3 mill ad valorem tax on commercial property located within the downtown district. This revenue is used to implement downtown revitalization thereby increasing property values.

The second commercial redevelopment area is the St. Andrew Improvement area. This area is a designated Waterfronts Florida Community. Through grant funding by the Florida Coastal Management Program, in 1997 a citizens group developed a vision for St. Andrews, focusing on maintaining the small "village" atmosphere of the area. The authority to make decisions regarding the future plans for the area as well as implementation of the plans is vested in the St. Andrews Waterfronts Partnership which works closely with the City.

Residential redevelopment remains an important issue for the City. As many as 442 housing units are considered to be in substandard condition. The City's Community Development Department implements housing programs within the City. Funding for the next three years is expected to assist 63 households per year.

Analysis of Development in Flood Prone Areas

Flood-prone areas are those areas which are subject to inundation during a 100-year storm event. These areas are shown as numbered and unnumbered A-Zones on the Flood Insurance -Rate Map (FIRM) series for Panama City

Numbered A-Zones are generally located along the estuarine shoreline and are areas for which a base 100-year flood elevation has been established. No flood elevations have been established for

unnumbered A-Zones which are found in drainageways and other inland, low-lying areas. For flood insurance and regulatory purposes, the lowest habitable floor of any residential structure must be located above the base flood elevation. Non-residential structures in flood zones can be floodproofed in lieu of elevation.

In Panama City, numbered A-Zones are located close to the shoreline, usually in extensively developed areas. Exceptions to this are portions of the Panama City-Bay County Airport, Kings Harbour subdivision, part of Venetian Villa subdivision and other areas in the northwestern area of the City where the A-Zones project landward to a greater extent. Unnumbered A-Zones are located primarily in the central part of the City between 15th Street and Baldwin Road. A substantial amount of the land in this area is vacant due to low-lying conditions, including wetland areas.

Soils, drainage and flooding present severe constraints to development within the unnumbered A-Zones. These areas should be considered conservation zones on the revised land use map. As such, additional performance standards should be included in the land development regulations to address potential drainage and flooding problems.

As mentioned previously, there is not extensive structural development within the flood-prone areas. Although shoreline areas are almost completely developed, most of the structures are located outside the flood zone with the remaining interior floodprone areas being the vacant parts of developed lots.

Major redevelopment of shoreline areas would most likely be caused by storm-related hurricane damage or redevelopment projects. Under these circumstances, older structures that are damaged 50% or more of market value must be reconstructed to federal flood insurance standards as specified in the City's Flood Damage Prevention Ordinance. All new construction within the flood zone must also comply with the provisions of this ordinance.

In general, there should be few constraints to redevelopment in flood-prone areas except in unnumbered A-Zones. This is due to the limited landward distance of the A-Zone from the shoreline in developed areas. Additionally, any major redevelopment must be in compliance with the City's Flood Damage Prevention Ordinance and the Future Land Use Map.

Hazard Mitigation Report Recommendations

A review of available hazard mitigation reports did not reveal any specific recommendations for Panama City. However, the City has participated in the preparation of the Bay County Hazard Mitigation Strategy (Bay County Intergovernmental Hazard Mitigation Committee, 1998). Included in that document is a list of mitigation initiatives for each local government. Those mitigation initiatives identified for Panama City are as follows:

Program (HMGP) or the Emergency Management Preparedness Assistance Grant Program (EMPA).

Lift Station Flood-Proofing - A large number of lift stations have been identified that face possible inundation from either storm surge or flooding. These projects could possibly be funded through such mechanisms as the Flood Mitigation Assistance Program (FMA) or the EMPA.

Downtown/St. Andrews Marinas - To help alleviate vulnerability to storm damage, there needs to be a breakwater/seawall built, and a utility service upgrade to better safeguard against utility failures which could harm business. Possible funding includes the HMGP or FMA.

Land Development Regulations and Ordinance Revisions - Suggestions regarding land development regulation amendments were made. The Strategy noted that this task should be undertaken during the second installment of the Bay County LHMS, or funded through the EMPA.

Planned Unit Developments (PUD)

In fulfillment of Future Land Use Objective 1.2, the City is adding a PUD land use category to the City's Future Land Use Policy 1.1.1. to make provisions for innovative and efficient land use management techniques. The intent of this district is to provide for the use of the most efficient, innovative, and advantageous land use planning by allowing for the use of flexible, non-traditional development techniques such as cluster and zero-lot line development that provide tangible benefits to the City, the County, and to the neighborhood or community in which it is located.

Public Facility Storm Shutters - Many public facilities buildings in Panama City are subject to storm surge, are also located in flood zones, and are susceptible to wind damage. Storm shutter retrofitting is the first step in mitigating damage to these facilities. These project may receive funding from grants such as the Hazard Mitigation Grant Program (HMGP) or the Emergency Management Preparedness Assistance Grant Program (EMPA).

Lift Station Flood-Proofing - A large number of lift stations have been identified that face possible inundation from either storm surge or flooding. These projects could possibly be funded through such mechanisms as the Flood Mitigation Assistance Program (FMA) or the EMPA.

Downtown/St. Andrews Marinas - To help alleviate vulnerability to storm damage, there needs to be a breakwater/seawall built, and a utility service upgrade to better safeguard against utility failures which could harm business. Possible funding includes the HMGP or FMA.

Land Development Regulations and Ordinance Revisions - Suggestions regarding land development regulation amendments were made. The Strategy noted that this task should be undertaken during the second installment of the Bay County LHMS, or funded through the EMPA.

Section 2
Transportation Element

DATA AND TABLES:

2. TRANSPORTATION ELEMENT

(1) Purpose

The purpose of this element is to establish an adequate transportation system within the City and to plan for future motorized and non-motorized traffic circulation systems.

(2) Panama City Urbanized Area Metropolitan Planning Organization (MPO)

The urban transportation planning process for the Panama City area is conducted by the Panama City Urbanized Area MPO. The Panama City Urbanized Area encompasses those areas defined as urban according to the 1990 Census; the MPO is comprised of representatives from Bay County, Panama City, Panama City Beach, Callaway, Lynn Haven, Springfield, Parker and Cedar Grove.

(3) Existing Transportation Level of Service and System Needs

Existing Roadway Network and Transportation Facilities

The Existing Traffic Circulation Map, is provided in Appendix I. It depicts the Florida Department of Transportation (FDOT) Functional Classification and number of lanes for each roadway.

The Bay Town Trolley system provides mass transit service to Panama City area. Bay Coordinated Transportation provides paratransit services for specialized clients in Bay County including Panama City.

Adopted LOS Standards

The City has adopted level of service (LOS) standards for each type of roadway within the City. These standards relate to a range of operational conditions on a roadway, based on roadway characteristics and traffic volumes. As volumes increase LOS decreases, unless road improvements are made. The adopted LOS standards, along with a description of those standards, are presented in Table 1.

Table 1 Adopted Peak Hour Level of Service Standards		
Roadway	Urbanized Area Level of Service	Description
Principal Arterial US 98 (SR 30) Hathaway Bridge to Beck Avenue	Maintain and Improve	Roadways which are physically constrained by intensive land use development adjacent to the roadway making expansion cost prohibitive, or when the FDOT maximum through lane standard (6 lanes on arterials) has already been reached.
Business US 98 (SR 30) Beach Drive to Hamilton Avenue	E	This represents traffic flow characterized by significant delays and lower operating speeds. Such operations are caused by some combination or adverse progression, high signal density, extensive queuing at critical intersections, and inappropriate signal timing.
All Other Principal Arterials	D	Borders on a range in which small increases in traffic flow may cause substantial increases in approach delay and, hence, decreases in speed. This may be due to adverse signal progression, inappropriate signal timing, high volumes, or some combinations of these.
Minor Arterial	E	This represents traffic flow characterized by significant delays and lower operating speeds. Such operations are caused by some combination or adverse progression, high signal density, extensive queuing at critical intersections, and inappropriate signal timing.
Collector & Local		

Source: Panama City Comprehensive Plan, 1989.

For informational purposes, a description of Levels of Service A, B, and C are presented below.

LOS A — Highest LOS, which describes primarily free-flow traffic operations at average travel speeds. Vehicles are completely unimpeded in their ability to maneuver within the traffic stream. Stopped delay at intersections is minimal.

LOS B — Represents reasonable unimpeded traffic flow operations at average travel speeds. The ability to maneuver within the traffic stream is only slightly restricted and stopped delays are not bothersome. Drivers are not generally subjected to appreciable tension.

LOS C — Represents stable traffic flow operations. However, ability to maneuver and change lanes may be more restricted than LOS B and longer queues and/or adverse signal coordination may contribute to lower average travel speeds. Motorists will experience noticeable tension while driving.

Existing Level of Service

Table 2 shows the existing LOS for roadways within Panama City. This information is taken from the "Panama City Urbanized Area Congestion Management System," prepared by the Panama City Metropolitan Planning Organization (October 1998).

There are no Panama City roadways that currently exceed their adopted LOS standard. Four roadways have reached their LOS standard: SR30A (US98) from the Hathaway Bridge (west approach) to Beck Avenue; SR30A from Beck Avenue to SR75; SR30A from Beach Drive to Hamilton Avenue and SR368 from Lisenby Avenue to US231.

Table 2
Average Annual Daily Traffic Level of Service
1998

Roadway Segment	Facility Type	Level of Service
State Roads		
SR30A (US98)		
Hathaway Bridge (West Approach) to Beck Ave.	Divided/Principal Arterial	F
15th St. Beck Ave. to SR 75 (US231)	Divided/Principal Arterial	D
SR75 (US 231) to SR 30 (Bus 98)	Divided/Principal Arterial	C
SR 30 (Bus 98)		
US98 to 6th St.	Undivided/Principal Arterial	C
6th St. Beach Dr. to Hamilton Ave.	Undivided/Principal Arterial	E
Hamilton Ave. to Cherry St.	Undivided/Principal Arterial	B
SR75 (US231)		
CR 390 to US98	Divided/Principal Arterial	B
Harrison Ave. US98 to Bus 98	Undivided/Principal Arterial	C
SR368		
Lisenby Ave. to US231	Divided/Principal Arterial	D
St. Andrews Blvd. to Lisenby Ave.	Divided/Minor Arterial	C
St. Andrews Blvd. to US98	Divided/Minor Arterial	D

Table 2
Average Annual Daily Traffic Level of Service
1998

Roadway Segment	Facility Type	Level of Service
SR390		
St. Andrews Blvd. 23rd. St. to Lisenby Ave.	Undivided/Minor Arterial	D
SR 391		
Airport Road Harrison Avenue to 23rd Street	Undivided/Collector	C
23rd Street to Saint Andrews Blvd.	Undivided/Collector	B
SR327		
Lisenby Ave. 23rd St. to Panama City/Bay Co. Airport	Undivided/ Principal Arterial	B
SR77		
Martin Luther King Jr. Blvd. US231 to Bus. 98	Divided/Minor Arterial	D
Baldwin Road to US231	Divided/Minor Arterial	B
SR389		
East Ave. US98 to Bus. 98	Undivided/Minor Arterial	B
County Roads		
CR28		
11th Street Beck Ave. to Harrison Ave.	Undivided/Minor Arterial	C
Harrison Ave. to Tyndall	Undivided/Minor Arterial	B
CR 327		
Lisenby Ave. US98 to 23rd Street	Undivided/Minor Arterial	B
CR385		
Frankford Ave. Bus 98 (Beach Dr.) to US98 SR30	Undivided/Minor Arterial	B

Table 2 Average Annual Daily Traffic Level of Service 1998		
Roadway Segment	Facility Type	Level of Service
US98 to the end of Frankford Rd.	Undivided/Collector	B

Source: "Panama City Urbanized Area Congestion Management System," Panama City Metropolitan Planning Organization, August 1999.

(4) Availability of Transportation Facilities to Serve Existing Land Uses

As noted above, the existing roadway network within the City is operating within the adopted LOS. This indicates that the roadway network is adequate to serve the automobile traffic generated by existing land uses.

(5) Hurricane Evacuation

When evacuation of Panama City area occurs, the primary evacuation routes as designated in the Northwest Florida Regional Hurricane Restudy are State Road 77 and US 231. The clearance times for these roads, as determined in the Hurricane Restudy, are shown in Table 3. The Bay County Department of Emergency Management operates under the assumption that these clearance times are optimistic and would realistically take a longer time period to evacuate.

Table 3 Hurricane Evacuation Times Year 2000			
Critical Roadway Segment	Maximum Clearance Time Category 1	Maximum Clearance Time Category 2-3	Maximum Clearance Time Category 4-5
US 231 at SR 20	9.37 hours	15.20 hours	17.05 hours
SR 77 at SR 20	3.85 hours	5.25 hours	6.70 hours
SR 20 Eastbound E of US 231	3.56 hours	4.80 hours	5.44 hours

Source: "Northwest Florida Regional Hurricane Restudy, Transportation Analysis Update, Abbreviated Transportation Model Spreadsheets," Post, Buckley, Schuh and Jernigan, Inc., November 1997.

(6) Projected Transportation System Levels of Service and System Needs

Projected Levels of Service

Table 4 shows the projected LOS for roadways within Panama City for the years 2000 and 2005. This information was taken from the "Panama City Urbanized Area Congestion Management System," prepared by the Panama City Metropolitan Planning Organization in October 1998. Projections for the year 2000 and 2005 are based on either historical growth or a simple two percent per year increase.

This information was not developed for concurrency purposes, but is used here for general planning purposes. Concurrency is determined based on the most recently available traffic counts.

As shown in Table 4, only one roadway - St. Andrews Boulevard from 23rd Street to Lisenby Avenue - is expected to exceed the adopted LOS by the year 2005.

Table 4
Average Annual Daily Traffic Level of Service
2000 and 2005

Roadway Segment	Facility Type	Level of Service	
		2000	2005
State Roads			
SR30A (US98)			
Hathaway Bridge (West Approach) to Beck Ave.	Divided/Principal Arterial	F	F
15th St. Beck Ave. to SR 75 (US231)	Divided/Principal Arterial	C	C
SR75 (US 231) to SR 30 (Bus 98)	Divided/Principal Arterial	C	C
SR 30 (Bus 98)			
US98 to 6th St.	Undivided/Principal Arterial	C	C
6th St. Beach Dr. to Hamilton Ave.	Undivided/Principal Arterial	E	E
Hamilton Ave. to Cherry St.	Undivided/Principal Arterial	B	B
SR75 (US231)			
CR 390 to US98	Divided/Principal Arterial	B	B

Table 4
Average Annual Daily Traffic Level of Service
2000 and 2005

Roadway Segment	Facility Type	Level of Service	
		2000	2005
Harrison St. US98 to Bus 98	Undivided/Principal Arterial	C	C
SR368			
Lisenby Ave. to US231	Divided/Principal Arterial	D	D
St. Andrews Blvd. to Lisenby Ave.	Divided/Minor Arterial	B	C
St. Andrews Blvd. to US98	Divided/Minor Arterial	B	B
SR390			
St. Andrews Blvd. 23rd. St. to Lisenby Ave.	Undivided/Minor Arterial	E	F
SR 391			
Airport Road Harrison Avenue to 23rd Street	Undivided/Collector	B	B
23rd Street to Saint Andrews Blvd.	Undivided/Collector	B	B
St. Andrews Blvd. Panama City/Bay Co. Airport	Undivided/Collector	B	B
SR327			
Lisenby Ave. 23rd St. to Panama City/Bay Co. Airport	Undivided/ Principal Arterial	B	B
SR77			
Martin Luther King Jr. Blvd. US231 to Bus. 98	Divided/Minor Arterial	C	C
Baldwin Road to US231	Divided/Minor Arterial	B	B
SR389			
East Ave. US98 to Bus. 98	Undivided/Minor Arterial	B	B
County Roads			
CR28			

Table 4 Average Annual Daily Traffic Level of Service 2000 and 2005			
Roadway Segment	Facility Type	Level of Service	
		2000	2005
11th Street Beck Ave. to Harrison Ave.	Undivided/Minor Arterial	B	B
Harrison Ave. to Tyndall	Undivided/Minor Arterial	B	B
CR 327			
Lisenby Ave. US98 to 23rd Street	Undivided/Minor Arterial	B	B
CR385			
Frankford Ave. Bus 98 (Beach Dr.) to US98 SR30	Undivided/Minor Arterial	B	B
US98 to the end of Frankford Rd.	Undivided/Collector	B	B

Source: "Panama City Urbanized Area Congestion Management System," Panama City Metropolitan Planning Organization, October 1998.

Panama City Urbanized Area Transportation Study 2020 Plan Update

Panama City Urbanized Area Transportation Study 2020 Plan Update was completed in 1996. Much of this element is taken directly from that study and is included here without additional notation. As discussed in the following summaries, preparation of the 2020 Plan Update addressed growth trends and travel patterns; interactions between land use and transportation; and compatibility with the adopted Future Land Use map.

Summary of Base Year Data Development

The 2020 Plan Update has a base year of 1993. Forecast data for the years 2000, 2005 and 2020 were developed for the 2020 Plan Update at the Traffic Analysis Zone (TAZ) level. These socioeconomic data were input into the Florida Standard Urban Transportation Model Structure. This computerized transportation model used the land use data to generate trips from each TAZ onto the highway network.

The 2020 Plan Update socioeconomic data base consists of five basic variables: population, employment, dwelling units, hotel/motel units and school enrollment.

Population: Development of single family and multi-family 1993 peak season population totals for each TAZ in Panama City Urbanized Area was accomplished by using the 1990 Census Data

and the 1993 peak season dwelling units. First, occupancy and persons per household rates from the 1990 Census for single family and multi-family dwelling units were determined for each zone. These rates were then applied to the corresponding 1993 peak season dwelling unit totals for each TAZ to derive 1993 peak season population figures.

Dwelling Units: The 1990 Census provided the base for the number of dwelling units. Building permits which were issued from 1990 to June 1993 were obtained and assigned to the appropriate TAZ to obtain the number of dwelling units in each TAZ for peak season 1993.

Employment: Information from the Division of Employment Security of the Florida Department of Labor and Employment Security formed the basis of the employment data. Large employers were contacted individually as were local military bases and hospitals. Adjustments were made to the 1993 employment to estimate peak season employment.

Hotel/Motel Units: The data source for hotel/motel information was the Florida Department of Business Regulation and the Division of Hotels and Restaurants. This information was obtained and assigned to TAZ's in order to generate 1993 peak season base year totals. Hotel/motels were contacted by phone to obtain their peak season vacancy rates and average persons per occupied unit.

School Enrollment: The Bay County School Board was contacted for the location and enrollment for each public school in the urbanized area. Gulf Coast Community College and Florida State University were also contacted directly for their enrollment totals for June/July (peak season) 1993.

Base Year Data Review: A MPO Technical Coordinating Committee and Citizens Advisory Committee Subcommittee was appointed to review the 1993 base year data; minor adjustments were made based on their review.

Summary of Forecast Year Data Development

Forecast year socioeconomic data were input into the FSUTMS model to generate future trips on the highway network. Development of year 2000, 2005 and 2020 forecasts involved the following major steps: (1) preparation of control totals; (2) determination of allowable land use and density levels at the TAZ level, and (3) determination of developable land at the TAZ level.

Control Totals: Control totals were developed for single family dwelling units, multi-family dwelling units, commercial employment, service employment, industrial employment, and hotel/motel units. For each category, existing population-based ratios were determined. These ratios were then applied to medium range population projections by the University of Florida Bureau of Economic and Business Research to determine control totals for each forecast year.

Housing and Employment Data: Each TAZ was reviewed and the land use density levels and developable acres were determined. Local Government Comprehensive Plans were used to determine the type and density of development allowed in each zone. The MPO staff then assigned dwelling unit growth to each TAZ. Once the ratio was determined for each TAZ, it was multiplied by the actual projected growth which was established by the dwelling units control totals. This number was then added back into the base year single family dwelling unit number to determine the year 2000 dwelling unit forecasts for the TAZ. These were then manually checked and adjusted as necessary.

The employment forecasts were developed using the same methodology as the housing forecasts.

Population Data: The forecast year population data was developed by taking the total number of dwelling units in each TAZ for each forecast year and multiplying it by the vacancy rate which determines the total number of occupied housing units in each TAZ. This number is then multiplied by the persons per household rate for each TAZ. The number of households is derived from the dwelling units forecasts discussed above and the vacancy rates were developed from the 1990 census data.

Hotel/Motel Units: The forecast year hotel/motel data was developed as a ratio to the urbanized areas total population. The forecast hotel/motel data was added to the TAZs where there were existing hotel/motel units and to zones in the beach area.

School Enrollment: School enrollment forecast year data was developed and allocated to each TAZ manually. The school enrollments were for the peak season (June and July). The Bay County School Board was contacted directly and questioned about their anticipated growth in enrollment. Information concerning the location and enrollment of any new schools was also obtained from the school board. Gulf Coast Community College and Florida State University were also contacted to determine forecast year enrollment levels for each facility.

Special Generators: Special generators were identified when a particular parcel of land had unusual trip making characteristics, which were not reflected by the regular area wide production and attraction rates in the Florida Standard Urban Transportation Model Structure. The special generators considered in this project were Saint Andrews State Park, Florida State University Campus, Gulf Coast Community College Campus, Tyndall Air Force Base, and Panama City Mall.

Travel Model

The data collected as described above was then input into a travel model. This model was used to develop a Long Range Transportation Plan to be used as a guide in establishing the commitment of funding toward the study, design, and construction of needed transportation facilities in accordance with the Intermodal Surface Transportation and Efficiency Act.

Panama City travel model is a standard four-step model consisting of trip generation, trip distribution, mode choice and trip assignment. It is an application of the Florida Standard Urban Transportation Modeling Structure (FSUTMS) used throughout Florida. First, the number of trips generated and attracted at each zone was computed. Next, the trip interchange (i.e., the number of trips from zone i to zone j) was computed. Mode choice then computes the number of vehicle trips from the person trips. This may consist of determining the mode of travel or, in this case, computing the number of vehicle trips directly by applying auto occupancy factors. Transit trips were not calculated because in 1993 there was no scheduled, fixed-route public transit in Panama City. Finally, the trips are assigned to the network links based on roadway capacity and speed.

Summary of 2020 Plan Update

Existing Deficiencies: Traffic volumes for the base year were compared to the daily maximum volume standards established by the Florida Department of Transportation. Links with volumes less than 95% of the standard daily maximum volume were classified as not deficient, links with volumes greater than 105% of the standard daily maximum volume were classified as deficient. All roadways were found to have existing volumes lower than the standard maximum except for: US 98 from Thomas Drive to Beck Avenue and SR 390 from Airport Road to SR 77.

Needs Plan: To determine projected roadway deficiencies, those roadway improvements that are scheduled for construction prior to 2000 were added to the network and the travel model for the year 2020 was run. Next, the needs included in the 2015 Needs Plan developed in the previous Plan Update were then added to the network and the travel model was run. The deficiencies identified guided the development of five preliminary alternatives.

These alternatives were presented to the MPO, TCC, CAC and to the public at Public Workshops. Through a systematic procedure for evaluating the alternative transportation plan, one alternative was chosen. As required by ISTEA, other surface transportation modes were considered including the new Bay Town Trolley System and bicycle routes. The Needs Plan was adopted by Panama City MPO. Table 5 shows those roadways identified in the Needs Plan that are within Panama City.

Table 5 2020 Recommended Needs Projects Panama City				
Roadway Proj. Name	Beginning Point	Ending Point	Laneage	
			Existing	Planned
US 98/SR 30/Hathaway Bridge	CR 3031/Thomas Drive	SR 368/23rd Street	6	8
SR 77/(Cove Blvd.) Martin Luther King Blvd.	6th Street	US 231/SR 75	4	6
US 231/SR 75	US 98/SR 30A/15th Street	CR 390	4	6
US 98/SR 30A/18th Street/15th Street	SR 368/CR 390A/23rd Street	US 231/SR 75	4	6
US 98/SR 30A/15th Street	US 231/SR 75	11th Street	4	6
US 98 Bus./SR 30/5th Street	4th Street	SR 389/East Avenue	4	6
SR 368/CR 390A/23rd St.	US 98/SR 30A	US 231/SR 75	4	6
SR 390/Tenn.Av/St. Andrews Blvd.	6th Street	SR 368/CR 390A/23rd Street	2	4
CR 327/Lisenby Ave.	US 98/SR 30A/15th St.	Airport	2	4
CR 2341/Jenks Avenue	SR 368/CR 390A/23rd St.	SR 390/Tennessee Ave.	2	4
SR 77/Martin Luther King Blvd.	US 231/SR 75	US 98 Bus./ SR 30	2	4
23rd St. Interchange	Int. of US 98 and 23rd St.	NA	-	-
US 231 Interchange	Int. of US 231 and 15th St.	NA	-	-

Source: "Panama City Urbanized Area Transportation Study 2020 Plan Update," the Corradino Group in association with Transportation Support Group, March 1996.

Cost Feasible Plan: Costs were determined for all projects contained in the adopted Needs Plan for comparison with the expected funding level. The estimated total cost for all projects in the Needs Plan was $704,982,000. The expected funding was only $94,195,500.

Projects were selected from the Needs Plan for inclusion in the Cost Feasible Plan on the basis of several factors. These included:

- Project needs and roadway deficiencies.
- Revenue forecasts and cost estimates.
- Current MPO Project Priorities.
- PCUATS Evaluation Criteria and rankings.

• System-wide relationships (how the combination of selected projects would serve overall travel needs).

Table 6 presents those projects included in the Cost Feasible Plan that are located in Panama City.

Table 6
2020 Cost Feasible Plan
Panama City

Project	Project Description
Lisenby Avenue (from US98 (15th Street) to Panama City / Bay County International Airport)	2 to 4 lanes
23rd Street interchange (interchange at US98 and 23rd Street)	Grade separated interchange
SR 390/St. Andrews Blvd. (from SR77 to 23rd St.)	2 to 4 lanes
Martin Luther King Boulevard (Cove Boulevard, SR77) (from Bus 98 to US231)	2 to 4 lanes
US98 (SR30) 15th Street (from 23rd Street to US 231)	4 to 6 lanes
US231 Interchange (interchange at US231 and 15th Street)	Grade separated interchange

Source: "Panama City Urbanized Area Transportation Study 2020 Plan Update," the Corradino Group in association with Transportation Support Group, March 1996.

(7) Intermodal System Needs

Mass Transit

The Bay Town Trolley mass transit system that serves the Panama City area is a relatively new venture. At this time, future needs have not been determined; although, as the system develops it is possible that a park-and-ride facility may be investigated. The City will monitor the Transit Development Plan major update through its membership on the MPO and will receive recommendations for the system in July, 1999.

Bicycle/Pedestrian Facilities

In June of 1997 Panama City Urbanized Area MPO adopted a Comprehensive Bicycle/Pedestrian Plan. This plan focuses on ways to safely integrate bicycling and walking back into the transportation system. The plan identifies existing bicycle/pedestrian facilities as well as facility needs.

The data and analysis in the Comprehensive Bicycle/Pedestrian Plan includes the results of a safe-route-to-school survey which was distributed to the public schools of Bay County in October of 1996. Results of this survey showed an overwhelming need for sufficient sidewalks and bike baths for safe access to school by children.

Crash data was also considered in the Comprehensive Bicycle/Pedestrian Plan. Per capita, Florida was more than three times the national average in bicycle fatalities and injuries, and almost two times the national average in pedestrian fatalities and injuries in 1995. Bicycle and pedestrian-related crashes in Bay County have increased steadily since 1990. Crash reports for Bay County from 1993-1995 were collected and analyzed in order to show trends involving bicyclists and pedestrians.

The following projects within, or partially within, Panama City are recommended in the Comprehensive Bicycle/Pedestrian Plan:

- US 98 - bicycle lanes from Hathaway Bridge to Dupont Bridge
- US 98 - sidewalks from Beck Avenue to East Avenue
- Bus. 98 - bicycle lanes from 15th St. to Tyndall Pkwy.
- Hathaway Bridge - bicycle/pedestrian walkway across bridge
- St. Andrews Blvd. - bicycle lanes from 23rd Street to SR77
- SR 77 - bicycle lanes from US Business 98 to Baldwin Rd.
- 23rd St. - -bicycle lanes from US 98 to US 231
- Trail Project - convert abandoned rail to trail from US Business 98 to 11th St.
- 11th St. - bicycle lanes from Beck Avenue to Tyndall Pkwy.
- Lisenby Av. - bicycle lanes from 15th St. to Panama City Bay County Regional Airport
- 11th St./Redwood Avenue - intersection improvements
- Lisenby Ave./ 15th St. - intersection improvements
- 19th St. - paved shoulders from US 231 to Lisenby Ave.
- 19th St. - trail from Lisenby Ave. to Frankford Ave.
- 11th St. - sidewalks from Sherman Avenue to US 98 and from Lisenby Ave. to Frankford Ave.
- Jenks Ave. - bicycle lanes from US Business 98 to Baldwin Road
- Sherman Ave. - bicycle lanes from US Business 98 to East Ave.
- US 98/23rd St. - bicycle/pedestrian intersection improvements
- Airport Rd. - paved shoulders from Harrison Ave. to St. Andrews Blvd.
- SR 77/15th St. - bicycle /pedestrian intersection improvements

- US 231 - bicycle lanes from 15th St. to East Ave.
- US 98/US 231 - bicycle/pedestrian intersection improvements
- US 98/US 98A - include bicycle/pedestrian improvements in any redesign
- US 98/Bus. US 98 - bicycle/pedestrian intersection improvements

8) Airport Land Use Compatibility

The Panama City-Bay County International Airport, owned and operated by the Panama City-Bay County Airport and Industrial District, is located within Panama City. The airport accommodates a wide variety of commercial, general aviation, and military operations and support services. In addition, the airport contains several types of hangars, including privately-owned T-hangars, housing a wide range of based aircraft.

Those land uses adjacent to the airport that lie within the City (portions of the airport are bordered by unincorporated Bay County) are primarily residential. Some general commercial and public uses border the airport on the east. North Bay and Goose Bayou border the airport to the northeast. Very little vacant land is located near the airport. Those areas that are vacant are designated Residential Low Density on the Future Land Use Map.

The Panama City Land Development Code includes provisions to limit airport land use compatibility problems related to development. One obvious land use compatibility problem is the fact that the area surrounding the airport is developed to a point that may limit expansion of the airport. However, as indicated in the 1996 Airport Master Plan Update, runway expansion into North Bay is a potential solution to this problem.

(9) Programmed Improvements

The MPO annually adopts a five-year Transportation Improvement Program (TIP). The TIP is developed in two stages: (1) project priorities are adopted 134 days prior to the legislative session (about September 20th) and transmitted to the FDOT; and (2) the final TIP, which becomes effective July 1st, is adopted by July 15th.

The following categories of projects are included in Panama City Urbanized Area TIP: (1) Major Projects, (2) Traffic Operations Projects, (3) Transportation Enhancement Projects, (4) Public Transportation Projects, and (5) Aviation Projects.

Major Projects are typically high cost projects that involve major improvements to the transportation system. These projects are pulled from the Coast Feasible portion of the MPO Long Range Transportation Plan for implementation. Major projects include construction of new roads, bridges and interchanges, and multi-laning of existing roads.

Traffic Operations Projects are generally low cost operational improvements to the transportation system. These projects generally include adding turn lanes at intersections, updating traffic signals and other operational improvements. Selection criteria for prioritizing these projects includes LOS, regional significance, and accident safety.

Transportation Enhancement Projects are projects which enhance the existing transportation. system. These projects include such things as facilities for pedestrian and bicycles, scenic or historic highway program, and landscaping. Enhancement projects are submitted to the MPO each year and must be sponsored by a local government.

Public Transportation Project Priorities are developed by the MPO in consultation with Bay Coordinated Transportation, Inc. The source of Public Transportation projects is the Bay County Five Year Transit Development Plan (TDP).

Aviation and Port Projects are identified in airport and port master plans and are submitted to the MPO in priority order for implementation. Panama City/Bay County International Airport and the Port of Panama City are within the MPO area.

Table 7 summarizes the programmed improvements found in Panama City Urbanized Area Transportation Improvement Program for fiscal years 1998/1999 to 2002/2003 which are located within, or partially within, Panama City. Included in this listing is a project to extend Panama City/Bay County International Airport runway 14/32 into North Bay. While this project remains an option for the Airport, it should be noted that the Airport Authority is currently studying a number of options related to airport expansion, including the possibility of moving the airport to a different location. Results of that study are expected to be released in July 2000. The City will continue to participate in the MPO process, including the annual update of the TIP and will amend the Comprehensive Plan as necessary to reflect current information.

Table 7
Panama City Urbanized Area Transportation Improvement Program
Projects Located Within or Partially Within Panama City
FY 1999/2000 - FY 2003/2004

Project Name	Project Description			Project Status & Cost Estimated Cost = X($000's)					
	From	To	Work Description	Proposed					Phase/ Fund Source
				99/00	00/01	01/02	02/03	03/04	
ROADWAY PROJECTS									
Cove Blvd. (SR77)	SR 30 (US Bus. 98)	SR 75 (US 231)	4-lane from Bus. 98 to US 231 with appropriate bicycle & pedestrian considerations	5123					CST/SIB1
				53					CEI/DIH
				476					DEI/SIB1
						260			CST/XA
SR 30 (Bus 98)	SR 390 (Beck Ave)	E. of Cactus Ave.	Resurface road with appropriate bicycle & pedestrian considerations			612			CST/DS
						52			CEI/DIH
SR 30 (US 98)	@ Hathaway Bridge		Remove existing concrete from deck grid, well under grid deck, fill grid deck with concrete	622					CST/BRRP
				81					CEI/DIH
SR 368 (23rd St.)	SR 390 (Beck Ave./St. Andrews)	SR 75 (23rd St.)	Resurface road with appropriate bicycle & pedestrian considerations		2311				CST/DDR
					262				CEI/DIH
SR 390 (Beck Ave.)	SR 30A (US 98 /16th St.)	SR 368 (23rd St.)	Resurface road with appropriate bicycle & pedestrian considerations			612			CST/DS
						52			CEI/DIH
SR 391 (Airport Road)	SR 75/US 231	SR 390 (St. Andrews Blvd.)	Resurface road and add 5 foot paved shoulders with appropriate bicycle & pedestrian considerations	901					CST/XA
				83					CEI/XA
SR 77	SR 75 (US 231)	Beginning of divided 4-lane S. of 25th St.	Mill and resurface road	202					CST/DDR
				4					CEI/DIH
				31					CEI/DDR
US 98 (SR 30)	E. of Cactus Ave.	SR 30A (US 98)	Mill and resurface road with appropriate bicycle & pedestrian considerations	2020					CST/XA
				227					CEI/XA
US 98 (SR 30)	@ SR 368 (23rd St.)		Construct grade separated interchange with appropriate bicycle & pedestrian considerations	10					PD&E/DIH
				900					PD&E/DDR
				100					PD&E/DS
								3300	PE/DS

Table 7
Panama City Urbanized Area Transportation Improvement Program
Projects Located Within or Partially Within Panama City
FY 1999/2000 - FY 2003/2004

Project Name	Project Description			Project Status & Cost Estimated Cost = X($000's)					
	From	To	Work Description	Proposed					Phase/ Fund Source
				99/00	00/01	01/02	02/03	03/04	
								50	PE/DIH
SR75 (US231)	@SR 389 (East Ave.)		Construct northbound right turn lane on SR389 with 225 feet of storage with appropriate bicycle and pedestrian considerations. Update signals to mast arms		400				CST/DS
					53				CEI/DIH
SR368 (23RD St.)	SR 30 (US 98)	Mound Ave.	Resurface road with appropriate bicycle & pedestrian considerations	78					PE/DIH
				194					PE/DS
							887		CST/DDR
							70		CEI/DIH
SR368 (23rd St.)	Mound Ave.	SR390 (Beck Ave.)	Resurface road with appropriate bicycle & pedestrian considerations	33					PE/DIH
				100					PE/DS
							375		CST/DS
							40		CEI/DIH
SR 30 (US 98) / E. 5TH St.	@ Watson Bayou Bridge		Replace both approach slabs	5					PE/DIH
						100			CST/BRRP
						14			CEI/DIH
US 98 (SR 30)	Hathaway Bridge	SR 390 (Beck Ave./St. Andrews Blvd)	Resurface road and add five-foot paved shoulders with appropriate bicycle & pedestrian considerations	1554					CST/XA
				134					CEI/XA
US 98 (SR 30A)	Jenks Ave.	SR 389 (East Ave.)	Resurface road with appropriate bicycle & pedestrian considerations	1029					CST/XA
				130					CEI/XA
AIRPORT PROJECTS									
Panama City Airport			Extend runway 14/32	120					MSC/DDR
				1282					MSC/DS
				1402					TOTAL
			Reconstruct taxiway and install lights		39				MSC/DDR
					39				TOTAL

Table 7
Panama City Urbanized Area Transportation Improvement Program
Projects Located Within or Partially Within Panama City
FY 1999/2000 - FY 2003/2004

Project Name	Project Description			Project Status & Cost Estimated Cost = X($000's)					
	From	To	Work Description	Proposed					Phase/ Fund Source
				99/00	00/01	01/02	02/03	03/04	
			Upgrade terminal security system	100					MSC/DS
				100					TOTAL
			Remove four rental car service areas/ upgrade parking lot			175			MSC/DS
						175			TOTAL
			Runway lighting installation					10	MSC/DS
								10	TOTAL
			Reconstruct/repair/overlay taxiway				40		MSC/DS
							40		TOTAL
			Clear zone purchase/land acquisition	1000					MSC/DS
				1000					TOTAL
			Overlay taxiway A and connectors				40		MSC/DS
							40		TOTAL
			Overlay taxiway D and connectors					20	MSC/DS
								20	TOTAL
			Overlay runway 14-32				55		MSC/DS
							55		TOTAL
			Extend terminal curbfront				50		MSC/DS
							50		TOTAL
			Update DRI; substantial deviation				175		MSC/DS
							175		TOTAL
			Airport relocation feasibility study using former high speed rail funds	1600					MSC/DS
				1600					TOTAL
PORT PROJECTS									
Panama City Port			Feasibility study for port access-interconnected intermodal project. Funded using former high speed rail funds.	1600					PD&E/DS

Section 3
Housing Element

3. HOUSING ELEMENT

(1) Purpose

The purpose of this element is to provide guidance in developing appropriate plans and policies which will assist the City in meeting identified or projected deficits in the supply of housing, correct substandard or unsafe housing conditions, and maximize private sector involvement in the delivery of safe, sanitary and affordable housing.

(2) Overview

The ultimate goal of a comprehensive plan housing element is to analyze the distribution of various housing needs within the jurisdiction. To establish a uniform methodology and data source for this analysis, the Department of Community Affairs (DCA) contracted with the Shimberg Center at the University of Florida to develop an affordable housing needs assessment (AHNA).

The AHNA is the primary data source for this element. Sources utilized by the AHNA include the U.S. Censuses of 1980 and 1990, the Bureau of Economic and Business Research (BEBR) at the University of Florida, and the county property appraiser data from the Florida Department of Revenue as compiled by ARMASI, Inc. The AHNA also utilizes special tabulations of the 1990 Census for some of its analysis. It is important to note that although the majority of the data presented in the AHNA is 1990 Census data, more current data is used whenever available and therefore, some numbers may differ from those in the recently adopted EAR.

(3) Data Requirements

Section 1: Existing Inventory and Characteristics

The AHNA's inventory of existing housing stock considers all housing units, vacancy rates and occupancy status in its methodology. Section 1 is organized into 4 parts. In Part 1, Tables 1-9 present required characteristics for the existing inventory of housing in units in both the City and County. Characteristics include the number and distribution of housing units by type, tenure, age, rent, value, monthly cost of owner-occupied units, and rent or cost to income ratio. Part 2 will address the condition of the existing housing inventory, and Part 3 will address special housing needs such as subsidized rental units, group homes, etc. Finally, in Part 4, the inventory is updated to 1995 by considering elements that change the inventory of housing stock such as permitting and annexations. The resulting total 1995 inventory is the baseline for the supply component of the analysis for housing need.

Part 1: Total Housing Inventory

Table 1 shows total housing inventory and occupancy status of all housing units in the City. The City of Panama City has 14,053 occupied units and 1,314 vacant units, for a 1990 total of 15,367 "permanent" units. Adding 561 non-permanent units, the grand total of all units is 15,928, approximately 24% of the County's total.

Table 1: All Housing Units, Vacancy & Occupancy Status - 1990

	UNITS OCCUPIED OR TO BE OCC. BY PERMANENT RESIDENTS (not seasonal, recreational, occasional, for migrant, other)						
	Occupied	Vacant	Total	Vacancy Rate	Vacant Seasonal, etc. Units	Total Units	Vacancy Rate Total Units
Panama City	14,053	1,314	15,367	8.6%	561	15,928	12%
County Total	48,938	9,016	57,954	15.6%	8,045	65,999	26%

Source: 1990 U.S. Census - AHNA, Vs. 3.1-1998 (STAB_BAY/INVEN. & VAC. RATE-TAB)

Housing Units by Type (Single Family, Multi-Family, and Mobile Homes)

Table 2 presents the AHNA 1995 updated housing units by type. Removal of a seasonal component makes these totals differ from totals given in other tables. Panama City has 10,697 single-family units (including the "other" category), 4,260 multi-family structures, and 621 mobile homes (approximately 4% of the total units). The 1995 total units by type is 15,578, approximately 25% of the County's total units.

Table 2: Housing Units by Type

	1995 HOUSING UNITS BY TYPE			
	Sng-fam*	Multi-fam	Mobile Home	Total 1995
Panama City	10697	4260	621	15578
County Total	38802	14787	9944	63533

* Sng-fam*: 'Single Family' + 'Other'

Source: 1990 U.S. Census - AHNA, Vs. 3.1-1998 (SDAT_BAY/95-IN DATA)

Housing Units by Tenure (Owner or Renter)

As shown in Table 3, there are 15,155 units in the 1995 baseline total with owned units numbering 9,030 and rented units numbering 6,125. Due to differences in calculations, the owner and renter households do not add up to total households in other tables.

Table 3: Housing Units by Tenure

	1995 BASELINE	
	Owner	Renter
Panama City	9,030	6,125
County Total	36,656	17836

Note: Household estimates and projections for 'All Households' are estimated separately, therefore owner and renter households do not add up to total households; the differences are due to rounding and are minor. The 'County Total' of households is a sum of jurisdictions.

Source: 1990 U.S. Census - AHNA, Vs. 3.1-1998 (HOPJ_BAY/ TENURE)

Housing Units by Age Characteristics

Table 4 shows that the greatest building activity occurred in the 1970s with 3,260 units. In the 60s, 2,569 units were built and 3,094 units were constructed in the 50s. Out of the 15,928 units represented in this table, the majority (12,459 units or 78%) of housing in the City was built prior to 1970, increasing the need for rehabilitation activity in the new planning period. Newer homes built from 1980 through March 1990 number 3,469 units, only 22% of the total listed in this table.

Table 4: Housing Units by Age Characteristics

	YEAR STRUCTURE BUILT													
	Number								Share by Decade					
	1989 - March 1990	1985 - 1988	1980 - 1984	1970 - 1979	1960 - 1969	1950 - 1959	1940 - 1949	1939 or earlier	1980's	1970's	1960's	1950's	1940's	Before 1940
Panama City	173	1,823	1,473	**3,260**	2,569	**3,094**	2,291	1,245	21.8%	20.5%	16.1%	19.4%	14.4%	7.8%
County Total	1,759	13,017	13,319	17,140	8,220	6,899	3,609	2,036	42.6%	26.0%	12.5%	10.5%	5.5%	3.1%

Source: 1990 Census - AHNA, Vs. 3.1-1998 (STAB_BAY/ YEARBUILT -TAB)

Rental Housing Units by Gross Rent Levels

Table 5 distributes renter households by various gross rent categories. Distributing the gross rent into 16 categories is useful to assess the number of rental units by rent affordability levels. In Panama City, the rent categories with the most units are those between $250 and $499. Housing is considered to be affordable if 30% or less of household income is spent on housing.

Table 5: Rental Housing Units by Gross Rent Levels, 1995 Rent Distribution

Gross Rent	Panama City	County Total
< $100	234	303
$100 - $149	375	563
$150 - $199	375	630
$200 - $249	346	869
$250 - $299	**609**	**1,929**
$300 - $349	**639**	**2,618**
$350 - $399	**826**	**2,565**
$400 - $449	**750**	**1,945**
$450 - $499	**632**	**1,529**
$500 - $549	344	992
$550 - $599	300	777
$600 - $649	138	447
$650 - $699	57	255
$700 - $749	50	281
$750 - $999	56	388
$1,000 >	7	120
no cash rent	381	1626
TOTAL	6,119	17,837

*Note: 'County Total' estimate is the sum of jurisdictions.

Source: AHNA, Vs. 3.1-1998 (ASUM/95RN)

Owner Housing Units by Value Ranges

Data in the following table shows number of housing units categorized into 20 value ranges. Exclusions of mobile homes, residential units greater than 10 acres, units with a medical office on the site, and condominiums in multifamily units make totals in this table differ from those in other tables. According to Table 6, the greatest number (2,705) of Panama City's owner-occupied housing stock is valued between $50,000 and $99,999. There are 986 units in the $50,000 to $59,999 range and 1,010 in the next highest range. The majority of units in the City are valued under $99,999. Only 894 units are valued over $99,999.

Table 6: Owner Housing Units by Value Ranges - 1990

	Panama City	Bay County
< $15,000	231	560
$15,000 - $19,999	234	448
$20,000 - $24,999	335	714
$25,000 - $29,999	568	1,034
$30,000 - $34,999	562	1,011
$35,000 - $39,999	611	1,343
$40,000 - $44,999	631	1,472
$45,000 - $49,999	545	1,651
$50,000 - $59,999	**986**	**3,337**
$60,000 - $74,999	**1,010**	**4,350**
$75,000 - $99,999	**709**	**3,734**
$100,000 - $124,999	381	1,717
$125,000 - $149,999	176	818
$150,000 - $174,999	78	577
$175,000 - $199,999	48	273
$200,000 - $249,999	87	314
$250,000 - $299,999	32	157
$300,000 - $399,999	51	127
$400,000 - $499,999	25	63
$500,000 >	16	35
TOTAL	7,316	23,735

Source: 1990 Census - AHNA, Vs. 3.1-1998 (STAB_BAY/ VALUE - TAB)(County Totals from SDAT_Bay/Value-Data)

Monthly Costs - Owner-occupied Housing

Because of differences in reported ranges, owner cost with a mortgage is reported in Table 7A and owner cost without a mortgage in Table 7B.

Four categories ranging from $200 to $699 value ranges contain over half of mortgaged units in Panama City. Of the 4,013 units reported in this table, 2,679 units appear in these four categories.

Table 7-B shows owner costs without a mortgage and the greatest number (1,010) of units appear in the $100-$149 category. There are 535 units in the less than $100 range and 908 units in the $150-$199 range. These three value ranges comprise 74% of the 3,303 total units.

Table 7-A: Monthly Owner Costs with a Mortgage

	1990 OWNER COSTS (MORTGAGE STATUS AND SELECTED MONTHLY COSTS) WITH A MORTGAGE Specified Owner-occupied Housing Units												
	< $200	$200 - $299	$300 - $399	$400 - $499	$500 - $599	$600 - $699	$700 - $799	$800 - $899	$900 - $999	$1,000 - $1,249	$1,250 - $1,499	$1,500 - $1,999	> $2,000	TOTAL
Panama City	104	481	**609**	**565**	**618**	406	355	266	174	238	62	55	80	4,013
County Total	268	1,139	1,837	2,116	2,420	1,995	1,547	1,296	774	949	314	242	197	15,094

Source: 1990 Census - AHNA, Vs. 3.1-1998 (STAB_BAY/ OWNC(MORTGAGED) -TAB)

Table 7-B: Owner Costs without a Mortgage

	1990 OWNER COSTS (MORTGAGE STATUS AND SELECTED MONTHLY COSTS) WITHOUT A MORTGAGE Specified Owner-occupied Housing Units								
	< $100	$100 - $149	$150 - $199	$200 - $249	$250 - $299	$300 - $349	$350 - $399	> $400	TOTAL
Panama City	**535**	**1,010**	**908**	400	214	49	80	107	3,303
County Total	1,382	2,428	2,503	1,156	543	209	194	226	8,641

Source: 1990 Census - AHNA, Vs. 3.1-1998 (STAB_BAY/ OWNC(NOT MORTGAGED) -TAB)

Rental Housing Distributed by Rent-to-Income Ratios for Households at Different Income Levels

Table 8 distributes the number of renter households into various income ranges based on cost to income ratio. The common affordability standard for renters, as well as owners, is no more than 30% of income to be spent on housing costs. In Panama City, the less than $10,000 income category contains the majority of units in the 35%+ range (1,363 units).

Table 8: Gross Rent as % of Income by Income Category

Household Income in 1989 by Gross Rent as a Percentage of Household Income - Specified Renter-occupied Housing Units*			
Income	Cost to Income Ratio	Panama City	County
LESS THAN $10,000	< 20 %	82	140
	20-24 %	159	195
	25-29 %	170	236
	30-34 %	**168**	245
	35 %+	**1,363**	3,088
	Not Computed	255	568
$10,000 TO $19,999	< 20 %	160	493
	20-24 %	247	984
	25-29 %	267	1,152
	30-34 %	**202**	603
	35 %+	**402**	1,257

Household Income in 1989 by Gross Rent as a Percentage of Household Income - Specified Renter-occupied Housing Units*			
	Not Computed	121	503
$20,000 TO $34,999	< 20 %	678	2,139
	20-24 %	395	1,154
	25-29 %	191	690
	30-34 %	**56**	184
	35 %+	**33**	95
	Not Computed	70	456
$35,000 TO $49,999	< 20 %	557	1,305
	20-24 %	51	206
	25-29 %	0	53
	30-34 %	**0**	14
	35 %+	**0**	14
	Not Computed	23	144
> $50,000	< 20 %	204	819
	20-24 %	0	35
	25-29 %	0	0
	30-34 %	**0**	0
	35 %+	**0**	0
	Not Computed	0	58

Note: *The units appearing in the Not Computed rows are deducted from total households in the income range before calculating the percentage which pay 30% or more of their income for gross rent.

Source: 1990 Census - AHNA, Vs. 3.1-1998 (STAB_BAY/ RNTI -TAB)

Owner Housing Distributed by Cost-to-Income Ratios for Households at Different Income Levels

Where Table 8 shows the number of renter households, Table 9 shows the number of owner households in various income ranges and distributes them into ranges based on the percentage of their income spent for housing. In each income range, the greatest number of households appear in the less than 20% cost-to-income ratio. Those paying 30%-35%+ of income on owner cost appear in bold type.

Table 9: Owner Cost as a % of Income by Income Category

HOUSEHOLD INCOME IN 1989 BY SELECTED MONTHLY OWNER COSTS AS A PERCENTAGE OF HOUSEHOLD INCOME - SPECIFIED OWNER-OCCUPIED UNITS*			
Income	Cost-to-Income Ratio	Panama City	County Total
< $10,000	< 20 %	325	718
	20-24 %	198	335
	25-29 %	190	321
	30-34 %	**50**	143
	35 %+	**501**	1,295
	NOT COMPUTED	26	154
$10,000 - $19,999	< 20 %	751	1,949

HOUSEHOLD INCOME IN 1989 BY SELECTED MONTHLY OWNER COSTS AS A PERCENTAGE OF HOUSEHOLD INCOME - SPECIFIED OWNER-OCCUPIED UNITS*			
Income	Cost-to-Income Ratio	Panama City	County Total
	20-24 %	110	323
	25-29 %	126	312
	30-34 %	83	271
	35 %+	239	924
	NOT COMPUTED	0	0
$20,000 - $34,999	< 20 %	1,408	3,889
	20-24 %	279	909
	25-29 %	188	869
	30-34 %	100	492
	35 %+	148	656
	NOT COMPUTED	0	0
$35,000 - $49,999	< 20 %	866	3,361
	20-24 %	229	950
	25-29 %	78	359
	30-34 %	21	81
	35 %+	6	93
	NOT COMPUTED	0	0
> $50,000	< 20 %	1,243	4,535
	20-24 %	62	473
	25-29 %	41	147
	30-34 %	28	71
	35 %+	13	77
	NOT COMPUTED	7	28

Note: The units appearing in the Not Computed rows are deducted from total households in the income range before calculating the percentage which pay 30% or more of their income for gross rent.

Source: 1990 Census - AHNA, Vs. 3.1-1998 (STAB_BAY/ OWNI -TAB)

Part 2: Housing Unit Condition

Number of Housing Units by Substandard Indicators Reported by Census Data

Table 10 provides a summary of housing unit conditions using indicators of over crowdedness, lack of heating fuel, kitchens, or plumbing facilities. The Table shows that over crowdedness is the primary substandard condition in Panama City with 497 households having more than 1.01 persons per room. Table 11 shows that 442 occupied housing units exhibit one or more of the following characteristics.

Table 10: Housing Condition Summary, Substandard Indicators, 1990

	1990 Persons Per Room*		1990 House Heating Fuel*		1990 Kitchen Facilities^		1990 Plumbing Facilities^	
	1.01 or more persons per room	Share of Occupied Units	No Fuel Used	Share of Occupied Units	Lacking Complete Facilities	Share of Units	Lacking Complete Facilities	Share of Units
Panama City	497	3.5%	8	0.1%	209	1.3%	66	0.4%
County Total	1,645	3.4%	103	0.2%	397	0.6%	213	0.3%

* Occupied Housing Units

^ All Housing Units

Source: 1990 Census - AHNA, Vs. 3.1-1998 (STAB_BAY/ HOUSING CONDITION -TAB)

Table 11: Substandard Housing Unit Condition Summary -1990

Substandard Housing Unit Condition Summary - 1990

Occupied housing units exhibiting one or more of the following characteristics:
lacking complete plumbing or kitchen facilities, 1.01+ persons per room, no heating fuel

	Occupied Units
Panama City	442
County Total	1,647

Source: Special cross-tabulation of the 1990 Census of Population and Housing prepared by the US Census Bureau for the Shimberg Center for Affordable Housing at the University of Florida.

Source: 1990 Census - AHNA, Vs. 3.1-1998 (SDAT_BAY/ CDSM-DATA -TAB)

Substandard Housing and the Panama City Community Development

Tables 10 and 11 provide an inventory of substandard housing units identified by Census data. To identify substandard housing, the Census uses such indicators as over crowdedness, lack of heating fuel, lack of kitchens and/or plumbing facilities. However, the City's Community Development Department identifies and rehabilitates substandard units within the City by soliciting recipients for rehab and other services under the State Housing Initiatives Partnership (SHIP) program. This is accomplished through advertising in a local news paper at the beginning of each funding year. Potential recipients are encouraged to make application and are accepted on a "first-come, first-qualified, first-served" basis. As the City implements the SHIP program from such a waiting list, numbers of units served will never correlate to numbers of substandard units identified by the Census as shown in Tables 10 and 11.

The City's Housing Assistance Plan (HAP) states a three-fold purpose of the SHIP program: 1) create local housing partnerships, 2) expand production and preservation of affordable housing, and 3) increase employment. The general use of SHIP funds is to supplement other funding sources, such as CDBG, as they become available to the City. In addition, SHIP funds provide financial support to stimulate private investments into affordable housing, create public/private partnerships, as well as to implement the City's Comprehensive Plan.

The HAP states that at a minimum, seventy-five (75%) of the City's SHIP funds will be used for construction, rehabilitation, or emergency repairs of affordable housing. To encourage partnerships and to assist in the production of affordable housing, the City waives site plan review fees and half of the impact fees for water and wastewater. Furthermore, at a minimum, thirty percent (30%) of the units assisted will be occupied by very-low income persons and thirty percent (30%) will be occupied by low-income persons.

The current HAP is for three budget years: 1999-2000, 2000-2001, and 2001-2002. The distribution of households to be assisted by all strategies is 22 very-low income, 22 low income, and 19 moderate-income households for a total of 63 assisted households for each budget year.

The City's Florida Housing Finance Agency's Housing Goal Chart shows an annual allocation of SHIP funds to be $231,752 to be distributed into nine different strategies and ten percent administration as follows:

Strategy	Units Very Low			Units Low			Units Moderate			Total Units		
	1999-2000	2000-2001	2001-2002	1999-2000	2000-2001	2001-2002	1999-2000	2000-2001	2001-2202	1999-2000	2000-2001	2001-2002
Rehabilitation	3	3	3	2	2	2	1	1	1	6	6	6
Acquisition/Rehab				1	1	1				1	1	1
Land Acquisition	1	1	1	1	1	1	2	2	2	4	4	4
Down Payment Assistance	2	2	2	2	2	2	2	2	2	6	6	6
Closing Cost Assistance	5	5	5	5	5	5	4	4	4	14	14	14
Septic System Assistance	2	2	2	1	1	1	1	1	1	4	4	4
Water Well Assistance	3	3	3	3	3	3	4	4	4	10	10	10
Water Impact Fee Assistance	3	3	3	4	4	4	3	3	3	10	10	10
Wastewater Impact Assistance	3	3	3	3	3	3	2	2	2	8	8	8

The City's definition of substandard housing is determined by the City's Code of Ordinances, Chapter 19 and/or HUD Section 8 Housing quality Standards, whichever is applicable.

Part 3: Inventory of Other Units

Subsidized Housing

The City of Panama City has one of the two public housing agencies present in Bay County. The Panama City Housing Authority reported that "No new construction has occurred in low-rent housing for many years as well as no new Indian Housing or Section 8 housing in the City." The Panama City Housing Authority owns and manages 450 conventional public housing units in the City and administers 418 Section 8 Certificates and vouchers in the City and the County. Springfield Housing Authority manages 40 conventional units consisting of 24 units at the Champin Memorial Homes and 16 units at the Johnson Memorial Homes. Springfield has 378 total Section 8 units as follows: 85 units county "certificate," 21 units county "voucher," and 272 units with city certificates.

The U.S. Department of Housing and Urban Development's list of subsidized housing in Bay County dated 4/1/98 shows nine subsidized housing units all of which are located in Panama City. Since the 1998 list was published, two additional units have been added.

Project Name	Address	Type	Units Total/Sub
Edgewood Garden Apts.	3325 W. 23rd St.	Family	95/56
Edgewood Gardens Apts	3325 W. 23rd St.	Elderly/Disabled(10%)	94/3
Foxwood Apts.	1701 Hamilton Ave.	Family	100/100
Gibb Gulf Coast Village,Inc.	Loquat Ave.	Disabled	39/39
Pana Villa Garden Apts.	1802 Flowers Ave.	Family	72/72
Panama Gardens Apts.	1722 W. 17th St.	Family	100/100
Royal Arms Garden	1420 Balboa Ave.	Family	88/80
Sand Dunes Apartments	8011 Front Beach Rd.	Family	104/103
St. Andrews Towers	24 Harrison Ave.	Elderly	216/216
Magnolia Points		Family	100/100
The Reserve	Northshore	Family	200/40

The Florida Housing Finance Corporation reported 6 rental properties in Bay County as of November 1998. Four of them are in Panama City. The remaining two are in Lynn Haven and Cedar Grove.

Property Name	Address	Program	Units
Gatewood	7100 Noel Road	Housing Credit	37
Kurze I	1004 & 1012 Kurze Ave.	Housing Credit	4
Kurze II	1009-1027 Church Ave, and 1110-1028 Spring Ave.	Housing Credit	20
Northgate Terrace II*	1915 Wilson Ave.	FDIC-Affordable	

(*Not considered a subsidized unit, but Florida Housing acts as a compliance monitoring administrator on behalf of FDIC (as successor to RTC).

USDA-RECD, or Rural Development, reported nine Federal Subsidy Programs in Bay County as of November 1998. Five of these programs are in Panama City and the remaining four in Lynn Haven.

Property Name/ Address	Type	Capacity
Callaway Manor Apts., Ltd./5807 Butler Drive	Family	36
Fox Garden, Ltd./160 North Fox Ave.	Family	36
Fox Manor, Ltd./160 North Fox Ave.	Family	36
Gatewood Apts., Ltd./7100 Noel Road.	Family RA	37
Lake Garden Apts., Ltd./5707 Lake Drive	Family	36

Group Homes Licensed by the Florida Department of Children and Families

A District II report received by the City on 11/9/98 shows that The Florida Department of Children and Families shows five group homes in Panama City.

Property Name/ Address	Type	Capacity
Anchorage Children's Home (Harder House); 7310 McElvey Rd.	Child Caring	6 B&G 0-17 yrs. old
Anchorage Children's Home (McElvey House); 7402 McElvey Rd.	Child Caring	12 B&G 6-17 yrs. Old
Anchorage Children's Home (Hidle House); 707 Martin Luther King Blvd.	Child Caring/Placing	16 B&G
Catholic Social Service of Bay Co.; 3128 East 11th St.	Child Placing	Not listed
Life Management Center of NW Florida; 525 E. 15th St.	Child Placing	Not listed

Mobile Home Parks

A report from the Dept. of Children and Families and created by its Bureau of Facility Programs, Comprehensive Environmental Health Tracking System (Centrax) for the period through 11/05/98 shows 96 mobile home & RV Parks in the City of Panama City. This comprises 57% of the total 167 parks listed for Bay County.

Historically Significant Housing

The *Panama City Historic Site Survey, 1987* .identifies historic and architecturally significant properties and shows that concentrations of such structures are in the Cove, St. Andrews, and Millville areas of the City. The only property currently listed on the National Register of Historic Places is the Mckenzie House located at 17 3rd Court.

Part 4: Change to Inventory - Permits and Annexations

The final step in analyzing housing inventory is to consider elements that affect changes in the number of housing units within the jurisdiction and to update 1990 Census numbers with activity (+/-) occurring between 1990 and 1995. The resulting Total by Type that appears in the table below is also reflected in Table 2. For this Table, the Assessment combines the "Other" category with the single-family category to avoid projecting an increase for "other" units.

The Shimberg Center obtained data on the building permits for both single-family and multi-family from BEBR and adjusted them to maintain the same proportion of "permanent" to total housing stock by type as existed in 1990. This adjustment removes the seasonal component. Table 12 shows that between 1990 and 1995, there were 246 total permits, placements, and annexations.

Table 12: Change in Housing Units by Type - Permits and Annexations - 1990 - 95

	1990 - 1995 Permits				1990 - 1995 Annexation					Total Units Added by Type			
	Sng-fam*	Multi-fam	Mobile Home Placements*	Total Permits/ Placements	Sng-fam*	Multi-fam	Mob Home	Total Annexation	Total Permits & Annexation	Sng-fam*	Multi-fam	Mob Home	Total Units Added '90-'95
Panama City	241	0	-9	232	6	8	0	14	246	247	8	-9	246
County Total	4,692	792	1,006	6,490	0	0	0	0	6,490	4,692	792	1,006	6,490

Sng-fam*: 'Single Family' + 'Other'
* Mobile Home Placements - this represents the change in the number of mobile home tags issued 1990-95.
^ Activity April 1990-1995

Source: -Permit and annexation data from the Bureau of Economic and Business Research, University of Florida, July 1995.
AHNA, Vs. 3.1-1998 (SDAT_BAY/ 95IN-DATA -TAB)

SECTION 2: POPULATION/HOUSEHOLD PROJECTIONS AND HOUSING NEED

Due to differences in methodologies used for population projections in the original comprehensive plan and those used in the AHNA, the data source for this Plan, projections in the original plan were greatly overstated and subsequently so were the projections for housing need. The only projection year the past and current Plan have in common for comparison is for the year 2000. The original plan's year 2000 population projection was 38,748 in contrast to the AHNA's projection of 37,748 or 910 less than the original plan. The AHNA projects need for permanent housing for the year 2000 to be 1,609 units compared to the original comp plan's projection of 2,306 units which overstates need by 697 housing units. Although past trends are difficult to analyze due to these differences, such differences in future amendments to the comprehensive plan should be minimal due to the availability of the AHNA data provided by the Shimberg Center. The Shimberg Center is under contract with DCA to provide the AHNA which will provide future consistency in data and methodology for all jurisdictions in the State. (See pg III-11 of old FLU element for pop proj.) The following tables come directly from the latest version (3.1) of the AHNA and should provide a good base for future comparisons and trend analysis.

Part 1: Household Projections by Size and Income

The size and income of households are two factors that dictate the type and size of housing unit that a household desires and can afford. With a special tabulation by the U.S. Census, the

Shimberg Center was able to estimate/project the number of households in both size and income ranges as shown in Tables 13 and 14. Table 13 shows that the predominant household size will be 2 person housing closely followed by 1-person and 3-person household sizes throughout the 10-year planning period. Table 14 shows that the greatest number of households is projected to be in the 5-10K income category. From 1990 to 2010 the number of households grow from 835 units to 1,050 units for owner households, and grows from 1,100 to 1,267 units for renter households.

Table 13: Households by Household Size, 1990 - 2010

Panama City	All Households				
SIZE	1990	1995	2000	2005	2010
1 person	**4,254**	**4,630**	**4,806**	**5,028**	**5,255**
2 persons	**4,665**	**4,966**	**5,132**	**5,431**	**5,761**
3 persons	2,279	2,440	2,525	2,575	2,620
4 persons	1,702	1,860	1,932	1,936	1,929
5 persons	763	838	863	845	823
6 persons	256	297	316	317	314
7 persons	114	122	127	128	131
TOTAL	14,033	15,153	15,701	16,260	16,833

Bay County	All Households				
SIZE	1990	1995	2000	2005	2010
1 person	11,242	12,699	13,957	15,414	16,911
2 persons	17,273	19,290	21,274	23,709	26,281
3 persons	9,081	10,007	10,908	11,699	12,426
4 persons	7,138	7,946	8,613	8,862	9,062
5 persons	2,799	3,113	3,367	3,455	3,520
6 persons	879	990	1,087	1,131	1,172
7 persons	379	419	460	485	506
TOTAL	48,791	54,464	59,666	64,755	69,878

Source: US Census Special Tabulation of STF 3A. - AHNA, Vs. 3.1-1998 (DSUM_BAY/ HHSZ-SUM -TAB)

Table 14: Households by Household Income by Tenure, 1990 - 2010

Households by Household Income by Tenure - Summary

	Owner					Renter					
INCOME	1990	1995	2000	2005	2010	1990	1995	2000	2005	2010	INCOME
Panama City											
0-5K	477	536	562	592	617	1,080	1,142	1,173	1,212	1,254	0-5K
5-10K	**835**	**916**	**947**	**995**	**1,050**	**1,100**	**1,170**	**1,206**	**1,236**	**1,267**	**5-10K**
10-12.5K	459	495	514	542	574	443	459	466	479	497	10-12.5K
12.5-15K	330	358	370	397	426	322	363	384	393	398	12.5-15K
15-17.5K	428	456	468	495	528	322	335	341	346	357	15-17.5K
17.5-20K	344	368	371	379	390	280	303	308	303	297	17.5-20K
20-22.5K	491	505	505	532	568	302	313	316	316	318	20-22.5K

	Owner					Renter					
INCOME	1990	1995	2000	2005	2010	1990	1995	2000	2005	2010	INCOME
22.5-25K	329	355	366	394	426	221	235	237	233	233	22.5-25K
25-27.5K	403	422	432	448	470	351	373	378	370	365	25-27.5K
27.5-30K	400	438	464	499	528	192	206	207	195	186	27.5-30K
30-32.5K	501	548	575	590	603	173	183	185	184	186	30-32.5K
32.5-35K	305	334	356	376	392	146	164	173	174	176	32.5-35K
35-37.5K	364	385	398	414	435	175	198	202	196	189	35-37.5K
37.5-40K	296	310	322	345	371	103	123	135	142	147	37.5-40K
40-42.5K	220	242	252	257	263	93	95	96	105	115	40-42.5K
42.5-45K	151	169	178	187	194	74	72	70	68	68	42.5-45K
45-47.5K	239	262	280	296	310	116	135	140	135	130	45-47.5K
47.5-50K	180	185	188	198	211	46	47	49	50	50	47.5-50K
50-55K	255	281	300	314	323	65	70	72	73	76	50-55K
55-60K	211	233	246	255	263	23	28	30	30	29	55-60K
60-75K	594	676	727	758	771	53	63	65	62	59	60-75K
75-100K	220	249	272	293	310	43	53	58	60	61	75-100K
100-125K	108	117	120	120	122	0	0	0	0	0	100-125K
125-150K	44	50	51	51	54	0	0	0	0	0	125-150K
150K+	126	146	162	170	170	0	0	0	0	0	150K+
TOTAL	8,310	9,036	9,426	9,897	10,369	5,723	6,130	6,291	6,362	6,458	TOTAL

Bay County	Owner					Renter					
INCOME	1990	1995	2000	2005	2010	1990	1995	2000	2005	2010	INCOME
0-5K	1,761	2,026	2,266	2,553	2,849	1,947	2,191	2,347	2,505	2,662	0-5K
5-10K	2,563	2,931	3,270	3,693	4,141	2,287	2,495	2,652	2,800	2,958	5-10K
10-12.5K	1,628	1,825	2,018	2,220	2,427	1,314	1,433	1,530	1,612	1,721	10-12.5K
12.5-15K	1,599	1,770	1,969	2,181	2,426	1,029	1,161	1,248	1,347	1,446	12.5-15K
15-17.5K	1,514	1,693	1,872	2,064	2,287	1,313	1,467	1,572	1,655	1,745	15-17.5K
17.5-20K	1,390	1,511	1,657	1,826	2,000	1,080	1,222	1,313	1,375	1,438	17.5-20K
20-22.5K	1,871	2,050	2,251	2,459	2,680	1,092	1,180	1,238	1,276	1,336	20-22.5K
22.5-25K	1,445	1,585	1,740	1,923	2,120	853	939	998	1,037	1,079	22.5-25K
25-27.5K	1,730	1,917	2,107	2,291	2,461	820	908	959	983	1,008	25-27.5K
27.5-30K	1,624	1,796	1,976	2,151	2,333	562	621	656	670	690	27.5-30K
30-32.5K	1,606	1,784	1,964	2,127	2,286	707	758	804	842	885	30-32.5K
32.5-35K	1,298	1,441	1,606	1,757	1,911	451	501	541	542	542	32.5-35K
35-37.5K	1,432	1,583	1,738	1,890	2,042	447	524	556	572	585	35-37.5K
37.5-40K	970	1,070	1,178	1,293	1,407	332	378	415	442	463	37.5-40K
40-42.5K	1,144	1,263	1,389	1,505	1,625	282	308	331	349	373	40-42.5K
42.5-45K	916	1,017	1,134	1,245	1,346	214	238	248	254	267	42.5-45K
45-47.5K	990	1,097	1,224	1,350	1,471	261	303	325	332	341	45-47.5K
47.5-50K	806	889	999	1,106	1,212	134	161	177	188	197	47.5-50K
50-55K	1,339	1,512	1,696	1,871	2,011	283	312	331	337	346	50-55K
55-60K	976	1,120	1,247	1,368	1,476	198	244	273	285	293	55-60K
60-75K	2,088	2,385	2,674	2,938	3,143	197	235	257	260	259	60-75K
75-100K	1,160	1,321	1,499	1,698	1,882	152	169	183	194	202	75-100K

	Owner					Renter					
INCOME	1990	1995	2000	2005	2010	1990	1995	2000	2005	2010	INCOME
100-125K	389	449	500	547	590	19	21	23	23	22	100-125K
125-150K	147	166	184	196	216	10	10	10	10	10	125-150K
150K+	390	451	512	569	615	31	35	39	48	56	150K+
TOTAL	32,776	36,652	40,670	44,821	48,957	16,015	17,814	19,026	19,938	20,924	TOTAL

Source: US Census Special Tabulation of STF 3A. - AHNA, Vs. 3.1-1998 (DSUM_BAY/ AGIN-SUM -TAB)

Part 2: Estimates and Projections of Need for Housing [9J-5.010 (2) (b)]

The final phase in the AHNA provides estimates of need for housing in the base year and projections of housing need for the years 2000, 2005, and 2010. Projections are shown by total number needed, need by type, tenure, and cost or rent in Tables 15 -19. The AHNA assumed the vacancy rate (8.1%) was the same as the 1990 rate and calculated projections for permanent housing stock only, not seasonal. Need is determined by calculating the difference between the supply (est. 1995 total units) and demand. For the year 2000, Panama City's projected need for permanent housing is 1,609 units increasing to 2,218 units in 2005 and 2,838 units in the year 2010.

Table 15: Projected Demand & Need for Permanent (Non-Seasonal) Housing, 2000-2010

PERMANENT (non-seasonal) HOUSING - PROJECTED NEED

	Est. 1995	Projected Demand			Projected Need			Calculated
	Total Units	2000	2005	2010	2000	2005	2010	Vacancy Rate
Panama City	15,578	17,187	17,796	18,416	**1,609**	**2,218**	**2,838**	8.6%
County Total	63,533	71,117	77,445	83,810	7,584	13,912	20,277	

Note: Household estimates and projections for 'All Households' are estimated separately, therefore owner and renter households do not add up to total households; the differences are due to rounding and are minor. The 'County Total' of households is a sum of jurisdictions.

Source: 1990 Census. - AHNA, Vs. 3.1-1998 (HOPJ_BAY/ TENURE -TAB)

The mix between single-family construction and mobile homes is determined by local conditions. In Table 16, the Shimberg Center combined the two into a single-family homes category to project the need for single-family homes. The proportion of units by type in 1995 is applied to the number of units in demand in the 2000-2010 projection periods to project the number of units needed for each building type. Clearly, the predominant need is for single family units throughout the new planning period.

Table 16: Projected Demand and Need for Housing by Building Type

	Est. 1995 Housing Units by Type		Projected Demand by Type						Projected Construction Need by Type					
			2000		2005		2010		2000		2005		2010	
	Single Family*	Multi-Family	SF^	MF^	SF	MF	SF	MF	SF^	MF^	SF	MF	SF	MF
Panama City	11,318	4,260	12,495	4,692	12,938	4,858	13,388	5,028	**1,177**	**432**	**1,620**	**598**	**2,070**	**768**
County Total	48,746	14,787	54,537	16,580	59,384	18,062	64,252	19,558	5,791	1,793	10,638	3,275	15,506	4,771

*Single Family='Single Family' +'Mobile Home'+'Other'
^SF=Single Family
^MF=Multi-family

Source: AHNA, Vs. 3.1-1998 (HOPJ_BAY/ TYPE -TAB)

For Table 17, household estimates and projections for 'All Households' are estimated separately, therefore owner and renter households do not add up to total households. The differences are minor and are due to rounding. The 'County Total' of households in this table is a sum of jurisdictions. The predominant need for units by tenure is clearly for owner occupied units.

Table 17: Projected Demand and Need for Housing by Tenure

	1995 BASELINE		PROJECTED DEMAND FOR HOUSEHOLDS						PROJECTED GROWTH IN HOUSEHOLDS					
			2000		2005		2010		2000		2005		2010	
	Owner	Renter	Owner	Renter	Owner	Renter	Owner	Renter	Owner	Renter	Owner	Renter	Owner	Renter
Panama City	9,030	6,125	9,420	6,283	9,896	6,366	10,368	6,460	**390**	**158**	**866**	**241**	**1338**	**335**
County Total	36,656	17836	40650	19042	44816	19983	48960	20964	3994	1206	8160	2147	12304	3128

Source: AHNA, Vs. 3.1-1998 (HOPJ_BAY/ TENURE -TAB)

Land requirements for the total estimated housing need.

Tables 15-17 provide projected need of housing by type and tenure through the year 2010. Estimation of land requirements to accommodate the projected need can be made by applying an average density of 5 units per acre for SF and 12 units per acre for MF to the number of units needed with the following results:

Projection of Housing by Type from Table 16		Density (DU/Acre)		Total Acres per Type
2000	SF 1177 units	5du/per acre		235.4
	MF 432 units	12 du/per acre		36
			2000 Total	**271.4**
2005	SF 1620 units	5 du/per acre		324
	MF 49.8	12 du/per acre		49.8
			2005 Total	**373.8**
2010	SF 2070 units	5 du/per acre		414
	MF 768 units	12 du/per acre		64
			2010 Total	**478**

Note: SF = SF+Mobile Homes+Other

Affordable Housing Projections Based on Census Data

Table 18 shows projected need for rental housing and Table 19 for owner-occupied housing. For this analysis, the Shimberg Center assumed that the number and percentage distribution of households shown for 1990 by income/affordability levels remain constant for the projection period and, therefore, applied the same 1990 percentages to the projections for the years 2000, 2005, and 2010. As projected in Table 14 (Income by Tenure), the 0-5K income range shows the greatest deficit ranging from -695 units in 1995, -726 units in the year 2000, and -807 in the year 2010. Only incomes ranging from 10K to 25K show a surplus in affordable renter housing in both the City and County.

Table 18: Affordable Renter-occupied Housing Units, Estimates & Projections, 1995 - 2010

Surplus/Deficit of Affordable Renter-occupied Units

(units minus households, negative number indicates a deficit of affordable units)

	Bay County				Panama City			
Household Income Range	1995	2000	2005	2010	1995	2000	2005	2010
$0 to $5,000	-1,561	-1,717	-1,875	-2,032	**-695**	**-726**	**-765**	**-807**
$5,000 to $10,000	-546	-703	-851	-1,009	**-196**	**-232**	**-262**	**-293**
$10,000 to $12,500	1,369	1,272	1,190	1,081	*352*	*345*	*332*	*314*
$12,500 to $15,000	2,432	2,345	2,246	2,147	*592*	*571*	*562*	*557*
$15,000 to $17,500	1,576	1,471	1,388	1,298	*712*	*706*	*701*	*690*
$17,500 to $20,000	996	905	843	780	*576*	*571*	*576*	*582*
$20,000 to $22,500	103	45	7	-53	*129*	*126*	*126*	*124*
$22,500 to $25,000	-48	-107	-146	-188	*83*	*81*	*85*	*85*
$25,000 to $27,500	-448	-499	-523	-548	**-253**	**-258**	**-250**	**-245**

Household Income Range	Bay County 1995	2000	2005	2010	Panama City 1995	2000	2005	2010
$27,500 to $30,000	-244	-279	-293	-313	-137	-138	-126	-117
$30,000 to $32,500	-651	-697	-735	-778	-168	-170	-169	-171
$32,500 to $35,000	-392	-432	-433	-433	-149	-158	-159	-161
$35,000 to $37,500	-415	-447	-463	-476	-183	-187	-181	-174
$37,500 to $40,000	-269	-306	-333	-354	-108	-120	-127	-132
$40,001+	-1,898	-2,059	-2,142	-2,228	-556	-573	-576	-581
Total	4	-1,208	-2,120	-3,106	-1	-162	-233	-329

Source: AHNA, Vs. 3.1-1998 (ASUM/AFRN-TAB)

In Table 19, deficits for Owner-occupied units occur only in the 0-5K income range. In income ranges 5K and 27.5K surpluses are projected. For income ranges in excess of 27.5K, deficits are projected again. In contrast to Panama City, Bay County deficits span more owner-occupied income ranges.

Table 19: Affordable Owner-occupied Housing Units, Estimates & Projections, 1995 - 2010

Panama City Household Income Range	Surplus/Deficit of Affordable Owner-occupied Units (units minus households, negative number indicates a deficit of affordable units) 1995	2000	2005	2010
$0 to $5,000	-355	-381	-411	-436
$5,000 to $10,000	*159*	*128*	*80*	*25*
$10,000 to $12,500	*273*	*254*	*226*	*194*
$12,500 to $15,000	*618*	*606*	*579*	*550*
$15,000 to $17,500	*466*	*454*	*427*	*394*
$17,500 to $20,000	*518*	*515*	*507*	*496*
$20,000 to $22,500	*317*	*317*	*290*	*254*
$22,500 to $25,000	*169*	*158*	*130*	*98*
$25,000 to $27,500	*57*	*47*	*31*	*9*
$27,500 to $30,000	-13	-39	-74	-103
$30,000 to $32,500	-241	-268	-283	-296
$32,500 to $35,000	-126	-148	-168	-184
$35,000 to $37,500	-195	-208	-224	-245
$37,500 to $40,000	-147	-159	-182	-208
$40,000 to $42,500	-106	-116	-121	-127
$42,500 to $45,000	-52	-61	-70	-77
$45,000 to $47,500	-154	-172	-188	-202
$47,500 to $50,000	-77	-80	-90	-103
$50,000 to $55,000	-118	-137	-151	-160
$55,000 to $60,000	-106	-119	-128	-136
$60,000 to $75,000	-513	-564	-595	-608
$75,000 to $100,000	-141	-164	-185	-202
$100,000 to $125,000	-81	-84	-84	-86
$125,000 to $150,000	-32	-33	-33	-36

Household	(units minus households, negative number indicates a deficit of affordable units)			
Income Range	1995	2000	2005	2010
$150,000+	-128	-144	-152	-152
Total	-8	-398	-869	-1,341

Bay County Total

Surplus/Deficit of Affordable Owner-occupied Units

Household	(units minus households, negative number indicates a deficit of affordable units)			
Income Range	1995	2000	2005	2010
$0 to $5,000	-1,535	-1,775	-2,062	-2,358
$5,000 to $10,000	*507*	*168*	-255	-703
$10,000 to $12,500	*510*	*317*	*115*	-92
$12,500 to $15,000	*926*	*727*	*515*	*270*
$15,000 to $17,500	*1,108*	*929*	*737*	*514*
$17,500 to $20,000	*1,537*	*1,391*	*1,222*	*1,048*
$20,000 to $22,500	*926*	*725*	*517*	*296*
$22,500 to $25,000	*926*	*771*	*588*	*391*
$25,000 to $27,500	*391*	*201*	*17*	-153
$27,500 to $30,000	*289*	*109*	-66	-248
$30,000 to $32,500	*168*	-12	-175	-334
$32,500 to $35,000	*114*	-51	-202	-356
$35,000 to $37,500	-251	-406	-558	-710
$37,500 to $40,000	-4	-112	-227	-341
$40,000 to $42,500	-416	-542	-658	-778
$42,500 to $45,000	-257	-374	-485	-586
$45,000 to $47,500	-467	-594	-720	-841
$47,500 to $50,000	-359	-469	-576	-682
$50,000 to $55,000	-695	-879	-1,054	-1,194
$55,000 to $60,000	-511	-638	-759	-867
$60,000 to $75,000	-1,413	-1,702	-1,966	-2,171
$75,000 to $100,000	-724	-902	-1,101	-1,285
$100,000 to $125,000	-272	-323	-370	-413
$125,000 to $150,000	-92	-110	-122	-142
$150,000+	-392	-453	-510	-556
Total	14	-4,004	-8,155	-12,291

Source: AHNA, Vs. 3.1-1998 (ASUM_BAY/ AFOW -TAB)

Affordable Housing Projections Based on Percentages of Median Income

In the previous tables, the Shimberg Center projected need based on Census data. Alternatively, analysis of affordability can be based on percentages of median income. Based on 1990 Census data, the median income for Bay County is $24,684 (AHNA, 1998). Applying HUD's parameters

for various affordability groups to the County's median income results in the following different income affordability groups:

HUD Parameters

% of Median Income	Affordability Group
Less than 30%	Very Low Income Household
50%	Low Income Household
80%	Low/Moderate Income Household
120%	Moderate Income Household

The AHNA applied the above percentages to the Bay County median income of $24,684 and provided the following table to show the surplus/deficits of housing units for each income group by tenure for the current planning period. This analysis shows a serious deficit of renter-occupied units for the very-low (<30%) and low-income (50%) groups.

Table 20: Surplus/Deficit of Affordable Units by Income

Panama City		Cumulative Surplus/Deficit of Affordable Occupied Units by Income Category (units minus households, negative number indicates a deficit of affordable units)							
		Owner-occupied Units				Renter-occupied Units			
	Income Categories	1995	2000	2005	2010	1995	2000	2005	2010
30% of median =	$7,405	**-145**	**-187**	**-245**	**-304**	**-660**	**-709**	**-760**	**-815**
50% of median =	$12,342	76	1	**-104**	**-214**	**-532**	**-605**	**-686**	**-776**
80% of median =	$19,747	1,658	1,556	1,390	1,208	1,324	1,219	1,130	1,030
120% of median =	$29,621	2,181	2,033	1,762	1,462	1,148	1,033	967	879
200% of median =	$49,368	1,097	836	453	39	**-1**	**-162**	**-233**	**-329**

Cumulative Surplus/Deficit of Affordable Occupied Units by Income Category

Bay County

(units minus households, negative number indicates a deficit of affordable units)

		Owner-occupied Units				Renter-occupied Units			
Income Categories		1995	2000	2005	2010	1995	2000	2005	2010
30% of median =	$7,405	-761	-1,190	-1,714	-2,267	-1,560	-1,792	-2,018	-2,251
50% of median =	$12,342	-514	-1,274	-2,174	-3,112	-729	-1,134	-1,517	-1,935
80% of median =	$19,747	3,015	1,734	268	-1,304	4,212	3,528	2,905	2,237
120% of median =	$29,621	5,515	3,517	1,310	-1,021	3,584	2,699	1,963	1,149
200% of median =	$49,368	4,063	990	-2,243	-5,590	4	-1,208	-2,120	-3,106

Source: AHNA, vs. 3.1, 1998 (ASUM-AFMD-SUM)

To assist in the analysis of affordability, the AHNA also provides a cost burden table that shows the number of households paying 30% or more of income towards housing costs for the years 1990 to 2010. Table 21 shows the greatest numbers of households to appear in the less than $10,000 income range.

Table 21: Households Paying 30% or More of Income Towards Housing

Panama City Cost Burden Table - number of households paying 30% or more of income towards housing costs

	Owner					Renter					
Income Range	1990	1995	2000	2005	2010	1990	1995	2000	2005	2010	Income Range
< $10,000	572	633	658	692	727	1,718	1,822	1,875	1,929	1,987	< $10,000
$10,000 - $19,999	384	413	424	446	472	647	691	709	719	733	$10,000 - $19,999
$20,000 - $34,999	284	304	316	332	349	91	97	99	97	97	$20,000 - $34,999
$35,000 - $49,999	33	36	37	39	41	0	0	0	0	0	$35,000 - $49,999
> $50,000	47	53	56	59	60	0	0	0	0	0	> $50,000
TOTAL	1,320	1,439	1,491	1,568	1,649	2,456	2,610	2,683	2,745	2,817	TOTAL

Bay County Cost Burden Table - number of households paying 30% or more of income towards housing costs

	Owner					Renter					
Income Range	1990	1995	2000	2005	2010	1990	1995	2000	2005	2010	Income Range
< $10,000	2,295	2,645	2,974	3,377	3,803	3,602	4,002	4,282	4,554	4,833	< $10,000
$10,000 - $19,999	2,000	2,230	2,478	2,741	3,030	1,965	2,184	2,332	2,459	2,603	$10,000 - $19,999
$20,000 - $34,999	1,660	1,844	2,048	2,243	2,443	285	317	341	356	373	$20,000 - $34,999
$35,000 - $49,999	232	258	285	314	341	30	34	38	40	42	$35,000 - $49,999
> $50,000	186	215	241	267	288	0	0	0	0	0	> $50,000
TOTAL	6,373	7,192	8,026	8,942	9,905	5,882	6,537	6,993	7,409	7,851	TOTAL

Source: AHNA, Vs. 3.1, 1998 (ASUM/COST-BUR)

Projected Demand for Housing by the Elderly

As the bulge of "baby boomers" approach retirement age, affordable housing for the elderly will become a greater concern. The following table shows projected need for housing for households aged 65+ by tenure and compares the projections to 'All Householders.'

Table 22: SUMMARY TABLE - TOTAL ESTIMATED AND PROJECTED HOUSEHOLDS AGED 65+ 1995-2010

	Owner Households - Estimates & Projections					Renter Households - Estimates & Projections					All Householders - Estimates & Projections				
	1990	1995	2000	2005	2010	1990	1995	2000	2005	2010	1990	1995	2000	2005	2010
Panama City	2,899	3,158	3,193	3,258	3,373	941	1,039	1,063	1,089	1,125	3,840	4,196	4,256	4,347	4,498
County Total	8,103	9,631	10,741	11,931	13,458	1,684	1,971	2,158	2,352	2,589	9,787	11,600	12,892	14,281	16,050

*Note: The 'County Total' is calculated separately by summing the jurisdictions. Projections for "All Households" are also estimated separately and therefore owner and renter households do not add up to total households and jurisdictions do not add up to county total; the differences, however, are minor. unless otherwise noted.

Source: AHNA, Vs. 3.1, 1998 (DSUM-HS)

Portion of this NEED to be provided by private sector.

As in the past, the private sector will supply over 90% of the projected housing need provided in Tables 16-20. As shown in Table 16, for the year 2000 a total of 348 single family units and 69 multi-family units comprise the projected need. For the year 2005, the projected need is 580 single family and 115 multi-family units. The 2010 projections include 815 single family and 160 multifamily units.

Table 18 shows that the deficits (market demand) for renter-occupied units will be greatest for annual incomes under $5,000 in all three projection years (2000, 2005, and 2010) followed by modest deficits in the $5,000 to $10,000 income range. Incomes ranging between $10,000 and $20,000 actually show a surplus of units projected with more deficits projected for incomes greater than $20,000.

Table 19, like Table 18, shows the greatest deficits to also be for incomes under $5,000. Income ranges of $5,000 to $25,000 show surpluses with deficits projected again for incomes greater than $25,000.

Clearly, the greatest deficits in both the City and the County is projected to be for households with incomes under $5,000 for both renter- and owner-occupied housing. Table 20 shows surplus/deficits of affordable units by income based on percent of median income. The greatest need is projected to be for income groups in the 30% and 50% of median income, or $7,405 and $12,342 respectively.

Table 21 further supports the above data by showing extremely high numbers of households paying 30% or more of income towards housing to be those with incomes less than $10,000 followed by a modest number in the $10,000 to $19,999 income range. The same is true of the County.

Existing Housing Delivery System

The City's housing implementation program is outlined in Policy 3.9.1 and is summarized below:

The City's principal role in the existing housing delivery system is to ensure that adequate residential land area is dedicated for all income groups with regard to future population needs as well as ensure that facilities and services are available concurrent with the impacts of development. Additionally, the City can create partnerships and promote cooperation between public and private sectors to combine available resources and cost-saving measures to preserve and produce housing for Panama City residents, with special emphasis on special need groups. The City can apply for and utilize all available State and federal housing programs and hold administrators of such programs accountable for providing the maximum benefits to those in need. Through programs such as the SHIP program, deteriorating housing is addressed and existing housing stock is preserved by bringing substandard dwellings up to minimum HQS standards for safe, decent, and sanitary living conditions.

In addition to ensuring that adequate land is made available for all income groups, the City will also ensure such land is supported by adequate and well-maintained infrastructure and will expand the infrastructure necessary to accommodate new development of affordable housing.

The City will also provide infrastructure regulatory circumstances and utilize other strategies to encourage and promote the development of affordable housing.

The City recognizes that affordable housing is most effectively provided by combining available public and private resources to conserve and improve existing housing. In order to maintain an adequate supply of safe and sanitary housing, the City's goal is to bring all substandard housing up to HUD's Housing Quality Standards (HQS) which utilizes Section 8 criteria to address specific area-by-area minimums of a housing unit. Substandard and/or unsafe condition are responded to by the Building Inspector through code enforcement.

As stated above, provision of adequate sites for the very low-, low-, and moderate-income households is accomplished in part by the conservation and improvement of the City's existing housing stock. For the provision of new sites, adequate sites and intensities for all income groups are maintained on the FLUM.

The City provides for adequate sites for group homes and foster care facilities licensed/funded by the Department of Children and Families by providing for their use in the City's land development code which allows their use in several land use designations including the Residential Low Density land use category.

To further address historically significant housing, the City will use the 2000 Census data to determine blocks or areas of housing built before 1940 to target for historical study. In addition, the City will apply for available grants to conduct a study to identify such housing and neighborhoods. Conservation, rehabilitation and demolition activities will be addressed by the Building Inspector through code enforcement.

Section 4

Infrastructure Element

(Sanitary Sewer, Solid Waste, Drainage, Potable Water and Natural Groundwater Aquifer Recharge)

4. UTILITIES ELEMENT
(Sanitary Sewer, Solid Waste, Drainage, Potable Water and Natural Groundwater Aquifer Recharge)

(1) Purpose

The purpose of this element is to provide for necessary public facilities and services correlated to future land use projections.

(2) Data and Analysis

Shared Systems

Panama City shares utility systems in the areas of potable water and solid waste. In each case certain aspects of service delivery are provided by Bay County.

The City purchases potable water from Bay County on a wholesale basis. As specified by contract, the City is charged for potable water used. Charges are adjusted on an annual basis with no specific allotment or restriction on the amount of water consumed.

The City owns and operates its own water distribution system. This system also serves areas outside the City limits which are specified in the water service contract.

Solid waste is collected by the City for disposal in Bay County's solid waste disposal facilities. There is no specified allotment or capacity associated with solid waste disposal.

(1) Existing Facilities

The Utility Department operates a City-owned extensive system for the collection and treatment of wastewater. Treatment facilities include the St. Andrews Sewage Treatment Plant and the Millville Sewage Treatment Plant (STP).

Service areas for the City's sewage treatment plants are shown on Figure IV-1 at the end of this element. As shown, the St. Andrews STP serves the western half of the City and the Millville STP serves the eastern half. Comprehensive Plan Policy 4.A.5.2 prohibits provision of sewer service to areas outside the City limits.

The Millville STP serves the older, established part of the City. Predominate land use is low-density residential with strip commercial located along major thoroughfares. The downtown central business district and the Panama City Mall are also located within this service area.

The St. Andrews STP serves both an older, established part of the City and the newer, growing northern part of the City. Predominate land use is low-density residential with commercial corridors located along 15th Street, 23rd Street and Beck Avenue.

The St. Andrew STP was upgraded in 1991 to provide advanced wastewater treatment at a design capacity of 5.0 million gallons per day (mgd). The plant discharges treated effluent into St. Andrew Bay at the Michigan Avenue outfall.

The Millville Plant has recently being upgraded to a 5.0 mgd Advanced Wastewater Treatment Plant. Outfall from the upgraded facility is to St. Andrew Bay at the Martin Lake outfall.

Since the time of Plan adoption, the City's wastewater treatment plants have been connected to allow 1.0 mgd to be diverted from one plant to the other. This will help to ensure adequate treatment at both sites.

(2) Current Demand and Level of Service

Table 1 compares the current system demand with the adopted LOS and the system design capacity.

Table 1 Sanitary Sewer Facilities 1998 Demand					
	1998 Average Daily Flow	Adopted Level of Service (LOS)	Volume Over LOS	Design Capacity	Excess Capacity
Millville STP	2.894 mgd	2.7 mgd	.194 mgd	3.0 mgd (1998)	0.106 mgd
St. Andrew STP	3.097 mgd	3.15 mgd	.053 mgd	5.0 mgd	1.903 mgd
TOTAL	5.991 mgd	5.85 mgd	.197 mgd	8.0 mgd	2.009 mgd

Source: Panama City Utilities Department, 1999; 1990 Comprehensive Plan.

(3) Projected Demand

The projected demand for sanitary sewer service has been calculated based on population projections given in the Future Land Use Element. Average daily total population (residential and seasonal) was used to derive a demand factor in gallons/person/day. This factor was then applied to the peak season total population projections to determine the total demand. As shown in the following table, this results in a combined demand for the year 2010 of 7.1 mgd, compared to a combined capacity of 10.0 mgd.

Table 2 Sanitary Sewer Facilities Projected Demand 2000, 2005, and 2010				
	Design Capacity	Projected Demand by Year		
		2000	2005	2010
Millville STP	5.0 mgd[1]	6.8 mgd	6.9 mgd	7.1 mgd
St. Andrew STP	5.0 mgd			
TOTAL	10.0 mgd			

(1) Capacity upon completion of upgrades

(4) General Performance of Existing Facilities

Adequacy of Current Level of Service

The adopted LOS for Sanitary Sewer was based on 90% of the system capacity at the time of Plan adoption. The capacity of the system has been increased; therefore, the LOS Standard for Sanitary Sewer is revised to 90% of the current capacity, or 4.5 mgd for both plants. (5.0 mgd design capacity X .90 = 4.5 mgd) As shown in Table 3, the resulting combined LOS of 9.0 mgd will accommodate the projected demand for sanitary sewer service through the year 2010.

Table 3
Sanitary Sewer Facilities
Projected Demand and Capacity
2000, 2005, and 2010

	Proposed Level of Service	Projected Demand / Excess Capacity by Year		
		2000	2005	2010
Millville STP	4.5 mgd	6.8 mgd / 2.2 mgd	6.9 mgd / 2.1 mgd	7.1 mgd / 1.9 mgd
St. Andrew STP	4.5 mgd			
TOTAL	9.0 mgd			

General Condition and Expected Life of Facilities

The City's wastewater treatment facilities are both in good condition; the St. Andrew plant was expanded within the last 10 years and the Millville plant has been upgraded. The collection system has the problems typical of older collection systems. A sanitary sewer system survey was completed within the last 10 years. This survey should be updated to identify existing problems within the collection system.

Impact Upon Adjacent Natural Resources

Since the time of Plan adoption, both wastewater treatment plants have been upgraded to provide advanced wastewater treatment, thereby improving the quality of discharge to the bay system.

(5) Problems and Opportunities

The Millville Plant has been permitted and can be upgraded for an additional 1 mgd capacity with the addition of equipment upgrades. This additional capacity has been reserved for Bay County industrial park and Panama City north.

(6) Septic Tanks and Soils

According to the 1990 Census, there were 557 septic tanks in use in the City. All new developments are required to install sewer taps.

(1) Existing Facilities

Solid waste disposal for Panama City is provided by Bay County at the County's resource recovery facility or the Steelfield Road landfill. The County maintains or is responsible for all solid waste disposal facilities including transfer stations.

The City's Public Works Department is responsible for collection of solid waste within the City limits. The land uses served are predominantly residential and commercial. The City operates 6 residential routes (trucks) and 3 commercial trucks. Residential garbage and commercial construction debris are collected by City-owned trucks. Residential yard trash is collected by a private contractor.

The Bay County solid waste-to-energy incinerator has a capacity of 510 tons per day. In 1996, the average demand on the facility was only 350-450 tons per day. This demand was actually lower than desirable to operate the waste-to-energy facility to maximize electrical energy generation.

The landfill is a 280 acre site with a life expectancy through the year 2017, which is well beyond the 10 year timeframe required to be addressed by this Plan. No specific, proportionate share of solid waste disposal capability has been assigned to the City.

(2) Current and Projected Demand and Level of Service

The Panama City LOS standard for solid waste is 6 pounds per capita per day (pcpd). This standard is lower than the LOS established by the County which is 6.5 pcpd.

The following table shows the current and projected demand for solid waste disposal at the adopted LOS. The "Strategic Plan for Solid Waste System," (Bay County, 1996) did not indicate any anticipated capacity problems; rather, additional demand is needed for optimal operation of the incinerator.

Table 4 Solid Waste Capacity Analysis			
Year	2000	2005	2010
Total Population (resident and seasonal)	43,590	44,847	46,004
LOS	6 pcpd	6 pcpd	6 pcpd
Demand based on LOS	261,540 pounds/day	269,082 pounds/day	276,024 pounds/day

Source: WFRPC, 1999.

(3) General Performance of Existing Facilities

Existing facilities are adequate to meet the needs of the existing and projected population.

(4) Problems and Opportunities

In general, the City's only limiting factors for solid waste collection are equipment and personnel. Since solid waste collection is an enterprise account supported by user fees, future demand should be addressed by increased numbers of customers.

POTABLE WATER SUB-ELEMENT

(1) Existing Facilities

Panama City provides potable water to areas both inside and outside the City limits. The City purchases its water on a wholesale basis from Bay County. Under current contractual arrangements, the County provides treated water from the Deer Point Lake Reservoir for distribution within the City's designated service areas.

Operational responsibility for the system is with the Utilities Department. The geographic service area and availability of City water is shown on Figure IV-2. The service area includes most areas within the City limits and the Bayview Heights area outside the city limits.

Major components of the water system include only distribution lines and meters. The City does not own or operate wellfields or storage tanks. Under these circumstances the system has no design capacity per se. The City's lines are capable of delivering as much water as can be supplied by Bay County.

Water is treated at the Bay County Water Treatment Plant before being pumped to Panama City. The water plant is capable of treating up to 35 million gallons per day and is currently operating at approximately 55% of capacity. Average demand (system-wide) is approximately 19.5 mgd. Lows of 11 to 12 mgd occur in the winter months; the current drought situation has seen demand as high as 29.65 mgd. Average daily demand from Panama City is 6.7 mgd. (1998). Bay County is considering upgrading its treatment capacity. Although formal preparation has not begun, expansion is anticipated within the planning timeframe. The County is presently upgrading the pumping capacity of the system. When complete, the systems pumping capacity will exceed its treatment capacity.

The Bay County water system relies on the abundant surface water supply from Deer Point Lake and Econfina Creek. Under normal flow conditions, the volume of water coming into the reservoir is 550 mgd which is far in excess of demand. Water supply from Deer Point Lake is sufficient to serve the needs of the existing and projected population. However, the City has not ruled out the possibility of utilizing potable water wells in the future.

(2) Current and Projected Demand and Level of Service

Table 5
1998 Potable Water Demand

Total Population (Resident and Seasonal)	38,214
Average Daily Flow	6.7 mgd
Level of Service Provided	175.32 g/p/d

Source: Panama City Utilities Department; Calculations by WFRPC, 1999.

Table 6 Potable Water Projections			
Year	2000	2005	2010
Total Population (Resident and Seasonal)	43,590	44,847	46,004
LOS	150 g/p/d	150 g/p/d	150 g/p/d
Demand based on LOS	6.5 mgd	6.7 mgd	6.9 mgd

Source: WFRPC, 1998.

(3) General Performance of Existing Facilities

Adequacy of Current Level of Service

The level of service currently provided exceeds the adopted level of service; however, this does not indicate a need to revise the adopted level of service. Rather, it is an indication that the present supply of potable water exceeds the minimum standards.

General Condition and Expected Life of Facilities

The general performance of the existing water distribution system is good. Good quality water is delivered at adequate pressure for consumptive and fire-fighting purposes.

(4) Problems and Opportunities

Significant opportunities exist for expansion into existing service areas north of 23rd Street and west of Lisenby Avenue. Also, new service areas in Panama City north in newly annexed area south of industrial park are other possibilities for expansion.

Ongoing problems include replacement of cast iron distribution lines and development of corrosion control and flushing program.

Also, there is a possibility that the City may need to take ownership of the SR 231 elevated storage tank.

NATURAL GROUNDWATER AQUIFER RECHARGE

Panama City, and the majority of urban Bay County, does not use groundwater as a potable water source. Water is supplied by Bay County from the Deer Point Lake reservoir. There are no prime or high aquifer recharge areas in Panama City. Consequently, the City does not have additional aquifer protection regulations in its LDR's.

There are four separate hydrogeologic settings, or regions, in the Florida Panhandle. Panama City is within the Apalachicola Embayment Region. The following discussion of groundwater and geologic conditions in this region is taken from "Hydrology of the Northwest Florida Water Management District" (Northwest Florida Water Management District, 1996).

> "This region encompasses small portions of western Leon and Wakulla counties, most of Gadsden and Liberty counties, and all of Gulf County. Also included are portions of Franklin, Calhoun and Bay counties. This region is characterized by a deeply-buried Florida Aquifer System and a thick Intermediate System.
>
> The Surficial Aquifer System in this region is variable in thickness, ranging from less than 20 feet to as much as 75 feet. The aquifer is of minor importance as a ground water source. The Intermediate System is a highly complex sequence of clays, silts, sands, and low-permeability carbonates. The Intermediate System is highly effective as a confining unit within the region, limiting the amount of recharge to the Florida Aquifer System. Carbonate beds within the system provide minor sources of ground water for domestic supplies. The Intermediate System ranges in thickness from about 150 to 500 feet and is thickest along the axis of the Apalachicola Embayment. The axis of the embayment trends northeast to southwest from the Quincy area through the Port St. Joe vicinity. The Floridan Aquifer System lies more deeply buried along this axis, whereas, near the flanks, the limestone lies nearer the land surface.
>
> Ground water recharge to the Florida Aquifer System is low in the region due to the thickness of the Intermediate System, therefore, extensive development of secondary porosity in the Floridan System does not occur. The flow system is relatively stagnant, which results in the presence of highly-mineralized water in the basal portion of the aquifer. This poor-quality water is not effectively flushed from the aquifer due to the low recharge volumes and long residence times.
>
> The regional flow direction is southerly toward the Gulf of Mexico. In the northern and central portions of the region, the flow is toward the major rivers (the Apalachicola and Chipola rivers). Ground water availability is limited within the Apalachicola Embayment Region. Excessive water level declines can occur if the aquifer is over pumped. In addition, high discharge rates can cause mineralized water from below to invade the overlying freshwater zones. Although much of the water use is derived from ground

water, the Apalachicola Embayment region is the only region in which surface water is also used as a source of drinking water. The City of Quincy uses Quincy Creek as a water source, and Bay County withdraws from Deer Point Lake. St. Joe Paper Company uses water from a 23-mile-long canal which originates from the Chipola River. Historically, this region has had ground water withdrawal problems that have resulted in widespread cones of depression."

(1) Stormwater Management Plan - Current Status

Stormwater management planning is an on-going priority for the City. In 1980, a plan entitled "City of Panama City, Florida Master Drainage Plan" was developed. In 1987 the City requested assistance from the Northwest Florida Water Management District to help outline a comprehensive stormwater management program that would serve to update the City's Master Drainage Plan. A document was created presenting a plan of study for the development of a Comprehensive Stormwater Management Plan for the City of Panama City. The plan was intended to provide cost-effective solutions to current and anticipated stormwater problems in the City, addressing both flooding and environmental concerns. The plan was reviewed but not implemented.

A current, updated Stormwater Management Plan is being developed by the City. Modeling projects are underway to identify specific needs in three drainage basins: Posten Bayou, Lake Huntington, and Lake Caroline. The Lake Caroline project is being handled by City staff; the other two have been contracted out for a cost of $146,000. A fourth drainage basin, Robinson Bayou, is budgeted for study next year. This is anticipated to be a joint City/County effort with $140,000 budgeted in the City's General Fund. Following the computer modeling effort, capital projects will be scheduled to address identified needs.

(2) Current Conditions

The following description of existing facilities was taken from the "Master Drainage Plan". Assessments of existing conditions were based upon a 20-year, 24-hour rainfall event.

The study area for the development of the Master Drainage Plan comprises approximately 15,760 acres; incorporating the 201 Planning Area and contiguous lands. The study area is predominately urbanized within the city limits with a significant portion of undeveloped land outside.

The topography is generally flat except along the shorelines of the bays and numerous adjacent lakes and bayous. Elevation range from sea level to 40 feet above sea level with a large portion of the area above 30 feet in elevation. Precipitation varies throughout the year with maximum rainfall amounts occurring in the summer months, July through September. This time period, accounting for approximately 40 per cent of the average annual rainfall, is subject to severe thunderstorm and hurricane hazards.

Existing Drainage Features

Surface water runoff within the Panama City study area makes its way to St. Andrews Bay or North Bay by combinations of overland flow and flows through storm sewer and open ditch systems. The major drainage systems identified in this report outlet into one of the ten lakes and bayous adjacent to the bays: Goose Bayou, Robinson Bayou, Pretty Bayou, Posten Bayou, Lake Huntington, Lake Ware, Lake Caroline, Johnson Bayou, Massalina Bayou and Watson Bayou.

Existing drainage in Panama City is hampered, in general, by the natural features of poorly drained soils and flat topography enhanced by open ditches with inadequate capacity and inadequate or non-existent maintenance easements, antiquated storm sewer systems, continued development of natural water storage areas, erosion, and the like.

The 10 identified drainage basins within the City are described below.

1. Goose Bayou

Goose Bayou outlets directly to North Bay. The watershed is approximately 2,500 acres of developed and undeveloped land.

The primary conveyance system in this watershed is an 14,000-foot open ditch network extending northwesterly from SR 77 to Goose Bayou. Portions of the open ditch are included in the Bay County Mosquito Control District (BCMCD). The BCMCD ditches are generally quite old, 15 to 20 years, with diminished capacity due to erosion, maintenance restrictions due to limited or non-existent easements and increased development.

Existing Assessment: The Goose Bayou watershed lies within the Bay County and Panama City jurisdictions. Approximately $4.6 million (1999 dollars) of improvements have been identified for this watershed.

2. Robinson Bayou

The major trunkline outfall consists of a 28,000-foot open ditch network extending northwesterly from U.S. Highway 231, southeast of the Panama City Mall, to Robinson Bayou. The network consists of a 15,600-foot main ditch with three major tributaries and associated road crossing structures. A portion of the main ditch is effectively controlled as pond system near the downstream terminus at Airport Road. The watershed is approximately 2,267 acres of varies residential, commercial and undeveloped lands. Most of the lower reaches of the watershed (below Stanford Avenue) are outside City limits. Solutions to existing problems within this watershed and to future development impacts will require a co-ordinated and cooperative effort between the City of Panama City and Bay County.

Existing Assessment: The primary impact of the 20-year frequency event on the Robinson Bayou watershed is seen in the extensive flood storage areas occurring in the upper reaches of the watershed (in the vicinity and upstream of 23rd Street) . Much of this storage occurs in low-lying areas that are currently undeveloped and the impact is not readily apparent. Areas where the impact is observed, in terms of street and residential/ commercial site flooding, occur along reaches between Lisenby Avenue and 23rd Street, along 19th Street near Northside Drive and near Jenks Avenue, and along SR 77 in the vicinity of the Panama City Mall. Most of the City's remaining wetlands are located in this watershed. Approximately $6.7 million (1999 dollars) of improvements have been identified for this watershed.

3. Pretty Bayou

Pretty Bayou outlets directly to North Bay. The Bayou has a number of "canal" extensions, the southern-most controlled by a small dam with an overflow spillway. The watershed is approximately 600 acres of predominately residential land.

Three primary conveyance systems are located in this watershed. The first is a natural ponding area regulating flows from south of 23rd Street north through SR 390 to the southern-most extension of Pretty Bayou.

The second system consists of a 1,500-foot open ditch with associated road crossing structures extending northerly from 23rd Street, west of its intersection with SR 390, to the southern-most extension of Pretty Bayou.

The third system consists of a 3,200-foot open ditch with associated road crossing structures extending northerly from 23rd Street to a position parallel to Michigan Avenue thence to Pretty Bayou. The connection to Pretty Bayou is below the aforementioned dam.

Existing Assessment: The primary impact of the 20-year frequency event for the Pretty Bayou watershed is seen in the extensive flooding occurring along Michigan Avenue and in the residential subdivisions south of 23rd Street between Michigan and Frankford Avenues. Generally, the flooding is a result of insufficient conveyance capacity. Approximately $1.5 million (1999 dollars) of improvements have been identified in this watershed.

4. Posten Bayou

Posten Bayou outlets directly to North Bay. The watershed is approximately 1050 acres of residential and industrial-commercial development.

The primary conveyance system to be evaluated in this watershed is a 7,100-foot open ditch which parallels the north embankment of the Atlanta and St. Andrews Bay Railroad linkage to Port Panama city. Several tributary inflows from culverts under the railroad and from residential

subdivisions on the north contribute to the discharge of flows at Mound Avenue to Posten Bayou. Portions of this ditch are included in the BCMCD.

Existing Assessment: The primary impact of the 20-year frequency event on the Posten Bayou watershed is seen in the undeveloped areas east of Frankford Avenue, within the Meadowbrook and College Village residential subdivisions, and in the Hayes Park area along 19th Street. Flooding is a function of limited conveyance capacity within the outfall ditch and its associated structures. Approximately $3 million (1999 dollars) of improvements have been identified in this watershed.

5. Lake Huntington

Lake Huntington outlets through a 30 to 50-foot channel under 15th Street to St. Andrews Bay. The watershed is approximately 200 acres of predominately residential, with some commercial, development.

The primary conveyance system to be evaluated in this watershed is a combination open ditch and storm sewer network extending southwesterly from the vicinity of 17th Street. The network consists of some 650 feet of poorly defined open ditch connecting approximately 200 feet of pipe between Drake Avenue and 17th Street with over 600 feet of pipe between Chestnut Avenue, U.S. Highway 98 and Lake Huntington. Storm sewer tributaries serving portions of U.S. Highway 98 and local streets outlet to the lower pipe system.

No improvements have been identified in this watershed.

6. Lake Ware

Lake Ware outlets through a 42-inch concrete pipe under Beck Avenue to St. Andrews Bay. The watershed is approximately 175 acres of older residential areas with some undeveloped parcels.

The primary conveyance system to be evaluated in this watershed consists of the 7-acre Lake Ware, the adjacent ponding area between Drake Avenue and Hickory Avenue and the associated road crossing and control structures. In addition to direct surface flows, tributary inflows occur from poorly defined open ditches above Hickory Avenue and from Beck Avenue storm sewers.

No improvements have been identified in this watershed.

7. Lake Caroline

Lake Caroline outlets through a 10-foot channel under Beach Drive to St. Andrews Bay. Structures under 10th and 11th Streets serve to divide the lake into three sections. The watershed is approximately 560 acres of residential and commercial-industrial development.

The primary conveyance system in this watershed is a 2,360-foot open ditch network extending southerly from 15th Street (U.S. Highway 98) to the upper section of Lake Caroline.

Existing Assessment: The primary impact of the 20-year frequency event for the Lake Caroline watershed is seen in flooding of the three lake sections and in areas upstream (north) of 15th Street (U.S. 98). Flood storage occurs in the low-lying, undeveloped area bounded by Lisenby Avenue, 17th Street and the railroad. Approximately $1.8 million (1999 dollars) have been identified for this watershed.

8. Johnson Bayou

Johnson Bayou outlets through a 10-foot channel under Beach Drive to St. Andrews Bay. The watershed is approximately 518 acres of predominately commercial-industrial development.

The primary conveyance system to be evaluated in this watershed is a 2,300-foot open ditch extending southerly from the Atlanta and St. Andrews Bay Railroad linkage to Port Panama City through the pond located in Bay Memorial Park to Johnson Bayou. The pond also receives tributary inflow from residential and railroad industrial areas to the east.

Existing Assessment: The primary impact of the 20-year frequency event in the Johnson Bayou watershed is seen in the extensive flooding of the predominately commercial area lying between 15th Street (U.S. 98) and the railroad, and in the residential area south of Bay Memorial Park (Skyland Avenue and Garden Club Drive) . Both situations are the result of insufficient conveyance capacity out of the immediate area. Approximately $2.8 million (1999 dollars) of improvements have been identified in this watershed.

9. Massalina Bayou

Massalina Bayou outlets directly to St. Andrews Bay. The watershed is approximately 625 acres of commercial and older residential development.

The primary conveyance system to be evaluated in this watershed is a 3,000 foot open ditch network extending south from 9th Street through the above-mentioned tract to the Bayou at 6th Street.

Existing Assessment: The primary impact of the 20-year frequency event on the Massalina Bayou watershed is seen in flooding along 9th Street; in particular the vicinity of the 9th Street/McKenzie Avenue intersection to Magnolia Avenue. Approximately $1.6 million (1999 dollars) of improvements have been identified for this watershed.

10. Watson Bayou

Watson Bayou outlets directly to St. Andrews Bay. It is the largest bayou in the study area. The watershed is approximately 4,000 acres of residential and commercial-industrial development with much of the upper portions undeveloped.

Two primary conveyance systems are to be evaluated in this watershed. The first is a 1,300-foot storm sewer line serving 9th Street from MacArthur Avenue east to the Bayou. The second system is a 19,500-foot open ditch network extending generally south in three major tributaries from the Atlanta and St. Andrews Bay Railroad yards and the Bay Line Railroad Industrial Park area to the Bayou at 11th Street.

Existing Assessment: The primary impact of the 20-year frequency event within the Watson Bayou watershed is reflected in the extensive storage areas occurring in the predominately undeveloped and low-lying upper reaches of the watershed. Most of this area is outside City limits. Areas impacted with flooding of roads, commercial/industrial sites and residential homesites include Palo Alto Avenue between 14th and 15th Streets, 11th Street east of Sherman Avenue, and portions of the industrial complex within the Atlanta and St. Andrews Bay Railroad Yard. Approximately $1.5 million (1999 dollars) of improvements have been identified for this watershed, most of which is in the County jurisdiction.

Level of Service

The adopted stormwater level of service for Panama City is:

a. Water Quantity

For flood attenuation and drainage control the City will use the 25-year, critical duration storm event. The critical duration storm event is defined as a specific storm event which creates the largest volume or highest rate of net stormwater runoff for typical durations up through and including the 10-day duration event.

b. Water Quality

Stormwater facilities will provide retention, or detention with filtration, of runoff from the first one inch of rainfall; or, for development with drainage areas of less than 100 acres, facilities which provide for the retention, or detention with filtration, of the first one-half inch of runoff or provide for the treatment of stormwater runoff which will not degrade surface waters below pre-development levels of quality, whichever is greater.

c. The requirements of paragraphs a. and b. will not apply to the development of single-family through quadruplex residential dwellings when all of the following conditions are met:

i. Such residential dwellings are not part of a larger, common plan of development approved after the effective date of this Plan;

ii. Such residential dwellings are to be developed in an existing, established residential area or a subdivision duly recorded prior to the effective date of this Plan;

iii. The proposed development will not contribute pollutants which will cause runoff from the immediate drainage area to degrade the water quality of receiving waters below existing conditions, and;

iv. The proposed development will not increase the potential for flooding.

Regulations and Programs

State:

Chapter 17-25, Florida Administrative Code: "Regulation of Discharge"; Department of Environmental Protection (DEP).

Permits are required for stormwater discharge (drainage) facilities that discharge into the waters of the state, including wetlands. The objective of this rule is to obtain 80-95% removal of pollutants before discharge to receiving waters. Rule requirements involve treatment of the first inch of runoff for sites greater than 100 acres in size and the first one-half inch of runoff for sites 100 acres or less. Exemptions to the permit requirements are provided for: 1) facilities serving individual sites for single-family, duplex, triplex or quadruplex units; 2) facilities serving dwelling unit sites which are less than ten acres in total land area, have less than two acres of impervious area, and which comply with local stormwater management regulations or discharge to a permitted regional facility; and, 3) facilities for agriculture or silvacultural lands which have approved management plans.

Chapter 14-86, Florida Administrative Code: "Drainage Connections"; Florida Department of Transportation (FDOT).

The purpose of this rule is to "ensure safe conditions and the integrity of the Department's (DOT) transportation facilities and to prevent an unreasonable burden on lower properties by providing standards and procedures for drainage connections from the properties adjacent to the

Department's right-of-way". Permits are required from DOT for drainage structures that connect with or drain into DOT drainage facilities. Exceptions are provided for in the rule.

Chapter 373, Florida Statutes; Northwest Florida Water Management District.

The governing boards of the Water Management Districts exercise broad statutory powers under Chapter 373, Florida Statues in regard to water resources of the state.

Chapter 17-12, Florida Administrative Code: "Dredge and Fill Activities"; Department of Environmental Protection.

Requires permit approval by DEP for dredging and filling in areas determined to be under state jurisdiction. In order to obtain a dredge and fill permit, the applicant must provide reasonable assurance that state water quality standards will not be violated and the proposed project will not be contrary to public interest Within Outstanding Florida Waters, the project must be clearly in the public interest. In making the public interest determination, DEP must "consider and balance" such factors as the public health, safety, and welfare, the conservation of fish and wildlife, erosion and schooling, fishing and other recreational values, and the current condition and relative value of the affected area. The department must also consider measures proposed by the applicant which would mitigate the adverse effects of the project.

Local:

Panama City - City Ordinance 1755 entitled "Land Development Regulations (LDR), City of Panama City, Florida" includes provisions for stormwater management as part of its "General Development Standards." The regulations require developers to submit a stormwater and erosion control plan that demonstrates that stormwater will be managed consistent to the adopted level of service standards within the Comprehensive Plan. The regulations specifically addressed pollution control, flood control, and erosion and siltation control. Provisions are also included with regard to adherence to, and maintenance of, stormwater and erosion control plans.

Bay County - County Ordinance 86-05 entitled "Land Subdivision Regulations of Bay County, Florida" includes provisions for drainage of subdivided developments. The ordinance includes provisions for drainage of subdivided developments. The ordinance requires that preliminary plans include: (1) "an overall topographical map showing one foot contours based on National Geodetic Vertical Datum of the land to be subdivided together with an estimate of the number of upland acres contributing runoff water to the land under consideration and the points of entry of such upland runoff water," and; (2) "a drainage plan showing any proposed or existing storm sewers, culverts, drainage canals, bridges, easements for drainage and final disposal of drainage collected within the land to be subdivided, and location of outfall ditch right-of -way." Drainage plans are to be based on the rainfall intensity, duration, and frequency curves from the Florida Department of Transportation "Drainage Manual" (Ch. 14-86, FAC) using the 25-year frequency.

Specifications are also given for width of drainage easements and composition of stormwater culverts. Proof that all necessary governmental approvals have been obtained is required to be submitted by the developer with the final plat.

Impacts on Natural Resources

The City storm sewer and drainage system, as well as the FDOT drainage system, discharges into local estuaries. The extent of pollution caused by these discharges has not been researched in any degree of detail. It is known that stormwater discharges do cause sedimentation in local bayous and bays and it can be assumed that other pollutants are entering surface waters.

The City can abate increased stormwater pollution by application of standards found in Chapter 17-25, FAC and through improvements to its existing drainage system. The City should also become involved with Bay County in the preparation of a county-wide drainage study which should focus on both the qualitative and quantitative aspects of stormwater management.

Needs Assessment

Drainage and localized flooding have been recurring problems for the City. The 1980 "Master Drainage Plan" identified a program of improvements which was based upon storage of stormwater in currently undeveloped areas and upgrade of the existing drainage system.

A successful drainage or stormwater management program for the City must be predicated upon two essential components: 1) a strong stormwater control ordinance to address potential problems from future development, and; 2) improvement of existing drainage facilities to remedy current problems. The City is currently in the process of updating the 1980 "Master Drainage Plan". This should result in a program of capital improvements which can be implemented over the next several years. Upon completion, this update will be included in this plan sub-element and the capital improvements element.

Section 5
Coastal Management Element

5. COASTAL MANAGEMENT ELEMENT

(1) Introduction

The purpose of this element is to plan for and where appropriate restrict development activities where such activities would damage or destroy coastal resources; and to protect human life and limit public expenditures in areas that are subject to destruction by natural disaster.

Chapter 9J-5, F.S. defines the "coastal planning area" as an area of the local government's choosing that must include "water and submerged lands of oceanic water bodies; shorelines adjacent to oceanic waters or estuaries; coastal barriers; living marine resources; marine wetlands; water-dependent or water-related facilities on oceanic or estuarine waters; public access facilities to oceanic or estuarine shorelines; and all lands adjacent to such occurrences where development activities would impact the integrity or quality of the above." The Coastal Planning Area for Panama City is outlined on the Coastal Planning Area Map in Appendix I.

The hurricane evacuation and hazard mitigation portions of this element also include the "hurricane vulnerability zone," or those areas "requiring evacuation in the event of a 100-year storm or Category 3 storm event." Areas requiring evacuation for a category 1 hurricane are further defined as "coastal high hazard areas." The Bay County evacuation zones, as identified in the Northwest Florida Hurricane Evacuation Study, are shown on the Evacuation Zones Map in Appendix I.

Those portions of this element related to water quality, water quantity, estuarine pollution, or estuarine environmental quality include "all occurrences within the local government's jurisdiction of oceanic waters or estuarine waters."

(2) Existing Land Use and Economic Base of the Coastal Planning Area

As shown on the Coastal Planning Area Map, the predominant land use within the coastal area is residential followed by public/institutional, industrial, commercial and recreation in descending order. There is very little vacant land remaining within the coastal area.

Conflicts Among Shoreline Uses and Need for Water Dependent and Water Related Sites

Conflicts among these uses involve incompatible adjacent land uses and/or competition between water-dependent uses and other uses. Water-dependent uses are defined as those activities which can be carried out only on, in or adjacent to the water and include ports, marinas, waterfront recreation, electrical power plants or water supply. Of these, only ports, marinas and waterfront recreation are applicable water-dependent uses.

Apparent conflicts exist in areas adjacent to Port Panama City and in the industrial area along the eastern shore of Watson Bayou. In these areas, water-dependent industrial uses are surrounded and constrained by residential or commercial uses.

Existing marinas are also constrained by adjacent development and by the presence of seagrass beds along most of the shoreline. Due to existing land use patterns and regulations, it is doubtful that any new marina development will occur except in areas adjacent to an existing marina.

Areas in Need of Redevelopment

The City's 1990 Comprehensive Plan identified three areas as being in need of redevelopment: the Downtown Improvement Area, the St. Andrews commercial district, and the eastern shore of Watson Bayou. These areas are shown on the Coastal Planning Area Map.

Since adoption of the 1990 Comprehensive Plan, the St. Andrews area has been designated a Waterfronts Florida Community. The Waterfronts Florida Partnership is a joint effort of the Florida Coastal Management Program of the Department of Community Affairs (DCA) and the Successful Communities Institute of 1000 Friends of Florida designed to provide training, general technical assistance, and limited financial assistance, to help support and implement waterfront revitalization efforts at the local level.

Economic Base of the Coastal Area

The economic base of the coastal area does not differ substantially from that of the City as a whole. The Port of Panama City, Gulf Coast Community College/Florida State University, and Stone Container Corporation are the largest employers in the coastal area. To a lesser degree, fishing and motels also contribute to the City's economy.

Impacts of Development on Natural Resources

The entire coastal area of the City is currently developed. Existing environmental impacts include water quality and sedimentation problems caused by stormwater runoff, loss of habitat including wetlands, and loss of seagrass beds in boat channels.

Since the future land use concept is based predominantly upon maintaining existing land use in conjunction with redevelopment of selected areas, it is doubtful that any major impacts will occur. Even so, potential impacts for each of the resources listed in s.9J-5.012(2)(b) will be addressed here.

Vegetative Cover: The majority of the coastal area has been adapted for urban development. Natural vegetation is confined to that which remains in yards or in scattered vacant lots. In many cases, exotic plants have been introduced for landscaping purposes.

Wetlands: There are very few wetland areas or coastal marshes remaining in the coastal area except on airport property. Those that do exist are fringed by urban development. Any future disturbance of these areas will require a permit from DEP.

Areas Subject to Coastal Flooding: Areas subject to coastal flooding within Panama City are delineated on Flood insurance Rate Maps, Panel Numbers 120012 0005 D and 120012 0010 D. As shown, the A Zone extends along the shoreline of St. Andrew Bay and included bayous and North Bay including bayous.

Along St. Andrew Bay the A Zone is located relatively close to the shoreline extending approximately 100 feet landward for most of the shorelines length. The A Zone extends further landward along North Bay, particularly in the northwest part of the City adjacent to Robinson Bayou and Goose Bayou. Minimum first-floor elevations range from 4 to 7 feet in the A zones.

In most cases, development in the A Zone preceded the adoption of the City's Flood Damage Prevention Ordinance. As a result, some structures are not elevated above the base flood elevation or, for commercial structures, adequately flood proofed.

Any future development or substantial redevelopment must be constructed in compliance with the City's Flood Damage Prevention Ordinance. This includes structures that are damaged 50% or more of market value.

Wildlife Habitat: Due to its urban character, particularly in the coastal area, there is relatively no vacant land which could be considered prime wildlife habitat. The remaining tress and landscaping normally associated with residential development does provide habitat for those species customarily found in an urban environment. Wildlife habitat in Bay County is shown on Figure 19.

Living Marine Resources: The entire bay shoreline of Panama City is fringed by seagrass beds which provide habitat for numerous marine species. These seagrass beds provide the basic foundation of the estuarine food chain and are the key component of maintaining a healthy estuarine environment.

In areas such as boat channels and marinas there is a noticeable breach in the chain of seagrass beds. This can be attributed to dredging, boat traffic and increased siltation. Care should be taken during future development and redevelopment to ensure that seagrass beds are not damaged further.

It is generally accepted that the principle source of estuarine pollution in the bay system is stormwater runoff. Excessive sedimentation and pollutant loading during heavy rains have negative impacts on living marine resources. The City is aware of this condition and is placing priority status on stormwater management as part of the drainage element.

Impact of Development on Historic Resources

There are a number of historic or architecturally significant resources within the coastal area. Most of these represent recent history dating back to the early 1900's. Pre-1900's sites have been largely torn down or redeveloped to the point of losing their historic significance.

During 1987, the City completed the Panama City Historic Site Survey which included all areas within its municipal jurisdiction. This survey lists historic or architecturally significant sites and structures which have been subsequently placed on the State Master File. Concentrations of sites and structures were identified in Millville, the Cove, and the St. Andrews areas. The historic survey provides the basis for evaluating historic significance as part of the development review process. Areas with concentrations of historic or architecturally significant sites should be given special status on the Future Land Use Map so that impacts of development can be determined, and rehabilitation efforts encouraged.

Estuarine Pollution

Panama City is located on St. Andrews Bay and includes within its City limits a number of bayous. These estuarine resources are vulnerable to the impacts of urban development, not only from Panama City, but also from Bay County and the other municipalities within the St. Andrews Bay watershed.

In 1998 the U.S. Fish and Wildlife Service published an "Environmental Contaminants Evaluation of St. Andrew Bay, Florida." This report concludes that "the sediments of the open waters of St. Andrew Bay, North Bay, East Bay, and West Bay have experienced little or no contamination by metals, organochlorine pesticides, PCB, PAHs, or aliphatic hydrocarbons, except for some sites between the Dupont Bridge and the Panama City Marina in the lower bay." However, "a significant number of the sampled bayous of the St. Andrew Bay ecosystem have experienced contamination." The most severely contaminated bayous include Watson Bayou and Massalina Bayou. "There is also some justification for concern" regarding Robinson Bayou and Lake Huntington.

The report also states that "potential generic sources of contamination into the Bay probably are, or were: urban stormwater runoff, atmospheric deposition, municipal and industrial point source discharges, unregulated marine repair facilities, vessel discharges and historic oil spills."

The report provides recommendations grouped into the following categories: Research, Ecosystem Management, Industry, County and Municipal governments, and State and Federal Governments. The recommendations to County and Municipal governments are listed below.

1) Design and implement a coordinated management system that provides for the control of all urban stormwater draining into St. Andrew Bay, and the conservation of wetlands, the Bay, and its tributaries.

2) Encourage the education of, and voluntary actions by, city and county citizens related to proper land management, and the appropriate application of residential and agricultural fertilizers, herbicides and pesticides.

3) Participate fully in the planning and implementation activities of the U.S. Coast Guard's Northwest Florida Oil and Hazardous Materials Spill Prevention and Response Plan, as it applies to St. Andrew Bay.

Public Access

The City maintains nine waterfont access recreation sites with a total of 59.65 acres

Existing Infrastructure

Infrastructure within the designated coastal area includes roads, bridges and infrastructure necessary to serve the existing development. Storm surge maps indicate that several areas within the coastal planning area may be inundated during a category 1, with all coastal areas of the City impacted by a category 5 storm; therefore, considerable damage to existing infrastructure can be anticipated.

Dredge Spoil Disposal

Dredge spoil disposal sites necessary to accommodate the Port of Panama City are located on Audubon Island and at the Port site. These sites are adequate to meet the existing and future needs of the Port.

(3) Hurricane Evacuation Planning

The information included in this section was taken from the "Northwest Florida Hurricane Evacuation Restudy," prepared by Post, Buckley, Schuh and Jernigan for the U.S. Army Corps of Engineers, November 1997.

Hurricane Vulnerability Zone

Evacuation zones for Panama City have been delineated for each hurricane intensity category. These zones are shown on the "Bay County Evacuation Zones" map.

Persons Requiring Evacuation

The larger evacuation zones are made up of groupings of smaller zones for which dwelling unit and population data are available. Table 1 presents the evacuation zones along with dwelling unit and population information for the City.

Table 1
Evacuation Zone Data

Storm Category	Evacuation Zone Number	Permanent Occupied Units	Mobile Home Units	Seasonal Tourist Units
1	8	1,581	133	0
2-3	13	778	66	0
	14	5,631	249	1,088
	15	3,250	629	112
4-5	21	5,524	294	0
Total		16,764	1,371	1,200

Source: "Northwest Florida Hurricane Evacuation Restudy," Post, Buckley, Schuh and Jernigan, November 1997.

Shelter Space Availability

The projected demand for public shelter in Bay County is expected to exceed shelter capacity. Table 2 shows the demand and availability of public shelter capacity for Bay County.

The County is presently addressing the need for additional shelter space by retrofitting public schools and through public education. Public schools that serve as shelters are being retrofitted with storm shutters to increase the available shelter area within each school. Upon completion of this project, the data in the "Northwest Florida Hurricane Evacuation Restudy" will be updated. Public education efforts are aimed at encouraging populations within evacuation zones to evacuate while reducing the number of evacuees from areas outside of evacuation zones.

Table 2
Public Shelter Demand/Capacity
Bay County
Year 2000

Scenario	Maximum Public Shelter Demand	Public Shelter Capacity
Category 1 low tourist occupancy	5,500 people	4,614 people
Category 1 high tourist occupancy	6,900 people	
Category 2 - 3 low tourist occupancy	9,100 people	
Category 2 - 3 high tourist occupancy	11,200 people	
Category 4 - 5 low tourist occupancy	12,100 people	
Category 4 - 5 high tourist occupancy	14,700 people	

Source: "Northwest Florida Hurricane Evacuation Restudy," Post, Buckley, Schuh & Jernigan, Inc., November 1997.

Evacuation Routes and Times

The main hurricane evacuation routes through Panama City are US98, US231, SR77, SR390, SR368, and SR389. Critical roadway segments include the Hathaway Bridge and the US98 and US 231 intersection. The Northwest Florida Hurricane Evacuation Restudy measured clearance times for the County and at County exit points based on evacuation zones. Table 3 shows this information by hurricane category. The Category 2-3 storm would evacuate the County in 10.44 hours with a low tourist occupancy. With a high tourist occupancy and the same storm intensity, evacuation could take up to 15.2 hours. The clearance times for a Category 4-5 storm would require 13.81 hours for a low tourist occupancy situation and up to 18.92 hours for a high tourist occupancy situation. The highest clearance times occurred at Hathaway Bridge and the junction of US 231 and SR 20.

Table 3
Bay County Clearance Times (in hours)

	Year 2000		Year 2005	
CATEGORY 1 HURRICANE	Low Seasonal Occupancy	High Seasonal Occupancy	Low Seasonal Occupancy	High Seasonal Occupancy
Rapid Response	6 ¾ (5 ¾)	11	7 ½ (6 ½)	12 ¼
Medium Response	7 ½ (6 ½)	11 ½	8 ½ (7 ¼)	12 ¾
Long Response	9 ½ (9 ½)	12 ¾	10 ½	14 ¼
CATEGORY 2-3 HURRICANE				
Rapid Response	9 ¾	14 ¼	11	16
Medium Response	10 ¼	14 ¾	11 ½	16 ½
Long Response	11 ¼	15 ½	12 ½	17 ¼

Table 3 Bay County Clearance Times (in hours)				
	Year 2000		Year 2005	
CATEGORY 4-5 HURRICANE				
Rapid Response	13 ¼	18 ½ (16 ¼)	14 ¾	20 ½ (18)
Medium Response	13 ½	18 ¾ (17 ¼)	15	21 (19 ¼)
Long Response	14 ¼	19 ½ (17 ¾)	16	21 ¾ (19 ¾)
Source: Northwest Florida Hurricane Evacuation Restudy, Technical Data Report, 1998. Times in parentheses reflect using participation rates of less than 100% in the areas to be evacuated.				

Impact of Development

Development within the coastal planning area would not measurably impact hurricane evacuation times. Very little vacant land in this area is available for development.

Hazard Mitigation

Panama City has participated in the preparation of the Bay County Hazard Mitigation Strategy (Bay County Intergovernmental Hazard Mitigation Committee, 1998). Included in that document is a list of mitigation initiatives for each local government. Those mitigation initiatives identified for Panama City are as follows:

Public Facility Storm Shutters
Lift Station Flood-Proofing
Downtown/St. Andrews Marinas - breakwater/seawall, utility service upgrades
Land Development Regulations and Ordinance Revisions

Post-Disaster Redevelopment

In Panama City, the Future Land Use map largely mirrors existing land use. Any post-disaster redevelopment is likely to reflect existing development with the only change being an adherence to the current building codes.

PORT MASTER PLAN SUB-ELEMENT

(1) Purpose

Provide guidance to the Panama City Port Authority on maintenance and expansion activities for properties owned or administered by the Port Authority. This sub-element is further intended to promote the coordination and consistency of planning activities between the City of Panama City, Bay County and the Port Authority.

(2) Data Summary Findings

Data and analysis from which this subsection was drawn can be found in the Port Master Plan - Data and Analysis Summary and the Port Master Plan-Environmental Assessment. Each of these documents provides detailed information upon which this sub-element is based. The data summary descriptions contained herein are specifically intended to track the port maintenance and expansion requirements of ss. 9J-5.012(4)(d), FAC.

(a) Economic Assumptions

Principal economic assumptions upon which this plan is predicated involve: growth scenarios as outlined in the Port Master Plan prepared in 1984 (Booz-Allen & Hamilton); continued availability of spoil sites for dredging projects; and, increase in project cargos and offshore petroleum exploration activities. Each of these is summarized as follows.

The Port Master Plan prepared in 1984 was specifically oriented toward assessing market and cargo potential for the purpose of estimating potential economic growth. Conclusions relating to economic assumptions produced by this plan are as follows.

1. Cargo currently handled at the Port of Panama City should grow by nearly eighty percent between 1983 and 2000. Under a very healthy economic climate and with a vigorous and successful marketing program, the Ports cargo volume could, by the turn of the century, be 3.5 times the current levels.

2. The Port should also be successful in attracting one or more new types of cargo.

3. The Port will require additional berth and warehouse capacity to meet the probable and high cargo projections. Additional warehouses may be needed as soon as 1988. (Note: The 1988 prediction has proven to be correct.)

4. A two-phased master plan is recommended for the Port of Panama City.

The first phase is designed to upgrade and enhance the Port from an operational perspective, while the second phase is responsive to the growth objectives of the Port Authority Board.

5. There is a high likelihood that the Port will not be able to finance the master plan solely through the use of internally generated capital.

Each of the preceding conclusions is still considered to be valid for current planning purposes.

The continued economic viability of Port operations is directly linked to the Port's ability to maintain adequate berthing depths and create new berthing areas in response to new markets. Due to its location the Port is severely constrained in its capacity to lease available land and concurrently provide upland sites for disposal of dredged material. Under these circumstances, expansion of Port property will be vital to maintaining and enhancing economic opportunities.

Additional project cargos and offshore petroleum activities are anticipated to generate significant revenues during the ten-year planning timeframe. Additional deep-water berthing areas and warehousing will be needed to accommodate demand generated by these activities.

(b) Changes in Shipping Technologies and Port Operations

The Master Plan, as envisioned in 1984 and in this sub-element, is predicated upon upgrade and expansion of facilities that have been traditionally used at the Port. Upgrade and expansion activities described herein will be driven by demand for traditional cargo handling rather than in response to changing technologies.

Operational changes could occur as a result of petroleum exploration activities. These changes would be manifested in handling different types of cargos than those usually moved through the Port. As currently envisioned, these operational changes would be conducted primarily by service companies and oil companies rather than port personnel.

(c) Types and Volumes of Commodities

It is important to realize that the types and volumes of cargos handled at the Port will be in direct response to changing market conditions and, while estimates can be made, market forces will ultimately dictate throughputs. Based on conclusions presented in the 1984 Master Plan and the characteristics of cargos handled in recent years it is anticipated that forest products, steel, and bulk cargos will continue to dominate throughput tonnages. Project cargos and offshore petroleum exploration are also

anticipated to influence future Port operations generating demand for additional facilities.

As currently anticipated, forest products will continue to grow by 3% - 6% per year under the probable to high outlook scenarios. Under the probable outlook, forest products will grow from 250,000 to 450,000 tons per year. The high outlook scenario anticipates increases to 800,000 tons per year by the late 1990's.

Steel products are anticipated to grow by 4% - 9% per year under the probable to high outlook scenarios. The probable outlook scenario anticipates a growth rate of 4% per year through 2000 which represents an increase from 100,000 tons per year to over 150,000 tons per year through the 1990's. The high outlook scenario anticipates growth rate of 9% per year through 2000 which represents an increase from 100,000 tons per year to 250,000 per year by 2000.

Bulk cargo (clay, peanut products, gravel, etc.) are anticipated to experience very little to no growth under the probable outlook scenario. Tonnages are anticipated to remain relatively constant at an average of 100,000 tons per year through 2000.

The Port Authority has commitments from an international client located at the Port for expansion of existing facilities. A crucial component of accommodating this client's needs will be additional berthing area along the south dock. Expansion of the south dock in conjunction with the committed industrial expansion will promote important economic development objectives of this Plan.

It should be noted that the lack of existing deepwater berths and warehouse space is currently causing an inability to accommodate some available cargo shipments. Without further improvements and expansions the Port will be unable to accommodate these cargos as well as anticipated future cargo growth.

(d) Expansions to In-Water and On-Land Facilities

Expansions and improvements to in-water and on-land facilities are driven by a combination of needs to both service existing cargos and accommodate anticipated future growth. Principal expansion activities involve creation of new deepwater berthing areas, construction of additional warehouse space, and acquisition/availability of additional Port property. A vital consideration is the capability to dispose of spoil material caused by construction and maintenance dredging activities. The ten-year planning concept envisioned by the Port Authority, based on needs identified in the Data Summary Volume, embodies the ability to make available additional Port property and facilities while concurrently disposing of dredged material. A description of the Port's ten-year maintenance and expansion program as presented in the Data Summary Volume is as follows.

Recommendations for needed expansions to in-water and on-land facilities

contained in this section are predicated upon considerations presented in the Data Summary Volume, as well as discussions with Port Authority Members. Expansion projects will be presented in five-year, ten-year and ten-plus year planning timeframes.

Another critical consideration for both maintaining existing operations and expansion of facilities/operations is disposal of dredged spoil. Spoil disposal and future expansion are inseparably linked and represent a prominent factor in maintaining the economic viability of the Port. This is important in that ports in general, and deepwater ports in particular, have been recognized through federal, state and local legislation as being vital to international commerce and national defense. In this regard, a clearly defined public purpose for port operations has been established at virtually every level of government.

The general concept which should guide expansion activities is based upon the medium to high growth scenarios described in previous sections, and on needs perceived by port staff and board members. This concept involves:

- Deepening of existing berths to accommodate deep-draft vessels;
- Increasing available warehouse and storage space;
- Providing additional bulkhead and berthing areas, and;
- Integrating spoil disposal into expansion plans.

These general concepts should be embodied in the Master Plan through the following projects. Impacts on infrastructure, dredged material, and natural resources caused by maintenance and expansion activities are assessed as part of each project description.

FIVE-YEAR EXPANSION ACTIVITIES

1. PROJECT: Expansion of West-3 Warehouse

Year: 2001-2004

Purpose: Expansion of West-3 warehouse is needed to accommodate demand for specialty cargo generated by an existing customer. The specialty cargo requires exceptional cleanliness and operational conditions. Additional warehouse space is needed to accommodate demand for these special conditions. The proposed project is in response to existing need for additional specialty warehouse space.

Description: W-3 currently contains approximately 60,000 SF of warehouse space dedicated to specialty cargo. The proposed project would add an additional 40,000 SF to accommodate existing and projected demand for space to house similar cargo.

Permits: Building Permit, DEP Stormwater Discharge Permit.

Estimated Cost: $700,000

Funding Source: General Revenue

Environmental Impacts: The proposed project represents an addition to an existing structure. The warehouse addition will be located in an open area which contains grass and pavement. Under these circumstances, impacts from project development are anticipated to be minimal. Creating additional impervious surface will generate higher volumes of stormwater runoff. This impact will be addressed through issuance of a DEP stormwater permit.

Land Use Impacts: The proposed project will be located entirely on Port property adjacent to existing maritime operations. Under these circumstances, impacts on adjacent land uses are anticipated to be minimal.

Infrastructure Impacts: The proposed project will generate a need for additional potable water, sanitary sewer, and drainage. Potable water will be used for fire protection and consumption, while additional sewer will be needed for 1 or 2 restrooms. Impacts on the overall infrastructure system caused by these improvements will be negligible. Drainage impacts will be addressed as part of the required DEP stormwater permit and will be incorporated into the design phase of the project.

Management of Dredged Material: The proposed project does not involve dredging or spoil disposal.

2. New South Dock Apron Construction

Year: 1999-2000

Purpose: Provide working area for handling cargo for ship and barge traffic in new berthing areas completed 1998-99.

Description: The project will be constructed entirely within the confines of the existing Port property and will not involve additional property acquisition. The apron will be approximately 90 feet wide X 500 feet long. The apron will contain rail for movement of cargo by railroad.

Permits: FDEP Stormwater

Estimated Cost: $525,000

Funding Source: General Revenue and Grants

Environmental Impacts: The only environmental impact will be stormwater and this will be addressed in FDEP permit.

3. PROJECT: New Warehouse, South of East No. 2 and New Perimeter Road Access

Year: 1999-2002

Purpose: New warehouse space 30,000 s.f. is considered necessary to accommodate anticipated argues under the medium to high growth scenarios. The warehouse is intended to provide space for forest products, bananas, and other bulk cargo.

The new perimeter road will allow for better traffic circulation for existing industry and port facilities located within the Port area. This will also allow an alternate access to U.S. 98.

The new paved road will be 24 feet wide x 1800 feet in length with an automatic gate for connection to 18th Street. Constructed on prepared subgrade with asphalt base and pavement.

Description: East side of the Port, south of the warehouse presently leased to Wellstream.

Permits: Building Permit, FDEP Stormwater Permit

Estimated Cost: $850,000

Funding Source: General Revenue and Grants

Environmental Impacts: The proposed project will be located on existing impervious surface in an area currently used for industrial operations. Environmental impacts from project development are anticipated to be minimal. Drainage impacts will be addressed as part of the DEP stormwater discharge permit which will be incorporated into the design phase of the project.

Land Use Impacts: The new warehouse will be located entirely on Port property in an area currently used for maritime operations. Impacts on adjacent land uses are anticipated to be minimal.

Infrastructure Impacts: The proposed project will generate a need for additional potable water, sewer, and drainage. Potable water will be used for fire protection and consumptive uses, additional sewer will be needed for at least two restrooms. Impacts on the overall infrastructure system caused by these improvements are anticipated to be minimal. Drainage impacts will be addressed as part of the DEP stormwater permitting process.

4. PROJECT: Upgrade Channel to West Dock for Enhancement of Operation and Safety and Stabilize East Side of Audubon Island

Year: 1999-2001 Project delayed due to funding

Description: Increase channel width along existing west dock by 100' for a total of 250' operating width x approximately 1,850' in length. This will allow passage of ships in the channel.

Permits: FDEP and Corps of Engineers Dredge and Fill Permit

Estimated Cost: $600,000

Funding Source: General revenue and grants

Environmental Impacts: The environmental impacts are expected to be minimal as there are no bottom grasses in the area. All impacts will be addressed in the FDEP dredge and fill permit.

5. PROJECT: Local Share of Harbor Deepening Project (25% - 35%)

Year: 1999-2002 This project is local share of Federal Program

Estimated Cost: $993,000

6. PROJECT: Voluntary property acquisition in vicinity of existing Port boundaries and Bay Industrial Park owned by Port Panama City

Year: 1999-2004

Estimated Cost: $5,800,000

Funding Source: Trust funds set apart for this purpose, proceeds from land sales, grants, revenues from bond issues, general revenues.

7. PROJECT: West Bulkhead Extension

Year: 1999-2001

Purpose: Provide additional berthing area for movement of project cargo. Additional berthing space is needed to accommodate the needs of existing clients and for attracting new industry to Bay County.

Description: The proposed 900' extension to the West Dock at the Panama City Port will provide additional berthing for ships requiring a 32-foot draft. Construction to include cruise ship facilities at this location and on newly acquired property to the west. In addition, this extension will complete the west dock facility at the Port. The permit which is being sought for this project is for a 32-foot dredge depth with an allowance for a 2-ft overdredge. All dredging operations will be accomplished by hydraulic dredge. This is the same methodology as has been utilized at Port Panama City for all dredging operations.

Permits: FDEP and Corps of Engineers Dredge and Fill Permit and approval of the Internal Improvement Trust Fund.

Environmental Impacts:

a. Wetlands: There are no wetlands on or near the project site.

b. Beaches and Dunes: There are no naturally occurring beaches or dunes at the project site. The shoreline is comprised entirely of rip-rap material.

c. Submerged Lands: The proposed project will involve the excavation of 167,000 cubic yards of material seaward of the mean high water line.

d. Floodplains: Floodzone A is located is located along the existing bulkhead line. The proposed project will have minimal impact on increased potential for flooding

e. Wildlife Habitat: Except for Audubon Island, no areas of significant terrestrial wildlife habitat are located on or near port property. Given this situation and the fact that the area is currently used for industrial activities, it is unlikely that terrestrial wildlife will be significantly impacted.

f. Living Marine Resources: The proposed project contains no seagrass beds; therefore, living marine resources will be significantly affected.

g. Water Quality: Analytical results of water collected adjacent to the Port indicated that, for the analytes measured, values were below the criteria established for Class III waters.

h. Historic Resources: The proposed dredge spoil site is an area previously developed by the Navy; therefore, no impact is anticipated on historical or archeological resources. Any concerns will be addressed in the FDEP Dredge and Fill Permit.

i. Land Use Impacts: the proposed project will be conducted entirely on port property and state submerged lands. Since the area is already used for industrial operations, impacts on adjacent land uses are anticipated to be minimal.

j. Water Quantity: The proposed project will not create any excessive need for additional freshwater consumption.

k. Infrastructure Impacts: The proposed project will not generate any unusual demand for infrastructure facilities.

l. Management of Dredged Material: Excavation caused by the project will produce approximately 200,000 cubic yards of spoil material. Spoil will be disposed of in upland containment areas and used as fill behind the new bulkhead.

m. Estimated Cost: ~~$4,500,000~~ $12,500,000.00

n. Funding Source: General Revenue and Grants

8. PROJECT: Barge Port Feasibility and Construction

Year: 1999-2004

Purpose: Feasibility study and begin construction of new barge terminal.

Permits: FDEP and Corps of Engineers. All environmental impacts will be addressed in feasibility study and permit application.

Estimated Costs: $1,000,000 per year of 5-year period

Funding Source: General revenue and grants

9. PROJECT: Widen Dredged Area, South Dock to Allow "Med Mooring and enhancement of operation and safety

Year: 2001-2002

Description: Increase channel width along South Dock by 100 feet for a total of 250 feet in operating width x 800 feet in length, and provide capability for "Med-Mooring in naturally deep waters. This will allow passage of ships in the channel.

Permits: FDEP and Corps of Engineers Dredge and Fill Permit

Estimated Cost: $400,000

Funding Source: General Revenue and Grants

Environmental Impacts: The environmental impacts are expected to be minimal as there are no bottom grasses in area to be dredged. All impacts will be addressed in the FDEP Dredge and Fill Permit.

10. PROJECT: Extend Railroad from Old School Board Area to New South Dock Area and Connect to Wellstream Rail (1,200 feet)

Year: 2000-2001

Purpose: Connecting track to existing Port rail system to allow rail cargo traffic to the new South Dock.

Description: Construction of new rail system on soil subgrade with stone ballast, cross ties, and rail. This is not an impervious construction and will not materially affect stormwater.

Permits: No permits anticipated as stormwater will not be materially affected.

Estimated Costs: $120,000

Funding Source: General fund and grants

11. PROJECT: Pave Roadway from "B" Avenue to "C Avenue - New Access for Wellstream Along North Rail Loop

Year: 1999-2000
Purpose: To relieve traffic from main roadways and allow more efficient access to Industrial and Port operational properties.

Description: New paved road 24-foot width x 550-foot length constructed on prepared subgrade with asphalt base and pavement

Permits: FDEP stormwater

Estimated Costs: $44,000

Funding Source: General Revenue and Grants

12. PROJECT: Construct Two (2) Additional Tanks with Combined Capacity of 100,000 barrels (4,200,000 gallons)

Year: 1999-2000

Purpose: Storage of Tall Oil for Shipment by Water

Permits: FDEP Stormwater

Estimated Cost: $3,700,000

Funding Source: General Revenue and Grants

13. PROJECT: Upgrade Total Outside Lighting

Year: 1999-2003

Purpose: To provide lights for operational safety and security.

Description: Area lighting throughout Port property.

Permits: Not Applicable

Estimated Cost: $400,000

Funding Source: General Revenue and Grants

14. PROJECT: Place Electric Service Underground - Phase 1 (4,000 feet)

Year: 1999-2003

Purpose: To remove overhead lines and place major electric service underground, the overhead lines present in operation of cranes and other heavy equipment.

Permits: Not Applicable

Estimated Cost: $260,000

Funding Source: General Revenue and Grants

15. PROJECT: New Eastern Perimeter Road w/Automated Gate System at 18th Street

Year: 1999-2000

Purpose: To provide access to southeastern portion of Port property and improve traffic circulation.

Permits: FDEP Stormwater

Estimated Cost: $160,000

Funding Source: FDOT Grant and General Revenue

16. PROJECT: Infrastructure Upgrade

Year: 2000-2003

Purpose: To upgrade Port infrastructure

Description: Upgrade and/or replace roads, sewer, and sanitary sewer.

Permits: FDEP Stormwater, FDEP Sewer, FDOT Connection

Estimated Cost: $2,500,000

Funding Source: General Revenue and Grants

Summary of Five-Year Expansion Projects

Project	Year	Project Description	Est. Cost**	Funding
1	2001-2004	40,,000 SF Addition to W-4	$700,000	General Revenue
2	1999-2000	South Dock Apron Upgrade (Partially Complete)	$525,000	Long-term debt/grants
3	1999-2002	New Warehouse (East No. 1) South of East No. 2	$850,000	General Revenue
4	1999-2001	Upgrade Channel to West Dock for Enhancement of Operation and Saftey and stabilize East side of Audubon Island	$600,000	General Revenue
5	1999-2002	Local Share of Harbor Deepening Project (25%-35%)	$993,000	General Revenue
6	1999-2004	Voluntary Property Acquisition in vicinity of existing Port boundaries and Bay Industrial Park owned by Port Panama City and leasehold properties located within Port boundaries, specifically including, but not limitation of the generally of the foregoing, the leasehold estate of Harnischfeger Corporation **(*This amount includes Hannah property acquisition of four (4) acres for $250,000)**	*$5,800,000	Trust Funds; Proceeds from land sales; Grants; revenues from bond issues; General Revenues
7	1999-2001	West Bulkhead Extension	~~$4,500,000~~ $12,500,000	General Revenue
8	2001-2002	Bay Barge Port	$1,000,000	General Revenue
9	2001-2002	Widen Dredged Areas, South Dock to allow "Med-Mooring"	$400,000	
10	2000-2001	Extend Rail from Old School Board Area to New South Dock to Connect to Wellstream	$120,000	
11	1999-2000	Roadway from "B" Avenue to "C" Avenue - New Access for Wellstream	$44,000	
12	1999-2001	Construct Two Tall Oil Storage Tanks for Arizona Chemical	$3,700,000	
13	1999-2003	Upgrade Outside Lighting	$400,000	
14	1999-2003	Phase 1 - Place Electric Service Underground	$260,000	
15	1999-2000	New Eastern Perimeter Road with Auto Gate System at 18th Street	$160,000	
16	2000-2003	Port Infrastructure (roads, sewer, sanitary sewer) to be upgraded and/or replaced	$2,500,000	

**All cost estimates subject to adjustment based on final design, inflation or other associated cost considerations

Section 6
Conservation Element

6. CONSERVATION ELEMENT

(1) Purpose

The purpose of this element is to promote the conservation, use and protection of natural resources.

(2) Identification and Analysis of Natural Resources

The following natural resources have been identified within the City of Panama City.

Surface Water

Bays, lakes, bayous and possible wetland areas, including estuarine marshes are shown on the Existing Land Use map. There are no rivers within the City. Analysis of these natural resources, except for non-coastal wetlands, is presented in the Coastal Management Element.

Wetlands/Marshes

Non-coastal wetlands are present in an area generally bounded by U.S. 231 to the east, 23rd Street to the north, 15th Street to the south and Frankford Avenue to the West. These are large, undeveloped tracts which are surrounded by urban development and bisected by major roads.

This low lying, wetland area is the only area remaining in the City with significant undeveloped acreage. It has not been extensively developed to date due to the severity of limitations on building site development. Unnumbered A zones are common throughout the area. Other areas of scattered patches of freshwater wetlands are located in the City. These are designated as Conservation Special Treatment Zones.

In January 1994, the City adopted amendment 93-1A which deleted obsolete wetland language and extenuating circumstances. In summary the amendment recognizes public interest in wetlands; specifies their delineation and protection; provides for set-asides; carries restrictions on over 40-acre wetland communities to sale of a portion; provides rating system for high/moderate/low functional value; provides development restrictions according to functional value; and requires mitigating factors. In February and March 1995, amendment 95-1B was adopted and adjusted policy numbers to conform to the amendment 93-1A.

Air Resources

Ambient air quality is monitored statewide through the State and Local Air Monitoring System (SLAM). Standards have been established for air contaminants based on federal standards for ambient air quality. The FDEP maintains an extensive monitoring program to track air quality in the State. Bay County is monitored for particulate matter less than 10 microns in size. A more sensitive instrument is planned to be in operation by 1999 that would monitor particulate matter smaller than 2.5 microns.

A permit is required for the construction, modification, expansion, or operation of any facility or development that will emit pollutants into the air. The Bureau of Air Resources Management (FDEP) issues air quality construction permits for major possible air pollution developments. Minor source construction and operating permits are processed in the FDEP district offices.

Bay County has three (3) air monitoring stations, one at Panama City Wastewater Treatment Plant (St. Andrews), one at the Panama City Airport, and one at the Cherry Street and Henderson Avenue Sewage Treatment Plant. The overall air quality in Bay County has been excellent, with the only exceedances of standards occurring in 1980 and 1983. FDEP tests the air every six days and has reported no problems.

The primary source of air pollution in Panama City and its immediate vicinity is the Stone Container Corporation paper mill located between Watson Bayou and Martin Bayou. Although not exceeding air quality standards, odor from the mill can become bothersome to residents under certain climatic conditions. Because Panama City is located close to St. Andrew Bay, normal land-sea breeze development tends to keep pollutants that are generated well dispersed and transported away. Under certain meteorological conditions with little or no air movement, concentrations of some pollutants may increase to levels that create reduced visibility or eye irritation.

(3) Flood-Prone Areas

Flood prone areas taken from Flood Insurance Rate Maps are shown on FEMA Floodplain Maps which are included here by reference. Floodplain areas can be divided into two categories: 1) coastal A zones for which base flood elevations have been established, and 2) interior, unnumbered A zones without established base flood elevations.

Coastal A zones are addressed as part of the coastal management element. Unnumbered A zones correspond roughly to the non-coastal wetlands; most of these areas are considered conservation zones on the future land use map.

(4) Sources of Commercially Valuable Minerals

There are no known sources of commercially valuable minerals within the City.

Large-scale development of mineral commodities has not occurred in Bay County; however, commercial deposits of sand, gravel, and clay are mined. In 1980, the Department of Natural Resources published the *Geology of Bay County*, Bulletin No. 57, which contained information on economically important minerals. At the time of publication, one (1) clay pit and six (6) sand and gravel pits were in operation. The major uses for this material are road base, asphalt, and foundation fill.

(5) Areas of Soil Erosion

No significant soil erosion has been identified by the Bay County Soil and Water Conservation District.

(6) Fisheries, Wildlife, Marine Habitat and Vegetative Communities

An inventory of the fish and wildlife habitats in Bay County was provided in the *Gulf Coast Ecological Inventory* (1982) published by the U.S. Department of the Interior, Fish and Wildlife Service.

The City is predominantly urban in nature. The remaining indigenous vegetation is primarily found in yards and in vacant areas.

Fisheries

Fisheries are addressed in the Coastal Management Element.

Wildlife

The majority of the land area within the City is developed or has been disturbed by man to some degree. The wildlife found within the City includes birds, squirrels, opossum, racoon, reptiles, and amphibians that are commonly associated with an urban environment.

There are no areas within the City which could be considered prime wildlife habitat except for Audubon Island bird sanctuary.

Marine Habitat

Marine habitat is discussed in the Coastal Management Element. While the City does not have direct jurisdiction over conservation of marine resources, it can control upland development

which has the potential to damage marine resources. Conservation measures include reduction of point and non-point source pollution and evaluation of waterfront development to minimize damage to seagrass beds.

Vegetative Communities

Vegetative Communities - The City is predominantly urban in nature. The remaining indigenous vegetation is primarily found in yards and in vacant areas.

The publication "26 Ecological Communities in Florida" (1985) prepared by the Soil Conservation Service indicated that there are four (4) predominant vegetative communities in Bay County: the North Florida Coastal Strand, Sand Pine Scrub, Longleaf Pine-Turkey Oak Hills, and the North Florida (Pine) Flatwoods. Also found in isolated communities in the area are Cabbage Palm Flatwoods, Cabbage Palm Hammocks, Salt Marshes, Shrub Bogs - Bay Swamps, and Pitcher Plant Bogs.

A discussion of the North Florida Coastal Strand community is presented in the Coastal Management Element.

The Sand Pine Scrub community is present in the western part of the County and is comprised typically of even-aged sand pine trees (Pinus clausa) with a dense understory of oaks (bluejack oak, Quercus incana; Chapman oak, Q. chapmannii; myrtle oak, Q. myrtifolia), sawpalmetto (Serenoa repens), and shrubs (dwarf huckleberry, Gaylussacia dumosa). Ground cover under the trees and shrubs is scattered and large areas of lightly colored sand are often present. In other cases, the sand pine are scattered or absent, with oaks being the dominant vegetation. Wildlife typical of this community includes: deer, scrub jay, Bachman's sparrow, black racer, gopher frog, gopher tortoise, and scrub lizard.

The Longleaf Pine-Turkey Oak Hills community is present in the northern section of the County. Several variations of this community occur. Mature, natural stands of trees which have not been logged have scattered longleaf pine (Pinus palustris) as an overstory. Areas on which pines have been removed are predominantly covered by turkey oaks (Quercus laevis). Ground cover under the trees and shrubs is scattered and numerous bare areas are noticeable. Herbaceous plants and vines present include aster, bracken fern, grassleaf golden aster, pineland beggarweed, sandhill milkweed, and wild indigo. Grasses present include hairy pancium, yellow indiangrass, and pinewoods dropseed. Wildlife typical of this community includes: fox squirrel, pocket gopher, deer, quail, dove, and gopher tortoise.

The North Florida (Pine) Flatwoods cover most of Bay County. A moderate to dense stand of pine trees, usually slash pine (Quercus virginiana), is typically present. An understory of sawpalmetto and grasses are also present. Characteristic shrubs include: dwarf huckleberry, gallberry, sawpalmetto, shining sumac, and wax myrtle. Typical herbaceous plants and vines

include: blackberry, bracken fern, creeping beggarweed, green briar, and milkwort. Grasses and grasslike plants present include: chalky bluestem, broomsedge bluestem, low pancium, pineland threeawn, and sedges. Wildlife present in this community includes: bobcat, deer, cottontail rabbit, cotton rat, fox squirrel, raccoon, opposum, skunk, Bachman's sparrow, redbellied woodpecker, pygmy rattlesnake, cricket frog, and grass frog.

The vegetative communities occurring in the state forest, wildlife management area, and along the beaches provide recreational areas for the people of Bay County. Some of these are discussed in the Recreation and Open Space Element.

Tyndall A.F.B. implements several conservation programs on their lands including protection of threatened and endangered species, game and non-game habitat improvements, reintroduction and stocking of fish, and protection of significant wildlife resources. The Florida Game and Fresh Water Fish Commission (GFWFC) has conducted studies in Deer Point Lake since 1975. Their main emphasis has been on monitoring changes in fish populations and vegetative communities.

The vegetative communities occurring in the state forest, wildlife management, and along the beaches provide recreational opportunities for the people of Bay County.

The major conservation areas of vegetative communities in Bay County are the Pine Log State Forest and the St. Andrews State Recreation Area. The Pine Log State Forest is managed by the Florida Department of Agriculture and Consumer Services, Division of Forestry for timber harvesting and recreational purposes. The St. Andrews State Recreation Area is managed by the Department of Natural Resources, Division of Recreation and Parks for recreational purposes. Although not managed specifically for conservation purposes, these areas are protected from development that would adversely affect the vegetative communities.

Endangered and Threatened Species

There are no known occurrences of plant or animal species listed as endangered, threatened, or of special concern within the Panama City limits.

(7) Water Needs

Current and projected water needs are presented in the Utilities Element of this Plan. As discussed, the predominant consumptive uses of water are for domestic purposes. There is little demand for agricultural or industrial water consumption within the City.

Section 7

Recreation and Open Space Element

7. RECREATION AND OPEN SPACE ELEMENT

(1) Purpose

The purpose of this element is to plan for a comprehensive system of public and private recreation and open space sites which are available to the public.

(2) Existing Facilities

Existing public recreation facilities are listed in Table 1.

(3) Current and Projected Needs

Level of Service Standards

The City's adopted level of service standards for recreation were used to evaluate recreational demands. These level of service standards are shown in Tables 2 and 3.

Table 2
Recreation Site Standards

Site	Acres per Population
Neighborhood Park/Playground	1/4 acre per 1,000 population
Community Park	2.75 acres per 1,000 population

Source: Panama City Comprehensive Plan, 1990.

Table 3
Recreation Facilities Standards

Facility	Unit Per Population
Basketball Courts	1/5,000
Tennis Courts	1/5,000
Ball Fields	1/5,000
Lighted	1/30,000
Picnic Areas	1/6,000
Equipped Playground	1/5,000
Soccer/Football Fields	1/20,000
Boat Ramps	1/5,000

Source: Panama City Comprehensive Plan, 1990.

Table 1
Recreation Facility Inventory
Panama City
1999

Class	Name	Acres	Type	Facilities	Location
Mini-Parks	Cover Terrace Park	.75	OS/P	open space	Cover Terrace Dr. & Cover Ln.
	Monument Park	.01	OS/P	open space	Beck Ave. & U.S. 98
Neighborhood Parks	Kraft Field	2	OS/P	football/soccer field	2nd Place & Kraft Ave.
	City Park	5	OS/P	open space	12th St. & Mercedes Ave.
	Henry A. Davis Park	2.5	OS/PO	½ basketball court, playground	1309 Roosevelt Ave.
	Sudduth Park	1.5	A	playing field, equipped play area, 2 tennis courts	1500 2nd Court
	Bob George Park	4.75	R	picnic tables	East Ave. & 1st Plaza
	Truesdale Park	2	A	picnic tables, equipped play area	10th St. & Chestnut Ave.
	McKenzie Park	1.75	R	open space	Park St. & Oak Ave.
	Lannie Rowe Nature Park	2.5	OS/P	open space	Cherry St. & Bonita Ave.
	Hentz Park	5	A	picnic tables, equipped play area	19th St. & Wilmont Ave.
	Oak Grove Park	2.75	A	playing field	17th St. & Fountain Ave.
	Lake Huntingdon	1	OS/P	open space	15th St. & Lake Huntingdon

Class	Name	Acres	Type	Facilities	Location
	Joe Moody Harris Park	2.5	A	picnic tables, trails, boardwalk	Center Ave. & 8th St.
	Cove Ballfield	1.5	A	Playing field	205 Hamilton Ave.
	Whittington Park	1	OS/P	open space	Bus Hw. 98 & Bay Ave.
Community Parks	Woods Field	8	A	playing field	14th St. & Bay Ave.
	Oakland Terrace Park	16	A	picnic tables, outdoor volleyball court, 6 playing fields, 6 tennis courts, equipped play area, recreation center	11th St. & Fountain Ave.
	Harvey DeMathis Park	6.25	A	Exercise trail	Florida Ave. & Token Road
	Sweetbay Wetlands Preserve	5.79		boardwalk, nature trail	19th Street and Michigan Avenue
	Martin Luther King Recreation Center	2.5	A	Indoor & outdoor basketball, recreation center, playground, indoor volleyball	705 E. 14th Ct.
	Bay Memorial Park	13	A	Exercise trail & fitness stations	Florida Ave. & Garden Club Dr.
	Daffin Park	12	A	picnic tables, outdoor court, playing field, equipped play area	Kraft Ave. and 3rd St.
	Frank Nelson Fr. Park	11	A	5 playing fields	23rd St. & Mound Ave.
	Moates Volleyball Courts	.75	A	3 courts, picnic shelter, & playground	Moates Ave. & 19th St.
Waterfront Sites	St. Andrew Marina	10	R	boat ramp, marina	Bayview Ave. & 10th St.

Class	Name	Acres	Type	Facilities	Location
	Panama City Marina	25	R	fishing facilities, boat ramp, marina	S. end of Harrison Av.
	Carl Gray/Richard Simpson Park	17	R	picnic tables, beach area, boat ramp	23rd St. & U.S. 98
	Oaks-by-the-Bay	4.75	OS/P	beach access walkover, benches, historic site	10th Street and Chestnut Avenue
	Adams Memorial Park	1	R	beach area	Bunkers Cove Rd. & Bonita Ave.
	J.R. Asbell Park	.5	R	picnic tables, shoreline open space, benches	Beach Dr. & E. Caroline St.
	Historic Site	.2	R	beach area, hist./arch. site	Beach Dr.
	Boat Launch	.2	R	boat ramp	Church Ave. & 1st Plaza
	Venetion Sunset Park	1	OS/P	Waterfront nature park, track	Calabria Rd.
Historical	McKenzie House Grounds	.25			Park St. & Oak Ave.

Types: A - Activity Based, R - Resource Based, OS/P - Open Space/Passive

Needs Analysis

The following table compares the existing recreation acreage and facilities with the projected demand based on the level of service standards listed above. This analysis determines need based on resident population only, average daily seasonal population, and peak season population.

Table 4
Recreational Needs Analysis

Classification or Facility	Existing Acreage or Number of Facilities	Comparison of Demand and Need (D/N) based on (1) Resident Population; (2) Average Daily Seasonal Population; and (3) Peak Season Population		
		Year 2000	Year 2005	Year 2010
Neighborhood Park	35.75 acres	(1) 9.5/0 (2) 10.4/0 (3) 10.9/0	(1) 9.7/0 (2) 10.6/0 (3) 11.2/0	(1) 9.9/0 (2) 10.9/0 (3) 11.5/0
Community Park	75.29 acres	(1) 104.1/28.81 (2) 113.9/38.61 (3) 119.9/44.61	(1) 106.5/31.21 (2) 117.0/41.71 (3) 123.3/48.01	(1) 108.7/33.41 (2) 119.8/44.51 (3) 126.5/51.21
Basketball Courts	3.5	(1) 7.6/4.1 (2) 8.3/4.8 (3) 8.7/5.2	(1) 7.7/4.2 (2) 8.5/5.0 (3) 9.0/5.5	(1) 7.9/4.4 (2) 8.7/5.2 (3) 9.2/5.7
Tennis Courts	8	(1) 7.6/0 (2) 8.3/0.3 (3) 8.7/0.7	(1) 7.7/0 (2) 8.5/0.5 (3) 9.0/1.0	(1) 7.9/0 (2) 8.7/0.7 (3) 9.2/1.2
Ball Fields	15	(1) 7.6/0 (2) 8.3/0 (3) 8.7/0	(1) 7.7/0 (2) 8.5/0 (3) 9.0/0.	(1) 7.9/0 (2) 8.7/0 (3) 9.2/0
Lighted	13	(1) 1.3/0 (2) 1.4/0 (3) 1.5/0	(1) 1.3/0 (2) 1.4/0 (3) 1.5/0	(1) 1.3/0 (2) 1.5/0 (3) 1.5/0
Picnic Areas	9	(1) 6.3/0 (2) 6.9/0 (3) 7.3/0	(1) 6.5/0 (2) 7.1/0 (3) 7.5/0	(1) 6.6/0 (2) 7.3/0 (3) 7.7/0
Equipped Playground	7	(1) 7.6/0.6 (2) 8.3/1.3 (3) 8.7/1.7	(1) 7.7/0.7 (2) 8.5/1.5 (3) 9.0/2.0	(1) 7.9/0.9 (2) 8.7/1.7 (3) 9.2/2.2
Soccer/Football Fields	2	(1) 1.9/0 (2) 2.1/0.1 (3) 2.2/0.2	(1) 1.9/0 (2) 2.1/0.1 (3) 2.2/0.2	(1) 2.0/0 (2) 2.2/0.2 (3) 2.3/0.3
Boat Ramps	4	(1) 7.6/3.6 (2) 8.3/4.3 (3) 8.7/4.7	(1) 7.7/3.7 (2) 8.5/4.5 (3) 9.0/5.0	(1) 7.9/3.9 (2) 8.7/4.7 (3) 9.2/5.2

Source: WFRPC, 1999.

Needs Summary

The information provided in Table 4 is summarized below in Table 5. The needs summary is based on the average daily seasonal population and the number of acres/facilities needed are rounded to whole numbers.

Table 5
Summary of Recreational Needs

Classification or Facility	Existing Acreage or Number of Facilities	Summary of Recreational Need Based on Average Daily Seasonal Population		
		Year 2000	Year 2005	Year 2010
Neighborhood Park	35.75 acres	0 acres	0 acres	0 acres
Community Park	75.29 acres	**39 acres**	**42 acres**	**45acres**
Basketball Courts	3.5 Courts	**5 courts**	**5 courts**	**5 courts**
Tennis Courts	8 Courts	0 courts	**1 court**	**1 court**
Ball Fields	15 Fields	0 fields	0 fields	0 fields
Lighted	13 Fields	0 fields	0 fields	0 fields
Picnic Areas	9 Areas	0 areas	0 areas	0 areas
Equipped Playground	7 Playgrounds	**1 playgrounds**	**2 playgrounds**	**2 playgrounds**
Soccer/Football Fields	2 Fields	0 fields	0 fields	0 fields
Boat Ramps	4 Ramps	**4 ramps**	**5 ramps**	**5 ramps**

Source: WFRPC, 1999

Section 8

Intergovernmental Coordination Element

8. INTERGOVERNMENTAL COORDINATION ELEMENT

(1) Introduction

The purpose of this element is to identify and resolve incompatible goals, objectives, policies and development proposed in other local comprehensive plans and to determine and respond to the needs for coordination processes and procedures with adjacent local governments, and regional and state agencies.

(2) Intergovernmental Coordination Inventory

Area of Concern

The area of concern for intergovernmental coordination includes Bay County, the City of Lynn Haven, the town of Cedar Grove and the City of Springfield. These areas represent the county of residence and adjacent municipalities.

Intergovernmental Inventory

The following table details the intergovernmental coordination inventory for Panama City. Information presented includes: the coordinating entity, coordination issue, nature of the relationship, the office with primary responsibility for coordination, and the effectiveness of coordination.

Table I Intergovernmental Coordination				
Coordinating Entity	**Issue**	**Nature of Relationship**	**Office with Primary Responsibility for Coordination**	**Effectiveness of Coordination**
Bay County	Potable Water	Water services contract, provides the terms and conditions for provision of potable water to the City by Bay County, signed initially in November 1965. This contract has been amended several times to extend the City's service areas.	Coordination is provided between County and City water functions.	Effective
	Sanitary Sewer	Interlocal agreement, provides the terms and conditions for collection and treatment of City sewage at the County's Military Point treatment facility, signed April 1981.	Specific coordination is between City and County sewer functions.	Effective
	Solid Waste	Contractual agreement, provides the terms and conditions for property ownership and operation of the East 15th Street solid waste transfer station, signed September 1983.	Coordination is between the Bay County Solid Waste Department and the City Sanitation Department.	Effective
	Recreation	Contractual agreement, provides the terms and conditions for construction and maintenance of Oakland Terrace Park, signed October 1972.	Coordination is between City Parks and Building Department and County Parks and Recreation Department.	Effective
	Solid Waste	Interlocal agreement, provides terms and conditions for county administration of solid waste recycling and education grant fund.	Coordination is between the City and County solid waste departments.	Effective

Coordinating Entity	Issue	Nature of Relationship	Office with Primary Responsibility for Coordination	Effectiveness of Coordination
	Solid Waste	Interlocal agreement, provides for collection and distribution of local ½ cent sales tax for operation of the solid waste incinerator.	Coordination is through the City Manager and County Manager.	Effective
Town of Cedar Grove		Intergovernmental services agreement, provides insurance requirements and indemnification for provisions of various services by the Town of Cedar Grove.	Coordination is through the City Clerk.	Effective
	Fire Control	The City provides firefighting services under contract to Cedar Grove.	Coordination is through the City Clerk and the Fire Department.	Effective
City of Springfield	None	Except for participation on the MPO and the four-cities interlocal agreement for sewage treatment, no specific intergovernmental coordination mechanisms were identified.	N/A	N/A
Bay County, Panama City Beach, Callaway, Lynn Haven, Springfield, Cedar Grove, Parker, the Florida Department of Transportation (FDOT), and the West Florida Regional Planning Council (WFRPC)	Traffic	Interlocal agreement which establishes the MPO, signed in 1981.	FDOT and the WFRPC normally provide the lead in overall coordination.	Effective
Bay County School District	Recreation	Contractual agreement, provides for use of Cherry Street School as a recreational facility during summer months, signed January 1974.	Coordination is between the City Parks and Buildings Department and the School District.	Effective

Coordinating Entity	Issue	Nature of Relationship	Office with Primary Responsibility for Coordination	Effectiveness of Coordination
	Education	The School Board has jurisdiction over location, budgets, and administration of public schools.	Coordination is between City Manager and School District Superintendent.	Effective
Panama City Housing Authority	Housing	Special board which administers public housing programs within the City. Members are appointed by the City Commission.	Coordination is between the Housing Authority Board and the City Commission.	Effective
Panama City Port Authority	Port	Independent board which administers Port Panama City and Bay Industrial Park. Members are appointed by the City Commission which also approves Port Authority annual budget.	Coordination is principally between the City Commission/City Manager and the Port Authority/Port Director.	Effective
Panama City Downtown Improvement Board/Redevelopment Agency	Redevelopment	Independent board which administers the Downtown Improvement District and the St. Andrews Redevelopment District. Members are appointed by the City Commission.	Coordination is between the City Commission/City Manager and the Downtown Improvement Board/Executive Director on matters pertaining to the District.	Effective

Coordinating Entity	Issue	Nature of Relationship	Office with Primary Responsibility for Coordination	Effectiveness of Coordination
Panama City-Bay County Airport Authority	Airport	Independent board comprised of members appointed by the City Commission and the Board of County Commissioners which administers the airport and adjacent industrial properties.	Coordination on administration of the airport is between the City Commission/City Manager, County Commission/County Manager and the Airport Authority/Airport Manager.	Effective
Bay County Soil and Water Conservation District	Soil and Water Conservation	Independent board comprised of members appointed by the Board of County Commissioners. Services are available upon request to assist the City in addressing soil and water conservation issues.	Coordination on these items would be through the City Manager.	Effective
West Florida Regional Planning Council	Planning	The City provides a commissioner for participation on the planning council as well as annual dues in support of WFRPC operations and activities. Regional and local planning services are available to the City from WFRPC staff.	Coordination on planning issues is generally between the Director of Land Use and Code Enforcement and WFRPC staff.	Effective
Department of Environmental Protection	Natural Resources	These are agencies with which the City coordinates on a recurring basis. Generally, such coordination is for the issuance of permits involving City activities including wastewater treatment, stormwater control, drainage connections, vehicular connections, submerged lands, etc.	Permit applications are generally coordinated by the City Manager in conjunction with the appropriate department head.	Effective
Northwest Florida Water Management District	Water Resources			
Department of Transportation, District III	Transportation			

Coordinating Entity	Issue	Nature of Relationship	Office with Primary Responsibility for Coordination	Effectiveness of Coordination
Gulf Power Company	Electric Service	Provides electricity for City customers under franchise agreement. City Ordinance No. 1044 provides terms and conditions for Gulf Power operations within the City.	City Clerk	Effective
Comcast Cable	Cable Service	Provides cable television service to City customers under franchise agreement. City Ordinance No. 1334 provides the terms and conditions for operation.	City Clerk	Effective
Knowledgy	Telephone and Cable Service	Provides telephone and cable service under franchise agreement.	City Clerk	Effective
BellSouth	Phone Service	Provides telephone service under franchise agreement.	City Clerk	Effective
AT&T	Phone Service	Provides telephone service under franchise agreement.	City Clerk	Effective
gas companies	Natural Gas Service	Provide natural gas service under franchise agreement.	City Clerk	Effective
360 Cellular	Cellular Service	Provides cellular service under franchise agreement.	City Clerk	Effective
U.S. Navy, Naval Coastal Systems Center	Fire Control	Mutual aid agreement, provides for mutual firefighting assistance, signed February, 1987.	Coordination is between the Panama City Fire Department and the U.S. Navy.	Effective
	Animal Shelter	Contractual agreement provides for use of animal shelter service by the U.S. Navy, renewed annually.	City Manager	Effective

Coordinating Entity	Issue	Nature of Relationship	Office with Primary Responsibility for Coordination	Effectiveness of Coordination
U.S. Air Force, Tyndall AFB	Fire Control	Mutual aid, provides for mutual firefighting assistance, singed April, 1978.	Coordination between Panama City Fire Department and Tyndall AFB.	Effective
	Services to Military Housing Area	Agreements and ordinances, various agreements and ordinances over past years for provision of water, sewer and garbage services to Cove Gardens military housing area.	City Manager	Effective

(3) Intergovernmental Coordination Analysis

Problems and Needs by Comprehensive Plan Element

Future Land Use:

Panama City shares a jurisdictional boundary with the cities of Cedar Grove, and Springfield. The City of Lynn Haven has annexed areas very near Panama City's boundaries. The 1990 Comprehensive Plan noted that coordination on land use issues could be enhanced by adoption of similar levels of service for shared public facilities, similar land use and density requirements along shared jurisdictional boundaries and adoption of compatible land development regulations. These recommendations continue to be valid.

An issue of particular land use significance for the municipalities in Bay County is that of annexation. In recent years, several of the municipalities within the County have expanded their jurisdictions through the annexation of land. This has at times been problematic in terms of clear understandings of changing municipal boundaries. To attempt to remedy this problem, the City has entered into an interlocal agreement with the County and other municipalities to notify the County when an annexation ordinance has been adopted. In this way, the County will be able to maintain updated information regarding jurisdictional boundaries.

Traffic Circulation:

Intergovernmental coordination on transportation in the Panama City/Bay County urban area is generally good. During 1984, a Metropolitan Planning Organization (MPO) was established to recommend and monitor transportation programs in the urban area. The MPO is comprised of local elected officials and staffed by the WFRPC. This arrangement provides a forum for discussion and action on local transportation issues.

Housing:

The Panama City Housing Authority, a special board appointed by the City Commission, administers public housing programs within the City. Through this board, the City coordinates the provision of affordable housing with various state and federal programs.

Sanitary Sewer, Solid Waste, Drainage, Potable Water and Natural Groundwater Aquifer Recharge:

As noted in the Infrastructure Element, the City coordinates closely with the County for the provision of solid waste, potable water, and sanitary sewer services. Stormwater management is one area in which intergovernmental coordination could be improved. Due to the geographic location of the City in relation to the County and surrounding municipalities, stormwater flows

through the City from other jurisdictions as it makes its way to the Bay.

Coastal Management:

The primary area of intergovernmental coordination related to coastal management is hurricane evacuation. In the event of hurricane evacuation, the County assumes the lead role through the Office of Emergency Management. All activities including evacuation routing, public shelters, and police and fire services are coordinated by the County.

Conservation:

Intergovernmental coordination on the conservation of natural resources is oriented primarily toward a State-local relationship more than interlocal efforts. All municipalities and the County participate in the National Flood Insurance Program (NFIP). As such, each local government in the County has a Flood Damage Prevention Ordinance which regulates development in flood-prone areas.

Regulation of wetlands, estuarine marshes, submerged lands, air pollution, wildlife management areas and other major natural resources is primarily through state agencies. The City coordinates with the state by informing potential developers of state rules and requirements in these areas.

The construction of private docks and piers requires approval from both the City and the DEP. Improved coordination on this issue is needed.

Recreation and Open Space:

The City is presently working with the Bay County School Board to establish shared recreational sites and facilities. This project is targeted for completion in the summer of 2000.

Coordination Among Local Comprehensive Plans

Chapter 163, F.S. requires the Comprehensive Plan to "provide for procedures to identify and implement joint planning areas, especially for the purposes of annexation, municipal incorporation, and joint infrastructure service areas." In it's proposed EAR-based amendments, the County has included a policy to "take the lead role toward establishing 'joint planning areas' with the cities through interlocal agreement." Therefore, the City will participate fully in any effort established by the County to identify and implement these areas so as to ensure that the interests of the City are fully considered.

The City also has the opportunity to participate in the review and approval of amendments to the Comprehensive Plans of adjacent local governments. When a proposed amendment is available for review, as part of the required public participation process, the City should review the proposal to ascertain any impacts to the City.

Recognition of Campus Master Plans

Chapter 163 also requires the Comprehensive Plan to "provide for recognition of campus master plans prepared pursuant to s. 240.155." Gulf Coast Community College is located within the City along with a branch of Florida State University. The City will work with the Board of Regents in the development of a "campus development agreement" as provided for in s. 240.155(10) as the need arises.

Coordination with Regional Policy Plan

All goals, objectives and policies contained in the Comprehensive Plan were evaluated for consistency with the West Florida Comprehensive Regional Policy Plan and the State Comprehensive Plan.

Coordination with Plans of the School Board and Other Units of Local Government Providing Services but Not Having Regulatory Authority Over the Use of Land

This element is required to include principles and guidelines to be used to coordinate the adopted comprehensive plan with the plans of the school board an other units of local government that provide facilities and services but which do not have regulatory authority over the use of land. Further, such principles and guidelines must be formalized (by interlocal or other formal agreement) within one year after adoption into the Comprehensive Plan.

Formal coordination is already in place for the provision of infrastructure facilities and services. However, to be consistent with the revised statutory requirements, procedures must be developed for coordination with the School Board regarding population projections and public school siting. An interlocal agreement should be adopted that specifies that the City and the School Board will both utilize the University of Florida Bureau of Business Research mid-range population projections for planning purposes and that specifies those land use categories in which public schools are allowed to be located.

Voluntary Dispute Resolution

Recognizing that disputes will occasionally arise between local governments over growth management issues, the City continues its policy to resolve conflicts with other local governments through the West Florida Regional Planning Council informal mediation process when considered necessary.

Section 9

Capital Improvements Element

9. CAPITAL IMPROVEMENTS ELEMENT

(1) Purpose

The purpose of this element is to (1) evaluate the need for public facilities as identified in the other comprehensive plan elements; (2) estimate the cost of improvements for which the City has fiscal responsibility; (3) analyze the fiscal capability of the City to finance and construct improvements; (4) adopt financial policies to guide the funding of improvements; (5) schedule the funding and construction of improvements; and (6) include the requirements to ensure that an adequate concurrency management system will be implemented.

(2) Capital Improvements Data Requirements

Public Facility Needs

1. Traffic Circulation - The Traffic Circulation Element identifies a number of transportation capital improvement needs; however, those identified are for state roadways.

2. Sewer - While no capital improvement needs were identified in the Utilities Element as being necessary to meet the needs of the projected population, it was noted that the Millville Plant has been permitted and can be upgraded for an additional 1 mgd capacity with the addition of equipment upgrades. This additional capacity has been reserved for Bay County industrial park and Panama City north.

3. Water - The Utilities Element notes that significant opportunities exist for expansion into existing service areas north of 23rd Street and west of Lisenby Avenue. Also, new service areas in Panama City north in newly annexed area south of industrial park are other possibilities for expansion. Ongoing problems include replacement of cast iron distribution lines and development of corrosion control and flushing program. Also, there is a possibility that the City may need to take ownership of the SR 231 elevated storage tank.

4. Stormwater - Stormwater management has been identified as a significant priority for the City for the planning period. The Utilities Element notes that the City is currently in the process of updating the 1980 "Master Drainage Plan". This should result in a program of capital improvements which can be implemented over the next several years.

5. Recreation - The public facility needs identified in the Recreation Element are as follows: an additional 45 acres of community park area, 5 basketball courts, 1 tennis court, 2 playgrounds, and 5 boat ramps.

Public Education and Health System Components

Public schools administered by the Bay County School Board which serve Panama City are as follows.

Merriam Cherry Elementary
1125 Cherry St., Panama City

Lucille Moore Elementary
1900 Michigan Ave., Panama City

Millville Elementary
203 N. East Ave., Panama City

Northside Elementary
2001 Northside Dr., Panama City

Oakland Terrace Elementary
1906 W. 12th St., Panama City

Rosenwald Middle School
924 Bay Ave., Panama City

Harris High School
819 E. 11th St., Panama City

Jinks Middle School
600 W. 11th St., Panama City

Mowat Middle School
1903 E. Hwy. 390, Lynn Haven

Patterson Middle School
1205 Redwood Ave., Panama City

Bay High School
1204 Harrison Ave., Panama City

Mosley High School
3148 N. Palo Alto, Panama City

Rutherford High School
1000 School Ave., Springfield

Geographic Service areas of the preceding schools are shown in Appendix I.

Public health facilities serving Panama City are as follows. The geographic service area of these facilities includes the entire Bay County region.

Bay County Health Department
717 E. 7th Street, Panama City
408 School Avenue, Springfield
605 N. McArther Avenue, Panama City

Bay Medical Center
615 N. Bonita Avenue, Panama City

Gulf Coast Hospital
449 W. 23rd Street, Panama City

Existing Revenue Sources and Funding Mechanisms

The financial activities of the City are recorded in separate funds and account groups, categorized and described as follows.

Funds and Account Groups

a. Governmental Funds

General Fund - This fund accounts for the financial resources of the City which are not accounted for in any other fund. Principal sources of revenue are property taxes, licenses and permits and state-shared revenues. Primary expenditures are for police protection, fire protection, public works, maintenance of parks and general administration.

Special Revenue Funds - These funds account for revenues derived from specific sources (other than special assessments, expendable trust, or major capital projects) that are legally restricted to expenditure for specified purposes. The Community Planning and Development Fund is used to account for revenues received from the Department of Housing and Urban Development and the State Housing Initiatives Partnership Program. Revenues are restricted to accomplishing the various objectives of the community development program . The General Grants Fund accounts for other state, federal and local grants and aid received. Transfers out of this fund are made to reimburse the funds incurring the expenditures associated with these revenues.

Debt Service Funds - These funds account for the payment of principal and interest on debt reported in the general long-term debt account group.

Capital Projects Funds - These funds are used to account for financial resources to be used for the acquisition or construction of major capital facilities (other than those financed by proprietary or special assessment funds).

b. Proprietary Funds

Enterprise Funds - These funds account for the acquisition, operation and maintenance of City facilities and services which are entirely or predominately self-supporting through service charges to customers. Activities accounted for in Enterprise Funds are Water and Sewer Utilites, Solid Waste, and Marina operations.

Internal Service Funds - These funds account for the financing of goods or services provided by one department to other departments of the City. Activities accounted for in Internal Service Funds are Medical and Dental Self-Insurance, and Equipment Maintenance.

c. Fiduciary Funds

Pension Trust and Agency Funds - These funds account for assets held by the City in a trustee capacity or as an agent for individuals, private organizations and other government units.

d. Account Groups

General Long-Term Debt Account Group - This account group is established to account for all long-term debt of the City except that accounted for in the Proprietary Funds.

General Fixed Assets Account Group - This account group is used to maintain control and cost information on City-owned fixed assets other than those of Proprietary Funds.

Revenue Sources

Revenue Sources available to the City are as follows.

Taxes:

Ad valorem taxes (5 mills)
Local option gas tax
Franchise fees - electricity

Franchise fees - telecommunications
Franchise fees - gas
Franchise fees - cable television
Franchise fees - solid waste
Utility service taxes - electricity (10%)
Utility service taxes - telecommunications (7%)
Utility service taxes - gas (10%)
Utility service taxes - fuel oil (10%)
Utility service taxes - propane (10%)

License and Permits:

Merchant licenses
Other professional and occupational
License application fees
Building permits
Other licenses and permits

Intergovernmental Revenues:

Federal payments in lieu of taxes
Cigarette taxes (2 cents)
State revenue sharing
Mobile home licenses
Alcoholic beverage licenses
½ cent sales tax

Charges for Services

Fines and Forfeits

Miscellaneous Revenues

(3) Capital Improvements Analysis Requirements

Current Local Practices

The City uses a 5-year capital improvements program to guide the timing and location of public facilities improvements. Specific projects are targeted for completion during the 5 year period and are adjusted on an annual basis through the budget preparation process. The necessity for projects is identified by department heads and by the general public.

Fiscal Implications of Existing Deficiencies and Future Needs

The City's plans are to spend approximately 1.3 million dollars per year from the General Fund on capital improvements over the next five years allocated as follows. Additionally, 1 million dollars per year has been allocated from the Utilities Fund, and .4 million dollars per year from the Marinas Fund.

	Per Year	5 Year Total
General Fund:		
General Services	74,900	$374,500
Public Safety	264,600	1,323,000
Physical Environment	55,000	275,000
Transportation (emphasis on stormwater improvements)	783,500	3,917,500
Cultural/Recreation	122,000	610,000
Utilities Fund:		
Water and Sewer	1,000,000	5,000,000
Marinas Fund:		
City and St. Andrews	400,000	2,000,000

Impact of New or Improved Public Educational and Public Health Care Systems on the Provision of Infrastructure

No additional public education or public health facilities have been identified for construction or improvement within the City.

Use of Timing and Location of Capital Improvements to Support Efficient Land Development

The City utilizes it's concurrency management system to evaluate the impact of proposed development to ensure that development occurs in locations where adequate public facilities are available. For the majority of the City, which is largely built-out, further use of timing and location of capital improvements to support efficient land development is not required. However, in the newly annexed area north of Panama City, the timing of capital improvements

with regard to the provision of sanitary sewer service will be significant to the development of a planned industrial park. The City's Millville Sewage Treatment Plant can be upgraded to accommodate an additional 1 mgd of flow. This capacity has been reserved for industrial park development.

Funding Capability

Analysis of the City's ability to finance capital improvements based on anticipated population involves three basic considerations: 1) maintenance of existing levels of service relative to operating expenses and current debt; 2) availability of surplus funds to finance identified capital improvements needs; and 3) ability to borrow if determined necessary to finance needed capital improvements. These considerations are addressed in the following analysis.

Forecasting of Revenues and Expenditures for Five Years

Forecast of Revenues and Expenditures (in millions)

	General Fund		Utilities Fund		Sanitation Fund	
Year	Revenues	Expenditures	Revenues	Expenditures	Revenues	Expenditures
1999	23.486	19.266	11.071	8.120	4.831	3.129
2000	23.908	21.038	11.148	8.901	4.762	3.395
2001	24.625	21.669	11.371	9.168	4.853	3.497
2002	25.364	22.319	11.598	9.443	4.947	3.602
2003	26.124	22.989	11.825	9.726	5.139	3.710
2004	26.908	23.678	12.062	10.018	5.238	3.821

Source: City of Panama City, November 1999.

Projections of Debt Service on Bond Issues

The City is currently obligated for long-term debt under seven outstanding bod issues and one note payable. These are described as follows.

Capital Improvement Revenue Bonds, Series 1999, interest at 3.8% to 5.35%, payable semiannually on April 1 and October 1; principal matures serially, payable on October 1; collateralized by a lien on public service tax revenue collected.

Year Ending September 30	Principal	Interest	Total Debt Service
2000	$0	$113,161	$113,161
2001	95,000	178,452	273,452
2002	120,000	174,187	294,187
2003	125,000	169,102	294,102
2004	130,000	163,682	293,682
2005	135,000	157,917	292,917
2006	140,000	151,797	291,797
2007	150,000	145,198	295,198
2008	155,000	138,105	293,105
2009	165,000	130,503	295,503
2010	170,000	122,378	292,378
2011	180,000	113,713	293,713
2012	190,000	104,463	294,463
2013	195,000	94,789	289,789
2014	205,000	84,586	289,586
2015	220,000	73,588	293,588
2016	230,000	61,830	291,830
2017	240,000	49,433	289,433
2018	255,000	36,251	291,251
2019	265,000	22,275	287,275
2020	280,000	7,560	287,560
Total	$3,645,000	$2,292,970	$5,937,970

Source: City of Panama City, November 1999.

Transportation Improvement Revenue Bonds, Series 1997, interest at 3.7% to 5.0%, payable semiannually on April 1 and October 1; principal matures serially, payable on October 1; collateralized by a lien on local option gas tax revenue collected.

Year Ending September 30	Principal	Interest	Total Debt Service
1999	$175,000	$247,828	422,828
2000	180,000	241,080	421,080
2001	190,000	233,770	423,770
2002	195,000	226,070	421,070
2003	205,000	217,967	422,967
2004	210,000	209,355	419,355
2005	220,000	200,215	420,215
2006	230,000	190,425	420,425
2007	250,000	179,740	429,740
2008	250,000	168,490	418,490
2009	265,000	156,770	421,770
2010	275,000	144,213	419,213
2011	290,000	130,500	420,500
2012	300,000	115,750	415,750
2013	320,000	100,250	420,250
2014	335,000	83,875	418,875
2015	350,000	66,750	416,750
2016	370,000	48,750	418,750
2017	385,000	29,875	414,875
2018	405,000	10,125	415,125
Total	$5,400,000	$3,001,798	$8,401,798

Source: City of Panama City, November 1999.

Capital Improvement Revenue Bonds, Series 1995, interest at 3.65% to 5.927%, payable semiannually on April 1 and October 1; principal matures serially, payable on October 1; collateralized by a lien on public service tax revenue collected.

Year Ending September 30	Principal	Interest	Total Debt Service
1999	$240,000	$340,440	$580,440
2000	250,000	330,515	580,515
2001	260,000	319,865	579,865
2002	275,000	308,290	583,290
2003	285,000	295,685	580,685
2004	300,000	282,080	582,080
2005	315,000	267,470	582,470
2006	330,000	251,825	581,825
2007	345,000	234,942	579,942
2008	360,000	216,695	576,695
2009	380,000	197,080	577,080
2010	400,000	176,115	576,115
2011	420,000	153,765	573,765
2012	445,000	129,533	574,533
2013	470,000	103,455	573,455
2014	500,000	75,810	575,810
2015	525,000	46,598	571,598
2016	555,000	15,818	570,818
Total	$6,655,000	$3,745,981	$10,400,981

Source: City of Panama City, November 1999.

Capital Improvement Revenue Bonds, Series 1992, interest at 2.8% to 6.125%, payable semiannually on April 1 and October 1; principal matures serially, payable on October 1; collateralized by a lien on public service tax revenue collected.

Year Ending September 30	Principal	Interest	Total Debt Service
1999	$350,000	$439,369	$789,369
2000	365,000	422,201	787,201
2001	385,000	403,441	788,441
2002	405,000	382,891	787,891
2003	425,000	360,684	785,684
2004	450,000	336,834	786,834
2005	475,000	311,099	786,099
2006	500,000	283,365	783,365
2007	530,000	253,355	783,355
2008	560,000	220,920	780,920
2009	595,000	186,270	781,270
2010	630,000	149,205	779,205
2011	665,000	109,708	774,708
2012	710,000	67,681	777,681
2013	750,000	22,969	772,969
Total	$7,795,000	$3,949,992	$11,744,992

Source: City of Panama City, November 1999.

Water and Sewer Revenue Bonds - 1996 Issue; authorized and issued $11,560,000, dated June 1, 1996, interest from 5.125% to 5.625%, principal payable annually on October 1, interest payable semiannually on April 1 and October 1. Collateralized by a lien on and pledge of the net revenues of the water and sewer system.

Year Ending September 30	Principal	Interest	Total Debt Service
1999	$0	$642,613	$642,613
2000	0	642,613	642,613
2001	0	642,613	642,613
2002	0	642,613	642,613
2003	0	642,613	642,613
2004	0	642,613	642,613
2005	0	642,613	642,613
2006	0	642,613	642,613
2007	0	642,613	642,613
2008	435,000	642,612	1,077,612
2009	455,000	620,318	1,075,318
2010	485,000	596,431	1,081,431
2011	510,000	570,968	1,080,968
2012	530,000	543,556	1,073,556
2013	740,000	514,406	1,254,406
2014	1,215,000	472,781	1,687,781
2015	1,285,000	404,437	1,689,437
2016	1,355,000	332,156	1,687,156
2017	1,435,000	255,937	1,690,937
2018	1,515,000	175,218	1,690,218
2019	1,600,000	90,000	1,690,000
Total	$11,560,000	$11,002,337	$22,562,337

Source: City of Panama City, November, 1999.

Water and Sewer Revenue Bonds - 1993 Issue; authorized and issued $10,315,000, dated June 1, 1993, interest from 2.00% to 5.50%, principal payable annually on October 1, interest payable semiannually on April 1 and October 1. Collateralized by a lien on and pledge of the net revenues of the water and sewer system.

Year Ending September 30	Principal	Interest	Total Debt Service
1999	$295,000	$443,483	738,483
2000	305,000	430,062	735,062
2001	320,000	415,342	735,342
2002	635,000	385,180	1,020,180
2003	655,000	353,740	1,008,740
2004	685,000	320,175	1,005,175
2005	720,000	284,175	1,004,175
2006	760,000	245,415	1,005,415
2007	795,000	204,075	999,075
2008	840,000	159,975	999,975
2009	450,000	136,125	586,125
2010	475,000	110,000	585,000
2011	500,000	82,500	582,500
2012	525,000	53,625	578,625
2013	560,000	22,825	582,825
2014	415,000	0	415,000
Total	$8,935,000	$3,646,697	$12,581,697

Source: City of Panama City, November, 1999.

Water and Sewer Revenue Bonds - 1990 Issue; authorized and issued $7,697, 494, interest from 6.65% to 7.155%, principal payable annually on October 1, interest payable April 1 and October 1. Collateralized by a lien on and pledge of the net revenues of the water and sewer system. $5,580,000 of these bonds were refunded by the Water and Sewer Revenue Refunding Bond, Series 1993.

Year Ending September 30	Principal	Interest	Total Debt Service
1999	$245,000	$36,730	$281,730
2000	260,000	19,180	279,180
2001	280,000	0	280,000
Total	$785,000	$55,910	$840,910

Source: City of Panama City, November 1999.

Note payable - bank, interest varies from 4.5% to 4.75%,principal payable annually on October 1, interest payable semiannually on April 1 and October 1, maturing October 1, 2001, collateralized by the pledge of the net revenues of the Solid Waste Fund.

Year Ending September 30	Principal	Interest	Total Debt Service
1999	$0	$63,928	$63,928
2000	450,000	44,408	494,408
2001	465,000	23,275	488,275
2002	490,000	0	490,000
Total	$1,405,000	$131,611	$1,536,611

Source: City of Panama City, November 1999.

General Fund debt service ratio based on estimated revenues through 2004 as follows:

Year	General Fund Revenues	Debt Service	Ratio
1999	23,486,264	1,792,637	7.63%
2000	23,907,534	1,901,958	7.96%
2001	24,624,760	2,065,529	8.39%
2002	25,363,503	2,086,439	8.23%
2003	26,124,408	2,083,439	7.98%
2004	26,908,140	2,081,952	7.74%

Source: City of Panama City, November 1999.

Utilities Fund debt service ratio based on estimated revenues through 2004 as follows:

Year	Utilities Fund Revenues	Debt Service	Ratio
1999	11,071,231	1,662,826	15.02%
2000	11,147,500	1,656,855	14.86%
2001	11,370,450	1,657,955	14.58%
2002	11,597,859	1,662,793	14.34%
2003	11,825,268	1,651,353	13.96%
2004	12,061,773	1,647,788	13.66%

Source: City of Panama City, November 1999.

Solid Waste Fund debt service ratio based on estimated revenues through 2004 as follows:

Year	Solid Waste Fund Revenues	Debt Service	Ratio
1999	4,830,848	63,928	1.32%
2000	4,762,000	494,408	10.38%
2001	4,853,440	488,275	10.06%
2002	4,946,709	490,000	9.91%
2003	5,138,580	0	0.00%
2004	5,237,552	0	0.00%

Source: City of Panama City, November 1999.

Projection of Ad Valorem Tax Base and Millage Rate

Ad valorem tax revenues are deposited in the General Fund, and comprise approximately 19% of the revenues within the fund. Projections of ad valorem tax base and millage rate through 2005 are as follows:

Fiscal Year	Tax Rate	Tax Base
1999-2000	5 mills	1,143,776,584
2000-2001	5 mills	1,147,659,671
2001-2002	5 mills	1,181,789,461
2002-2003	5 mills	1,217,243,144
2003-2004	5 mills	1,253,760,438
2004-2005	5 mills	1,291,373,250

Source: City of Panama City, November 1999.

Projection of Other Tax Bases and Other Revenue Sources

In addition to ad valorem taxes, the City collects revenues from user fees, impact fees, franchise fees, utility service taxes, and a merchants' license fee. Projections of these revenue sources are as follows.

A. User Fees - The City charges fees for potable water, sewer, and garbage collection. Revenue projections for these are as follows:

Fiscal Year	Water	Sewer	Garbage
1999-2000	3,700,000	5,600,000	4,200,000
2000-2001	4,464,369	5,906,200	4,572,000
2001-2002	4,660,648	6,034,324	4,663,440
2002-2003	4,761,860	6,155,010	4,754,880
2003-2004	4,865,097	6,278,110	4,849,978
2004-2005	4,969,379	6,403,672	4,946,977

Source: City of Panama City, November 1999.

B. Impact Fees - The city charges impact fees for potable water and sewer. Projections of revenues are as follows.

Fiscal Year	Water	Sewer
1999-2000	45,000	110,000
2000-2001	54,247	129,350
2001-2002	55,332	131,937
2002-2003	56,439	134,576
2003-2004	57,568	137,268
2004-2005	58,719	140,013

Source: City of Panama City, November 1999.

C. Utility Service Taxes - The City charges utility tax on electricity, telephone, gas, fuel oil and propane. Tax rates are provided in Revenue Sources on page 4.

Fiscal Year	Utility Service Taxes
1999-2000	3,124,000
2000-2001	3,392,611
2001-2002	3,460,463
2002-2003	3,529,672
2003-2004	3,600,265
2004-2005	3,672,270

Source: City of Panama City, November 1999.

D. Merchants' License Fee - Panama City has a unique revenue source in the form of a gross receipts fee levied against merchants. This fee is levied at a rate equivalent to 1% on gross receipts and has historically generated revenues equal to, or in excess of, ad valorem taxes. Projections of revenues are as follows:

Fiscal Year	Merchants' License Fees
1999-2000	6,050,000
2000-2001	6,500,399
2001-2002	6,695,411
2002-2003	6,896,273
2003-2004	7,103,162
2004-2005	7,245,224

Source: City of Panama City, November 1999.

Projection of Operating Cost Considerations

Operating costs are generically considered those expenses associated with the maintenance and operation of capital facilities. Examples of such costs include personnel, insurance, repairs, fuel, supplies and other associated items. These costs were considered as part of the "forecasting of revenues" analysis of this section which generally indicated a positive balance between revenues and expenditures.

Projection of Debt Capacity

Estimates of debt capacity were derived from revenues presented in the City's 1998 financial statements. Debt capacity is determined by using a debt coverage factor of 1.25 with an interest rate of 5.5% for 20 years. Only those revenue sources considered practicable for long-term debt were considered. The following estimates are intended to provide a general indicator of debt capacity and should be subject to further analysis before long-term debt commitments are made.

Ad valorem tax revenues are applicable to general obligation bonds which are subject to voter approval. As such, these revenues were not considered here.

Estimate of Debt Capacity

Revenue Source	1998 Revenue	Pledged Revenue Amount for Annual Debt Service	Potential Revenue Available for Annual Debt Service	Additional Borrowing Capacity
Franchise Fees (1)	1,411,948	0	1,129,558	13,289,000
Utilities Service Taxes (1)	3,261,301	1,686,378	2,609,041	10,850,000
Local Option Gas Tax (1)	978,650	429,740	782,920	4,160,000
Intergovernmental:				
Allowable State Revenue Sharing (1)	510,541	0	408,433	4,810,000
Ordinary distribution ½ cent sales tax (1)	2,277,425	0	1,821,940	21,430,000
Enterprise Accounts Net Revenues:				
Utilities Fund (2)	5,278,694	2,992,847	4,222,955	14,470,000
Solid Waste Fund (2)	1,487,476	494,408	1,189,981	8,100,000

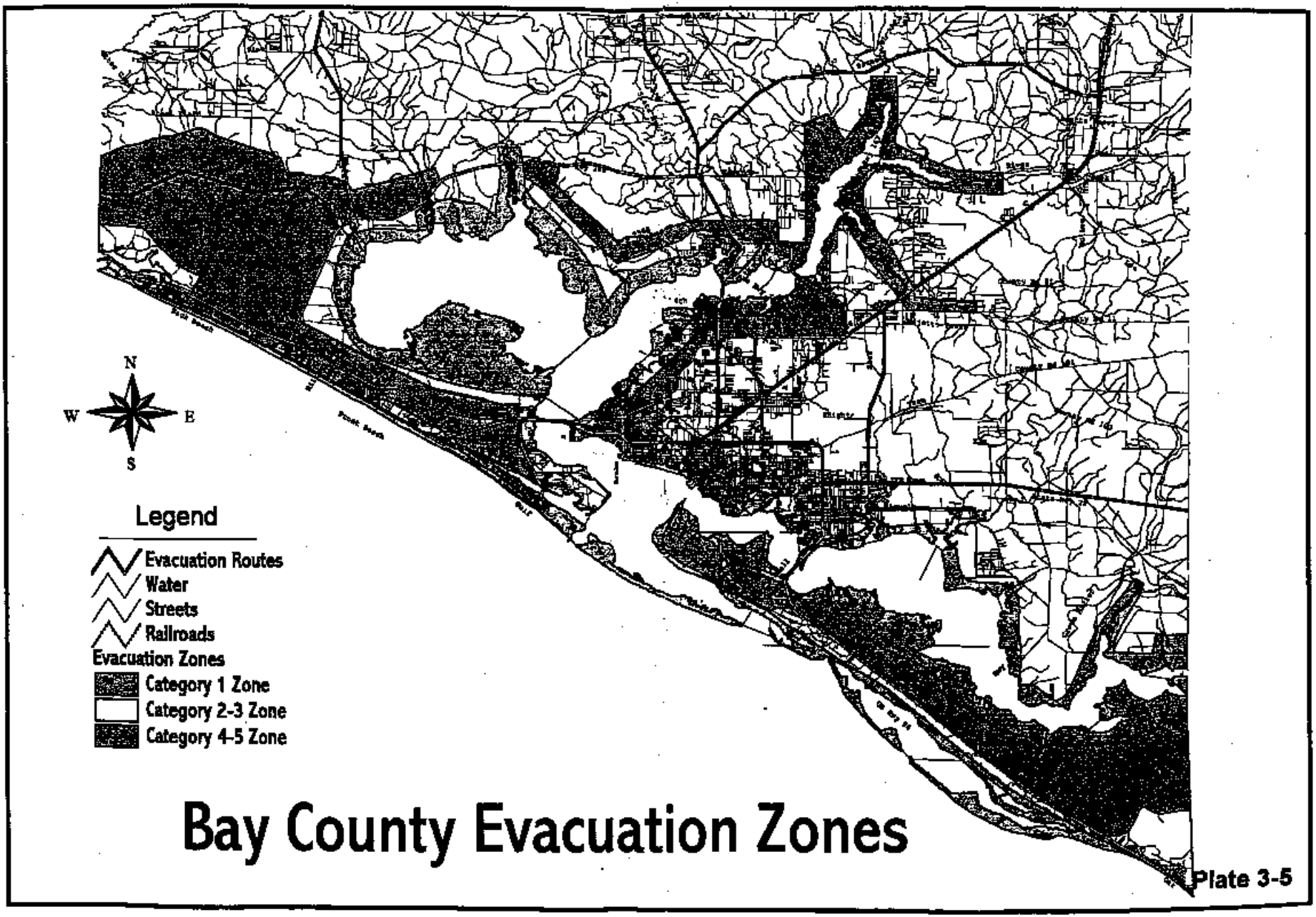
Source: City of Panama City, November 1999.

The preceding estimates indicate that the City does have the capacity to incur further long-term debt for capital improvements. It should be noted, however, that pledged revenues are committed for specific purposes and subsequently remove some flexibility in the budget process.
(1) These calculations reflect gross revenues before general operating expenditures. Operating expenditures must be considered and subtracted before any pledge of these revenues.

(2) These calculations include all operating and nonoperating revenues except impact fees, less expenses, which include all operating and nonoperating revenues except impact fees, less expenses, which include all operating and nonoperating except interest, depreciation dn transfers out.

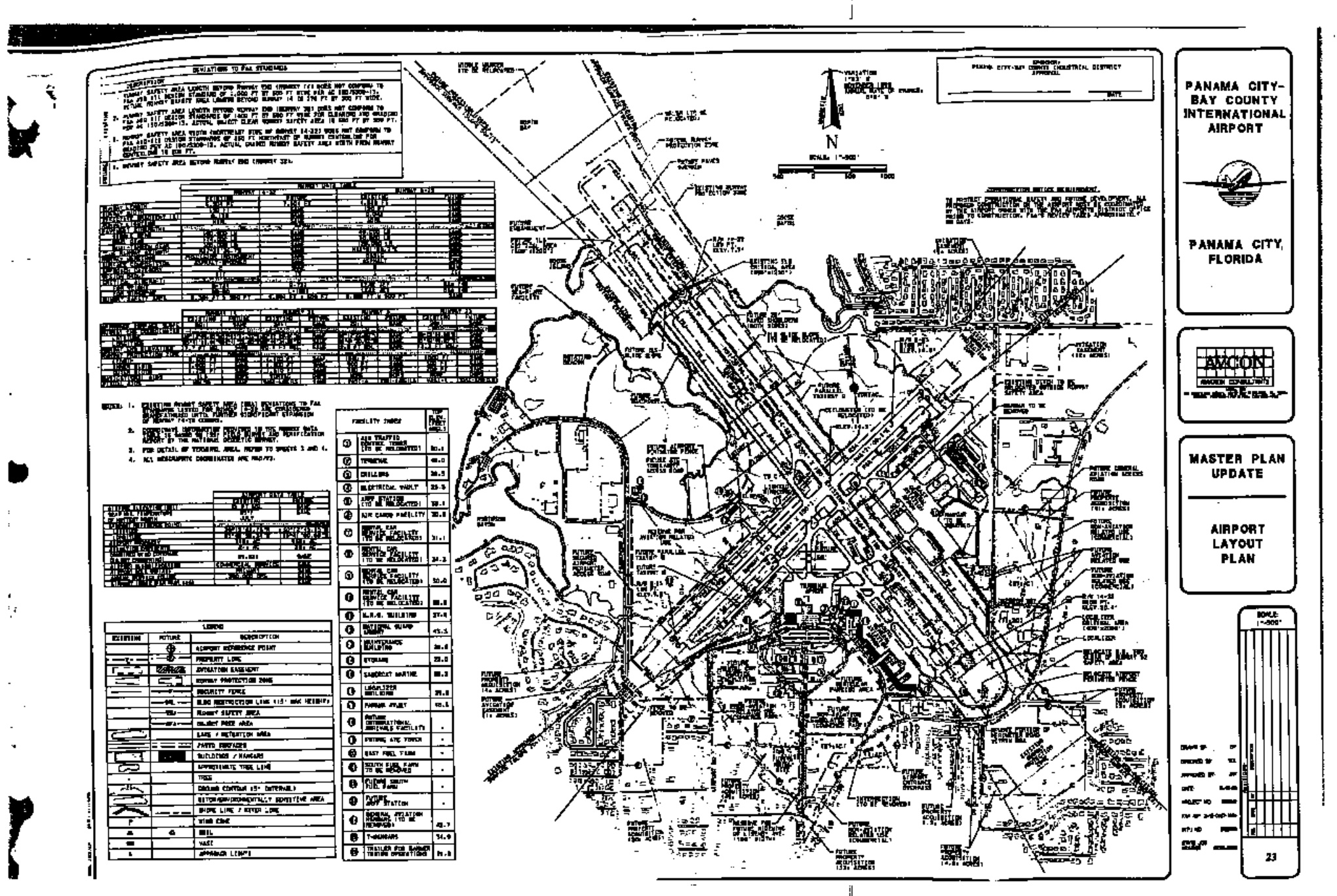
City of Panama City

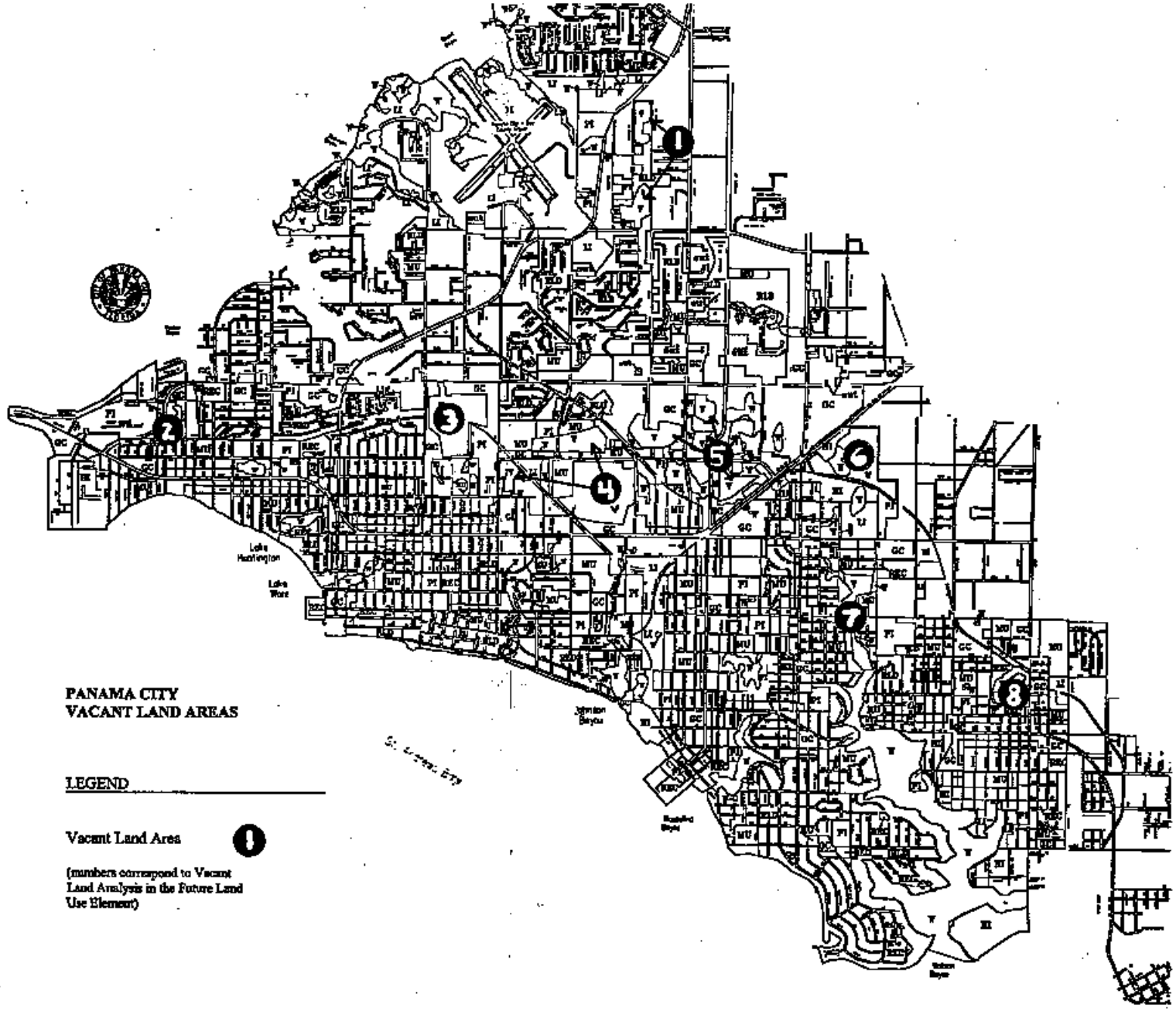
PART III: Comprehensive Plan Maps



Bay County Evacuation Zones

Plate 3-5


PANAMA CITY-BAY COUNTY INTERNATIONAL AIRPORT
PANAMA CITY, FLORIDA
AVCON
MASTER PLAN UPDATE
AIRPORT LAYOUT PLAN
SCALE: 1"=500'
23

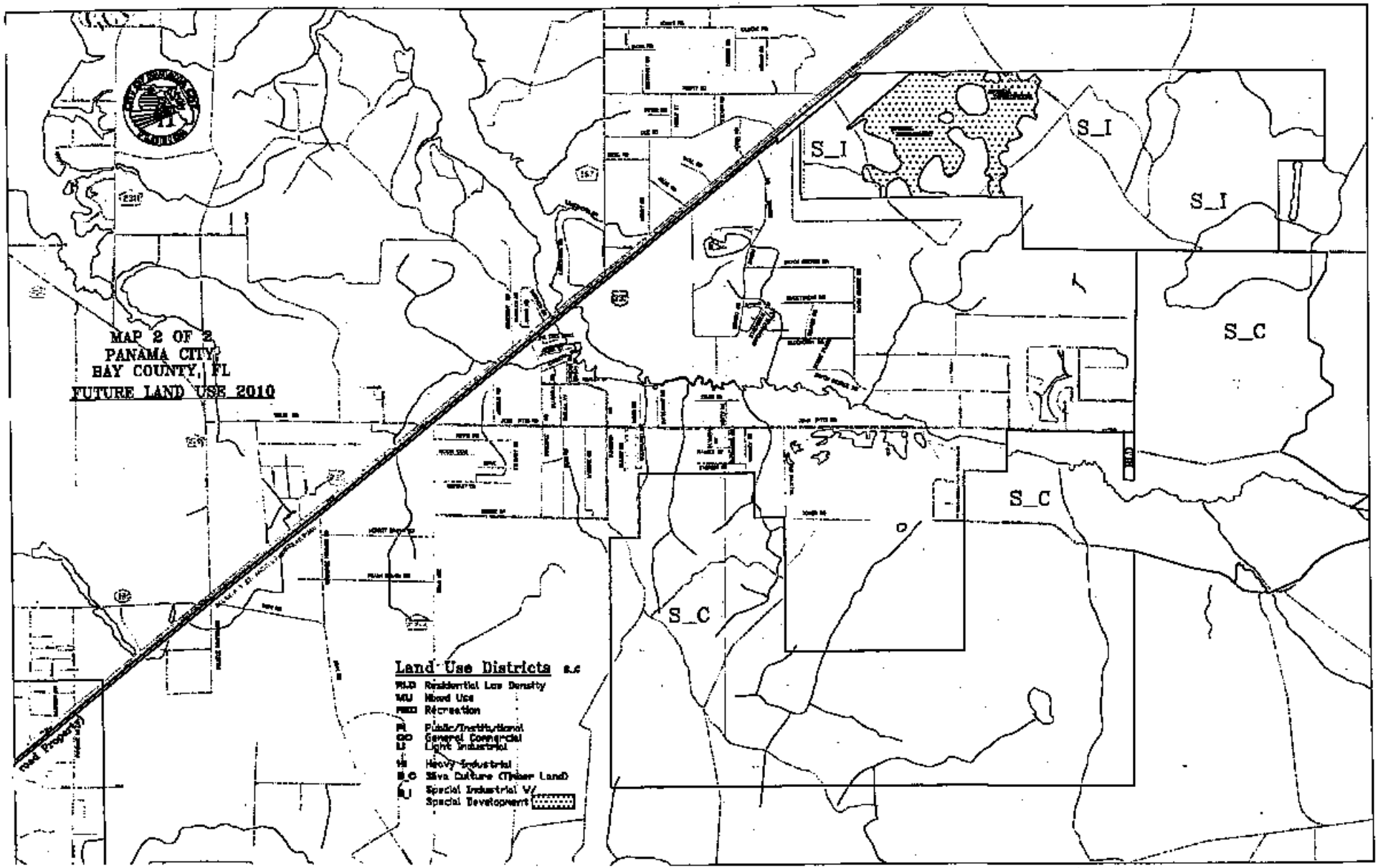


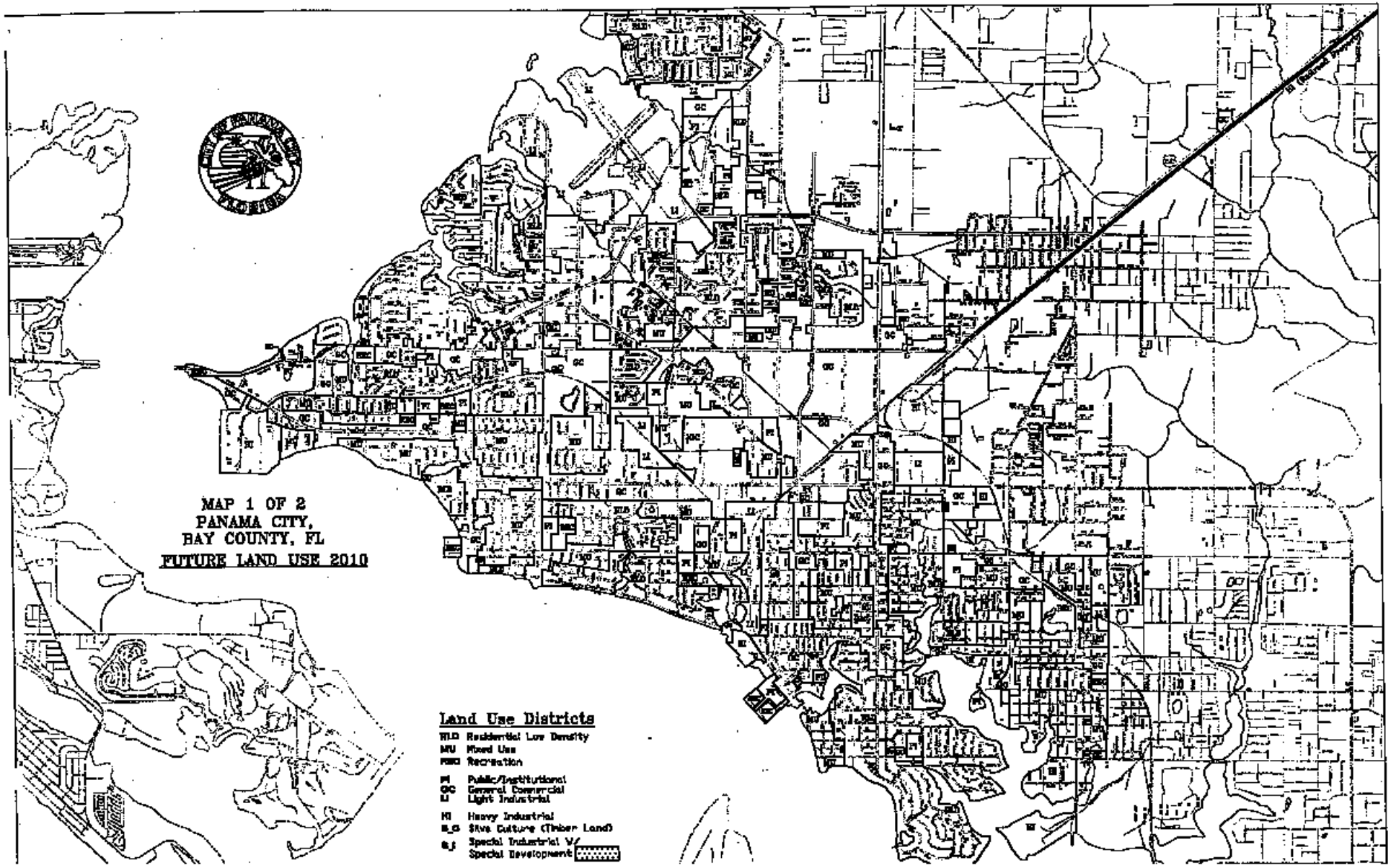
PANAMA CITY
VACANT LAND AREAS

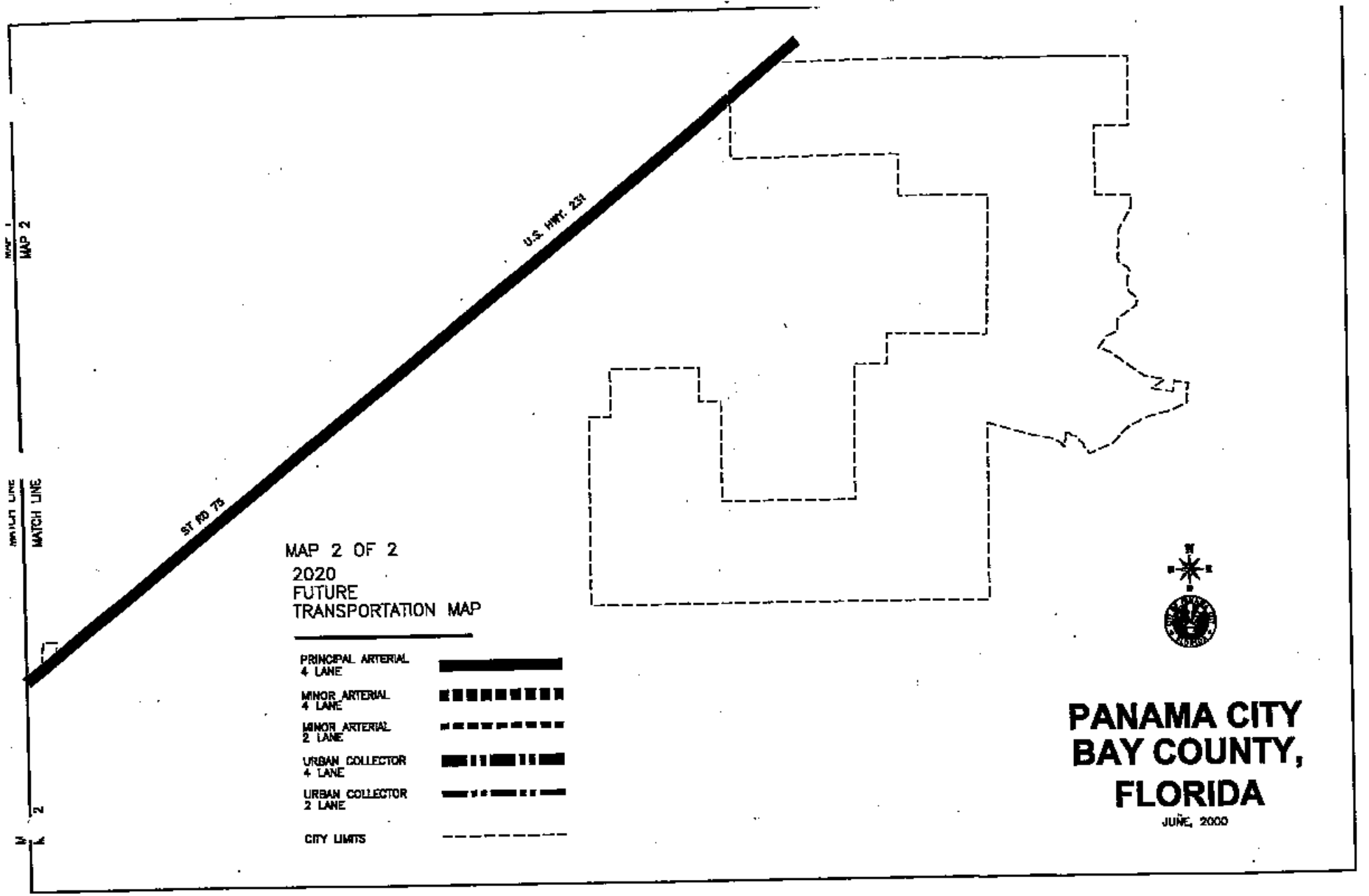
LEGEND

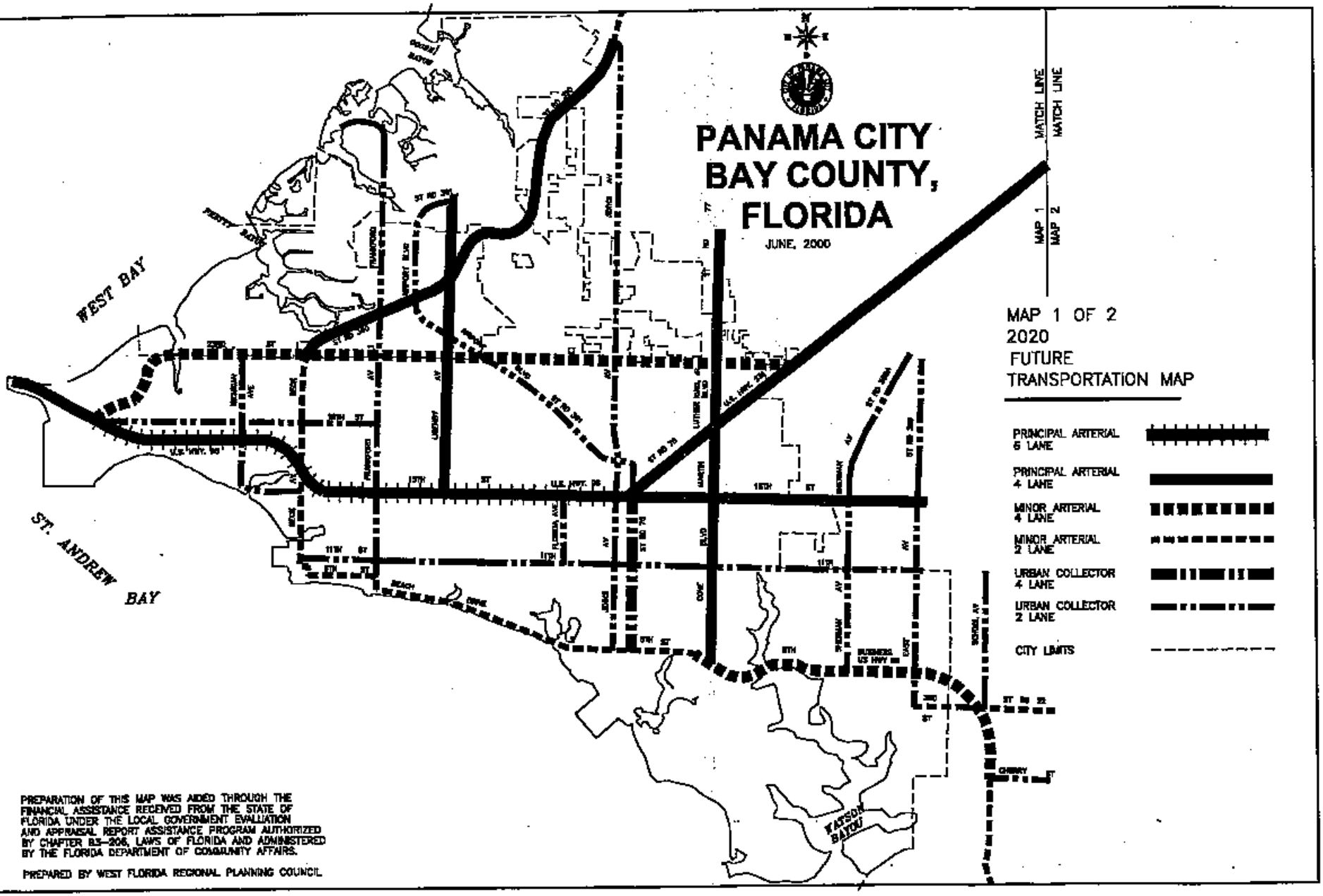
Vacant Land Area 1

(numbers correspond to Vacant Land Analysis in the Future Land Use Element)


MAP 2 OF 2
PANAMA CITY
BAY COUNTY, FL
FUTURE LAND USE 2010
S_I
S_I
S_I
S_C
S_C
S_C
Land Use Districts
RLD Residential Low Density
MU Mixed Use
REC Recreation
PI Public/Institutional
GC General Commercial
LI Light Industrial
HI Heavy Industrial
S_C Silva Culture (Timber Land)
S_I Special Industrial W/ Special Development

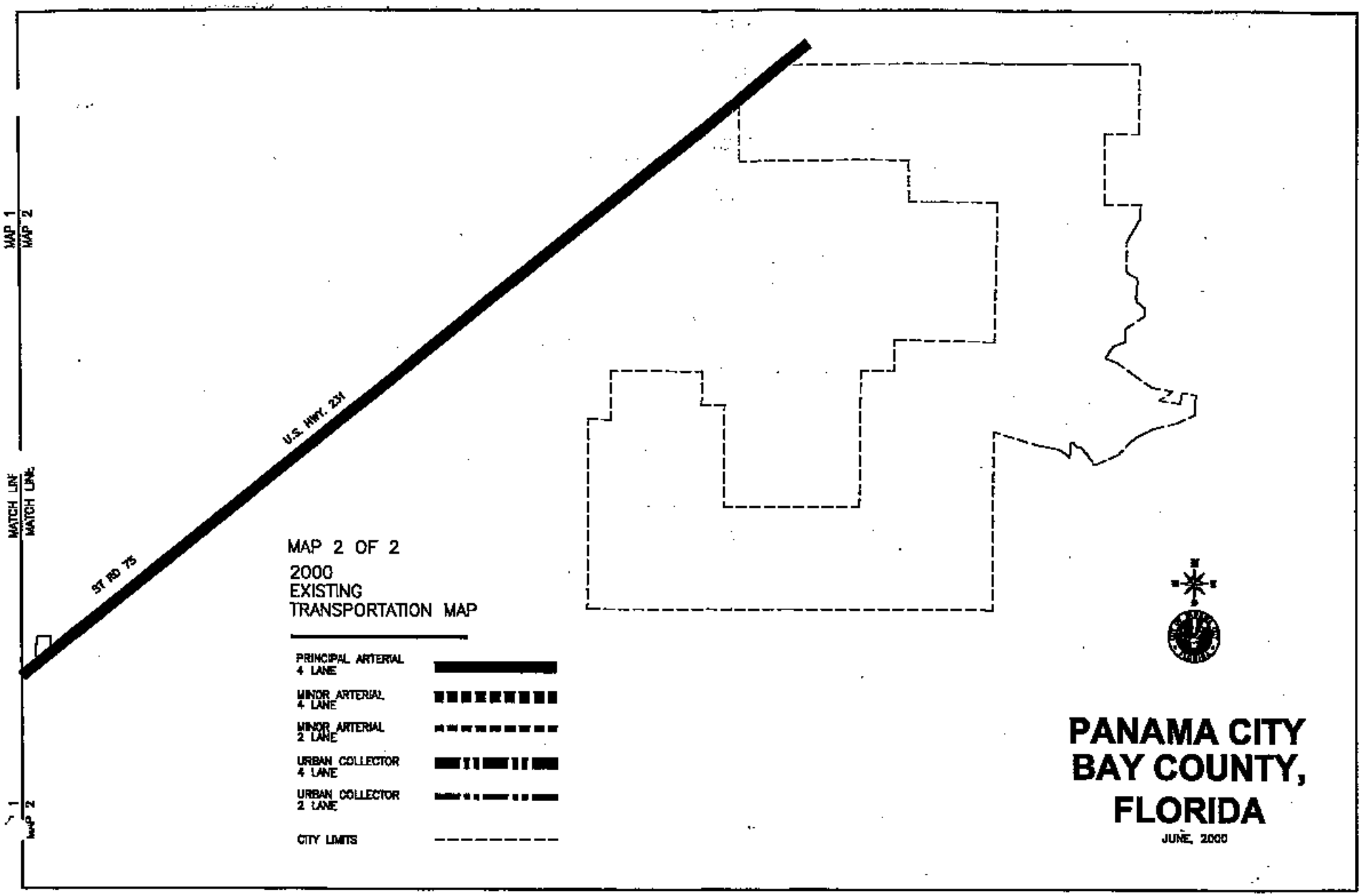

MAP 1 OF 2
PANAMA CITY,
BAY COUNTY, FL
FUTURE LAND USE 2010
Land Use Districts
RLD Residential Low Density
MU Mixed Use
REC Recreation
PI Public/Institutional
GC General Commercial
LI Light Industrial
HI Heavy Industrial
S_C Silva Culture (Timber Land)
S_I Special Industrial W/
Special Development

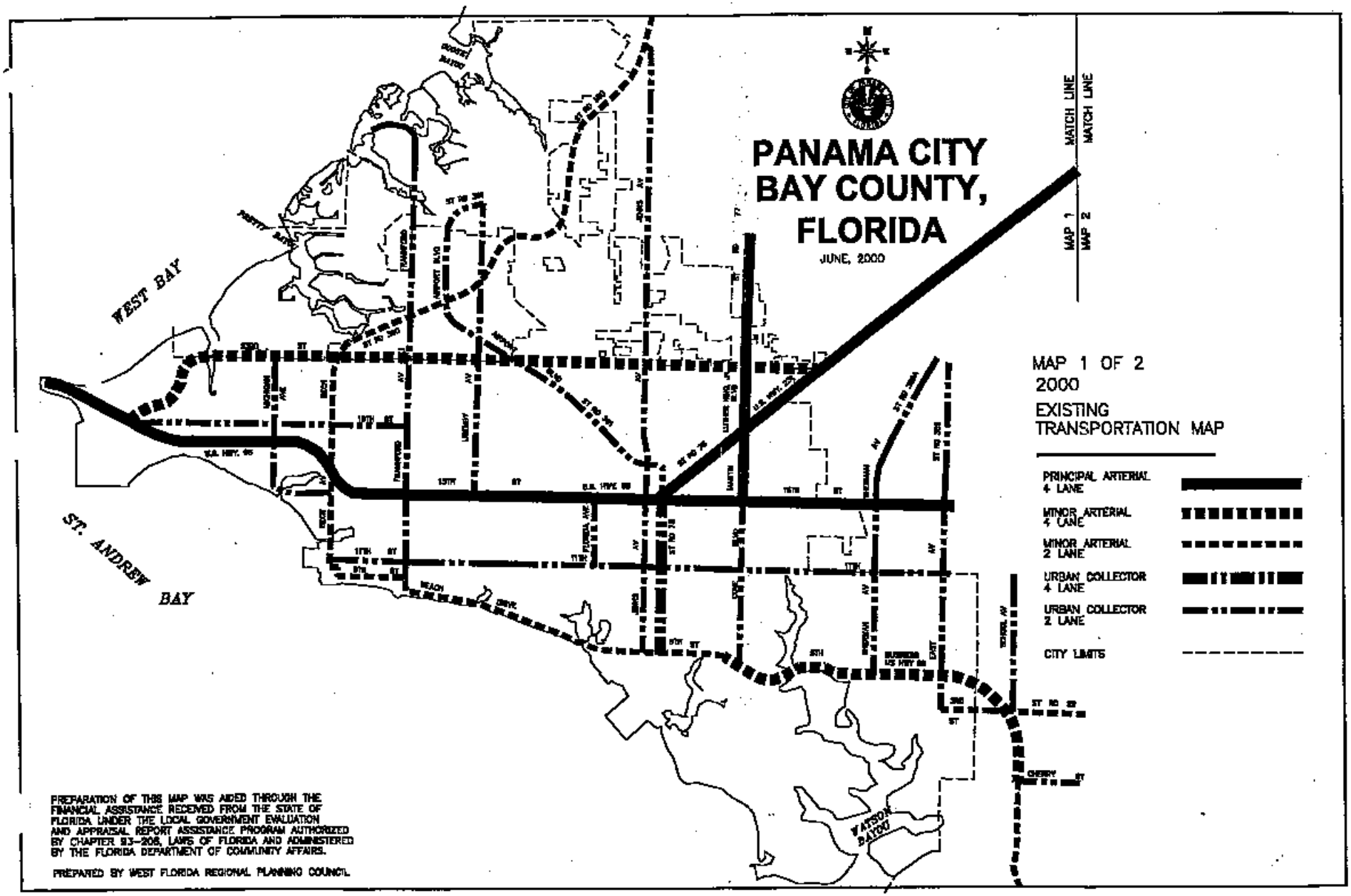

MAP 2
MATCH LINE
MATCH LINE
U.S. HWY. 231
ST RD 75
MAP 2 OF 2
2020
FUTURE
TRANSPORTATION MAP
PRINCIPAL ARTERIAL
4 LANE
MINOR ARTERIAL
4 LANE
MINOR ARTERIAL
2 LANE
URBAN COLLECTOR
4 LANE
URBAN COLLECTOR
2 LANE
CITY LIMITS
PANAMA CITY
BAY COUNTY,
FLORIDA
JUNE, 2000



PREPARATION OF THIS MAP WAS AIDED THROUGH THE FINANCIAL ASSISTANCE RECEIVED FROM THE STATE OF FLORIDA UNDER THE LOCAL GOVERNMENT EVALUATION AND APPRAISAL REPORT ASSISTANCE PROGRAM AUTHORIZED BY CHAPTER 83-206, LAWS OF FLORIDA AND ADMINISTERED BY THE FLORIDA DEPARTMENT OF COMMUNITY AFFAIRS.

PREPARED BY WEST FLORIDA REGIONAL PLANNING COUNCIL


MAP 1
MAP 2
MATCH LINE
MATCH LINE
MAP 2
U.S. HWY. 231
ST RD 75
MAP 2 OF 2
2000
EXISTING
TRANSPORTATION MAP
PRINCIPAL ARTERIAL
4 LANE
MINOR ARTERIAL
4 LANE
MINOR ARTERIAL
2 LANE
URBAN COLLECTOR
4 LANE
URBAN COLLECTOR
2 LANE
CITY LIMITS
PANAMA CITY
BAY COUNTY,
FLORIDA
JUNE, 2000



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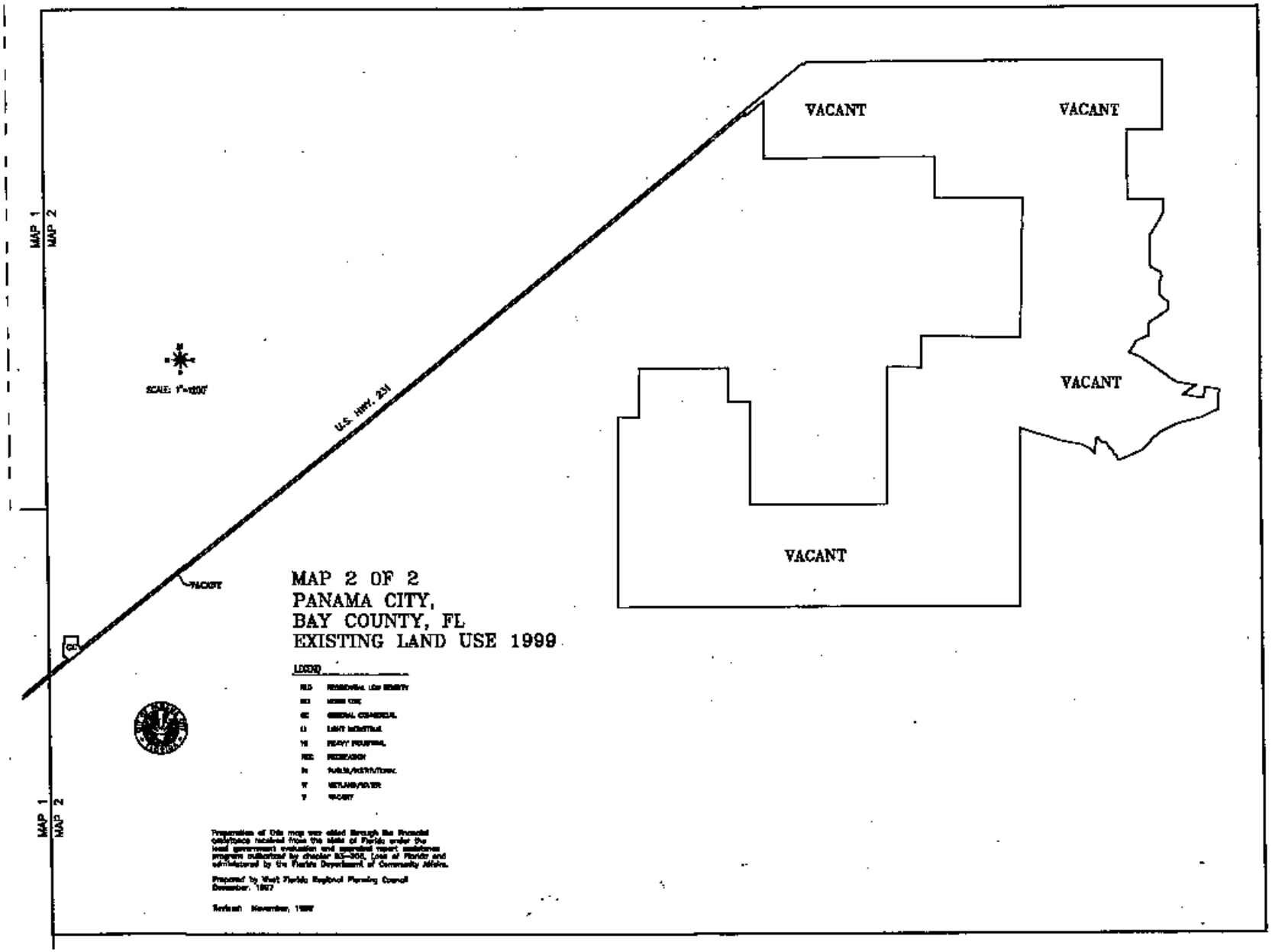
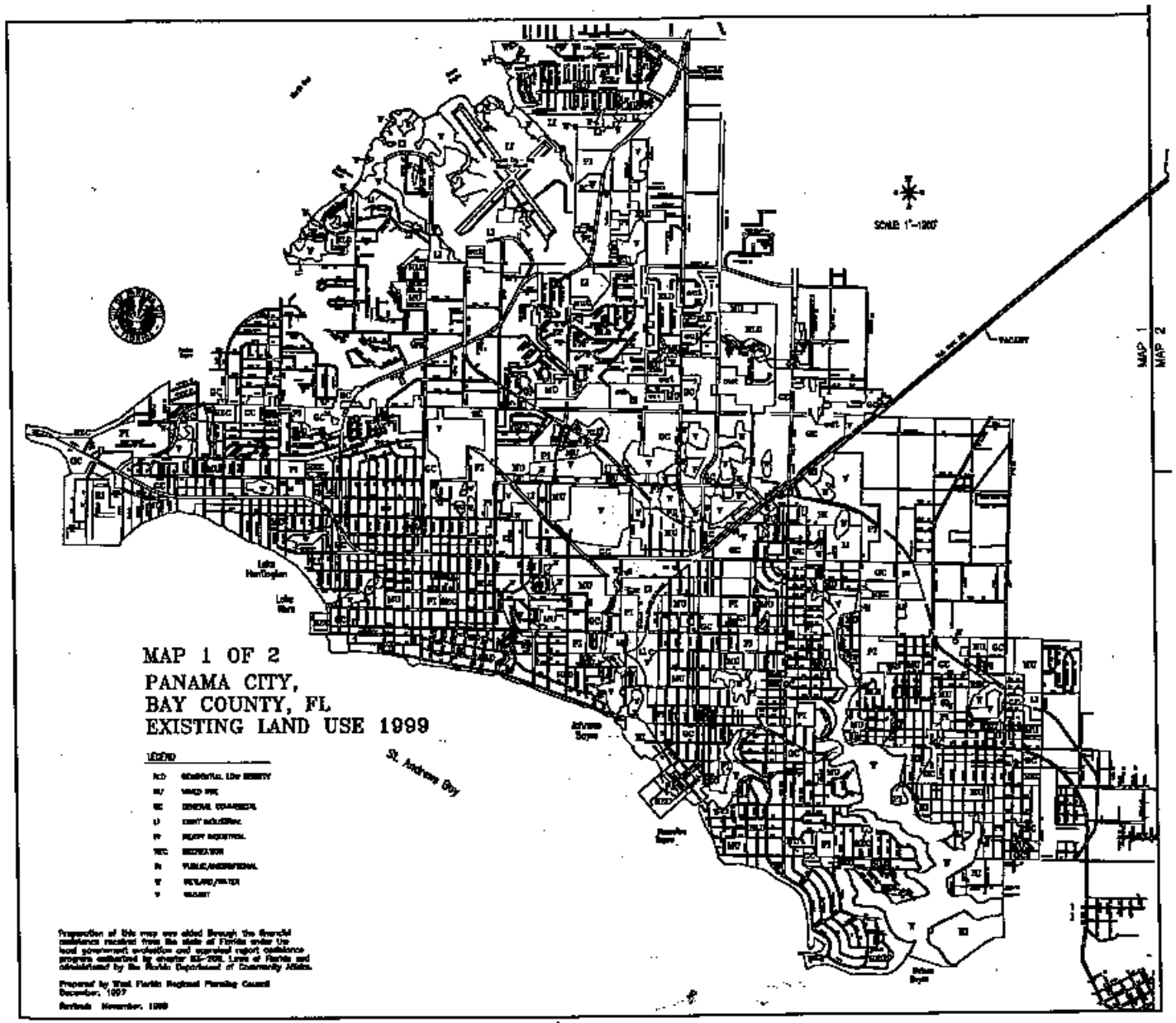
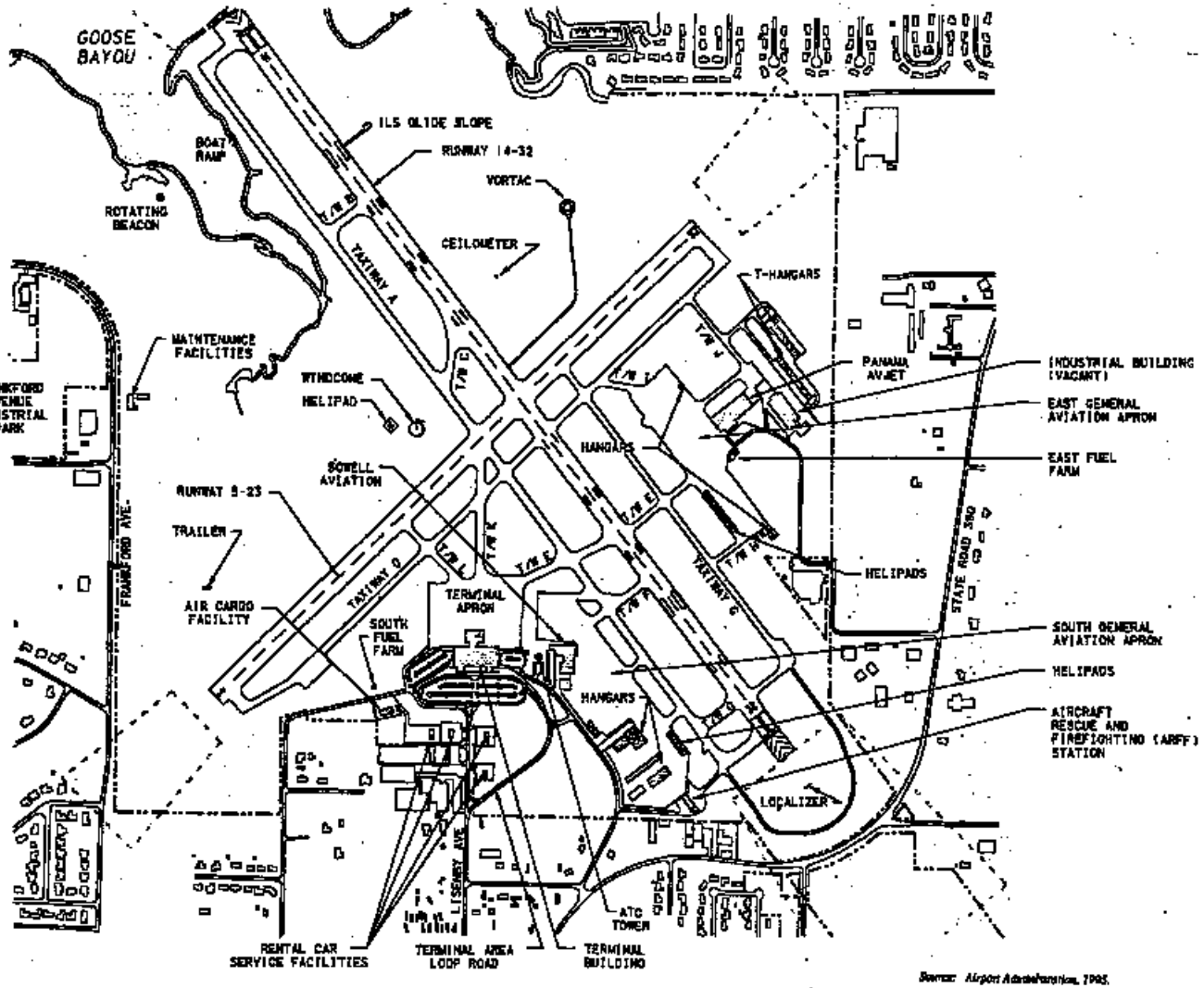
PREPARED BY WEST FLORIDA REGIONAL PLANNING COUNCIL


VACANT
VACANT
VACANT
VACANT
U.S. HWY. 231
MAP 1
MAP 2
MAP 1
MAP 2
SCALE: 1"=1000'
MAP 2 OF 2
PANAMA CITY,
BAY COUNTY, FL
EXISTING LAND USE 1999
LEGEND
Preparation of this map was aided through the financial assistance received from the state of Florida under the local government evaluation and appraisal report assistance program authorized by chapter 83-308, Laws of Florida and administered by the Florida Department of Community Affairs.
Prepared by West Florida Regional Planning Council
December, 1997
Revised: November, 1999


MAP 1 OF 2
PANAMA CITY,
BAY COUNTY, FL
EXISTING LAND USE 1999
LEGEND
SCALE 1"=1200'
MAP 1
MAP 2
St. Andrews Bay
Lake Huntington
Lake Mill
Prepared by West Florida Regional Planning Council
December, 1999
Revised: November, 1999



Source: Airport Administration, 1995.

EXISTING FACILITIES

PANAMA CITY-BAY COUNTY INTERNATIONAL AIRPORT

AIRPORT MASTER PLAN UPDATE

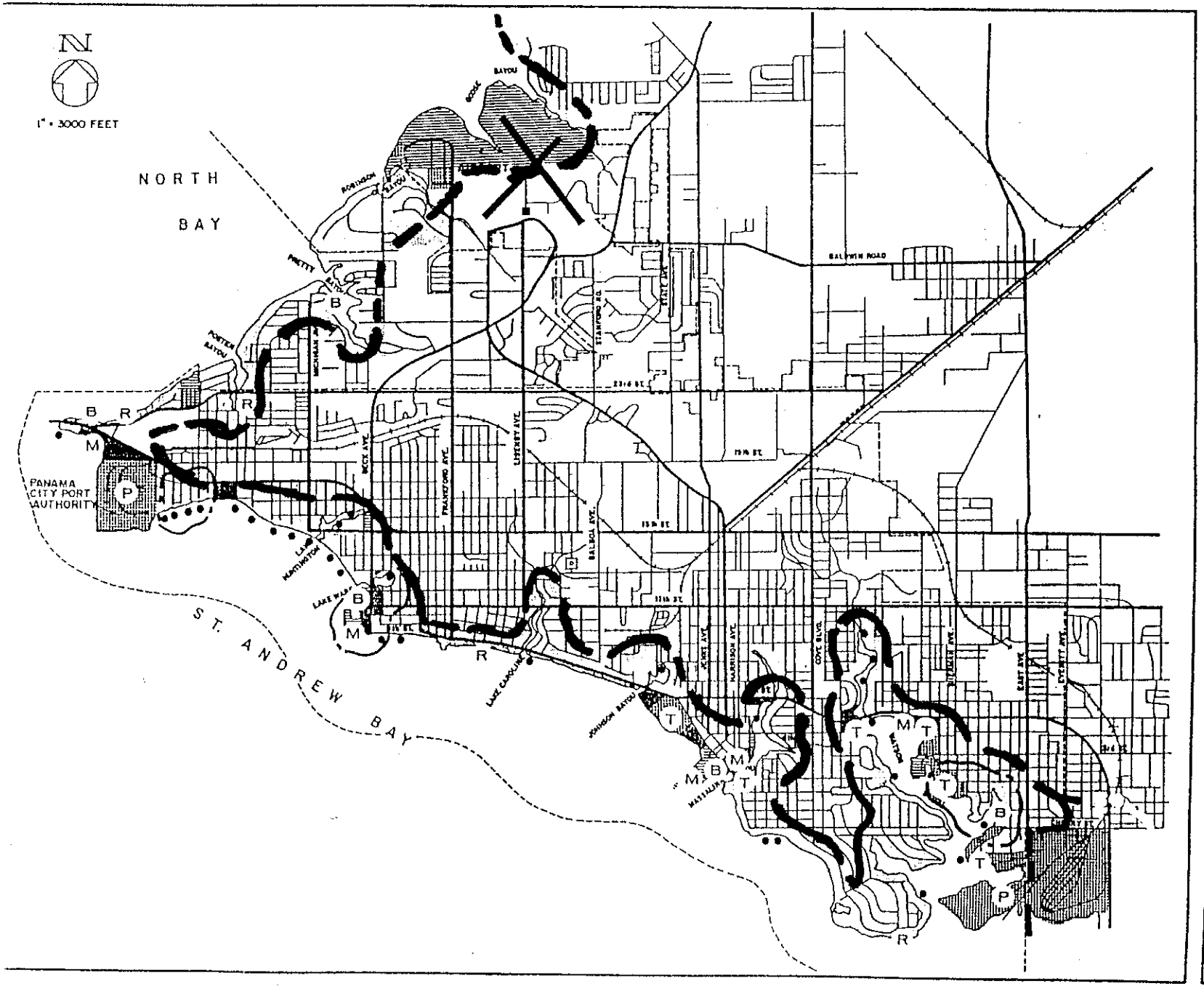
LEGEND	
	EXISTING PAVEMENT
	EXISTING AIRPORT BUILDINGS
	RUNWAY PROTECTION ZONE
	AIRPORT PROPERTY LINE

N

SCALE: 1"=600'

0 400 800

AVCON
AVIATION CONSULTANTS



COASTAL PLANNING ARI
COASTAL AREA LAND USE

- RESIDENTIAL
- COMMERCIAL
- INDUSTRIAL
- PUBLIC FACILITIES
- PUBLIC EASEMENT
- P PORT
- M MARINA
- T MARINE TERMINAL
- B BOAT LAUNCH
- R RECREATION SITE
- Coastal Planni Area

"Preparation of this Map was aided through financial assistance received from the State of Florida under the Local Government Comprehensive Planning Assistance Program authorized by Chapter 86-167, Laws of Florida and administered by the Florida Department of Community Affairs."

CITY OF PANAMA CITY FLORIDA

FEBRUARY 1988

BCM

BCM CONVERSE, INC.
Engineers, Planners, Scientists

Updated by WERPC 1999

ORDINANCE NUMBER 2040

COMPREHENSIVE PLAN AMENDMENT 2004-S9

AN ORDINANCE AMENDING THE COMPREHENSIVE PLAN OF THE CITY OF PANAMA CITY, FLORIDA BY AMENDING THE TEXT OF POLICY 1.1.4.12. PLANNED UNIT DEVELOPMENT (PUD) DISTRICT OF THE LAND USE ELEMENT OF THE COMPREHENSIVE PLAN; PROVIDING FOR SEVERABILITY; PROVIDING FOR REPEALER; AND PROVIDING FOR AN EFFECTIVE DATE.

Item 1.

From and after the effective date of this ordinance, **Element 2, entitled Transportation Element** of the Comprehensive Plan of the City shall be amended to read as follows (omitted text ~~stricken~~; new text highlighted):

12. **Planned Unit Development (PUD) District**

(a) Intent - The intent of this district is to provide for the use of the most efficient, innovative, and advantageous land use planning by allowing for the use of flexible, non-traditional development techniques. This land use planning shall include ~~such as~~ cluster, mixed use and zero-lot line development that provide tangible benefits to the City, the County, and to the neighborhood or community in which it is located. Such benefits shall include the preservation of natural site amenities and environmentally sensitive land and the creation of additional open space and recreational opportunities. ~~The PUD shall efficiently conserve developable land while providing for a wide variety of housing types and arrangements with a broader appeal to the marketplace. Single family housing may be integrated with other residential uses as well as with other compatible and supportive land uses that compliment a neighborhood.~~ ~~The~~ PUD development may be permitted to depart from the strict conformance with ~~certain~~ the ~~land development~~ standards of the Land Development Regulation Code (hereafter referred to as the LDR Code), such as, but not limited to, lot sizes and setbacks, ~~only~~ to the extent specified in an approved Master Concept Plan and so long as the PUD provides tangible benefits greater and beyond that which would be provided under a strict application of traditional development standards. ~~As to be specified in the Land Development Code, a~~ PUDs ~~must~~ shall also include a program(s), such as Homeowners' Associations, etc., for the provision, perpetual ownership, maintenance and operation of all areas, improvements, facilities and necessary services for the common use of ~~all~~ the PUD occupants.

It is further intended that PUD districts be created only from lands that are under one common ownership and unified control and ~~that all the lands to be a part of the whole PUD area~~ shall directly abut each other ~~and be completely and physically contiguous. Only an easement or right of way can separate the land mass under unity of title and still be considered under unified control.~~ The PUD development shall occur according to an approved comprehensive

site development plan (Master Concept Plan) which sets the limitations of land use, site design, population density, intensity, building and lot coverage, improvement standards, and development/construction phasing, etc.~~, that is applied to the project as a whole (rather than to individual lots or areas)~~. If the PUD is to be developed in phases, each phase shall be of such size, composition and arrangement that its construction, marketing, and operation is feasible as a unit independent of any subsequent phases.

The PUD site design shall integrate creative, aesthetic, and functional use of common open space. ~~The failure of a PUD to provide common open space shall be considered an indication that it has not satisfied the objectives for which such developments may be approved.~~ Site design shall also integrate other amenities such as landscaping, buffering, and natural stormwater systems that create a pattern of development that utilizes natural separations to create and provide visual relief between ~~identity or neighborhood~~ different use areas.

(b) Density and Intensity – Density and intensity shall be calculated for each land use type (residential, mixed use or Commercial) per their respective areas ~~on the total buildable site area for the whole PUD project,~~ as presented in a Master Concept Plan~~,~~. The density shall apply to residential and mixed use areas and be established in the LDR Code as the number of dwelling units allowed per acre. Intensity shall apply to commercial and mixed use areas and shall be established in the LDR Code based upon the Impervious Surface Ratio (ISR) as a percentage of the site and the Floor Area Ratio (FAR) of the structures to the site. ~~but may be~~ The various land uses shall be distributed and arranged within the PUD through environmentally sensitive site design and spatial layout techniques such as massing or clustering that excludes development in required open spaces, wetlands, floodplains, etc.

~~Performance standards that shall regulate the density and intensity of the PUD development shall include the minimum open space requirement, the maximum number of dwelling units in non-commercial areas (density), and for non-residential areas, the floor area ratio (FAR), and the impervious surface ratio (ISR) for the whole PUD project.~~

~~(c) Definitions:~~

~~Density: Maximum Number of Dwelling Units for the whole PUD project, as presented in a Master Plan, shall be calculated by multiplying the allowable residential density of 20 dwelling units per acre (20 du/acre) by the total residential buildable site area of the non-commercial portion of the whole PUD project. The buildable site area is the area of the whole PUD project which may be altered, disturbed, or regraded for development purposes. The buildable site area can contain buildings, roads, parking areas, stormwater management facilities, etc. The buildable site area shall not contain land encumbered with easements, or required open space, recreation, or natural resource protection (conservation) areas (wetlands, 100 year floodplains, etc.)~~

~~Floor Area Ratio (FAR) is a method for determining the maximum gross floor area permitted for all buildings or building on a given site through the use of an assign ratio. The PUD assigned ratio shall be determined by calculating the gross floor area of all buildings on the whole PUD project by the total buildable site area of the whole PUD project. The FAR is an adaptable measure of intensity that expresses the mathematical relation between the volume of a building and the unit of land. It regulates the overall size of a building while still allowing it to be built in different shapes. For example, a FAR of .5 would mean that a building could use only one half of the site area as a one story building. Or the building could be a two story and~~

~~use only one-fourth of the site area. A FAR of 1.0 would mean that a one-story building could cover the full site, or a four-story building could cover one-fourth of the site.~~

~~Impervious Surface Ratio (ISR) is a method for determining the maximum allowable amount of impervious solid surfaces such as the paving of streets, parking lots, tennis courts, etc., as well as roofs and other structures that prevent the absorption of water into the soil and thereby increasing stormwater runoff. The PUD ISR shall be determined by dividing the total area of all impervious surfaces within the whole PUD project by the total buildable site area of the whole PUD project.~~

~~Cluster Development: A type of development that addresses both environmental and economic concerns. It incorporates a mix of community features and values and provides for the close grouping of a variety of housing types or small homesites located on the most buildable portions of a site while, at the same time, preserving a large portion of the parcel (including environmentally sensitive areas) as undeveloped open spaces and spaces for a variety of community use. The cluster development offers the developer significant savings in shorter road and utility extensions. It offers the consumer a variety of housing product through integration of logical sub-areas allowing for an appropriate mix of housing size, architectural style or sales price by providing a choice of floor plans, styles, external and internal features, etc. Marketing benefits of the cluster development include a host of housing choices that appeal to a variety of families and income groups and a full living amenity package (recreation, schools, etc.).~~

~~(d)~~ **(c) Mix of Uses:**

Allowable mix of land uses within a PUD: Mixed use is encouraged within a PUD. In addition to the integration of different housing types and recreation and open space, a PUD may also provide for the location of ~~supportive non-residential uses when complementary to and compatible with the orderly operation of the residential project. Such uses may include public~~ (schools, libraries, ~~etc.), social,~~ and recreational facilities as well as an appropriate mix of professional office, commercial, neighborhood commercial and public services that are appropriate to the general need of the area served. Such non-residential uses shall provide adequate parking ~~as specified in the Land Development Code~~. ~~There should be sufficient need for such non-residential uses as well as sufficient residential area to support the non-residential uses that may be proposed as part of the unified development.~~ The market area to support the non-residential areas shall be in balance with the amount of the non-residential development within the PUD. Any non-residential use of the PUD that is designed for a larger market area than the PUD alone shall petition the City Commission as part of the Master Concept Plan for an exception. The provision of open space, landscaping and buffering shall be integrated into the design and location of the different land uses. ~~Non-residential uses are intended primarily for the benefit of the PUD.~~ Inward oriented placement of buildings, streets, open space and recreational facilities is desired to establish a sense of community and to discourage strip development. Industrial uses are not allowed within a PUD.

The types and mix of uses and their density and intensity of use and their location shall be compatible with and have no undue adverse impact upon the public health, welfare and safety of PUD residents and the physical and environmental characteristics of the site and surrounding lands.

Intensity performance standards for the allowable mix of land uses in a PUD project shall be delineated in the Land Development Regulation Code. ~~are provided in the following table:~~

~~Percent Mix of Land Uses, Density and Intensity Standards~~			~~Non-Residential Intensity Standards~~	
~~Land Use~~	~~Percent of Total Buildable Area for Mix of Uses *~~	~~Residential Density~~	~~Floor Area Ratio (FAR)~~	~~Impervious Surface Ratio (ISR)~~
~~Open Space~~	~~Greater or equal to 20%~~	~~** N/A~~	~~N/A~~	~~.20~~
~~Residential~~	~~Less than or equal to 65%~~	~~20 du per buildable acre of the non-commercial portion of the whole PUD project~~	~~.5~~	~~.5~~
~~Neighborhood Commercial~~	~~Less than or equal to 35%~~	~~N/A~~	~~1.0~~	~~.80~~
~~Commercial, Professional Office~~	~~Less than or equal to 10%~~	~~N/A~~	~~1.0~~	~~.75~~
~~Public Uses~~	~~Less than or equal to 20%~~	~~N/A~~		~~.20~~
~~* Mix of uses shall mean a mix of uses within a building on a site, or within a particular area~~ ~~** N/A = not applicable~~				

~~(e)~~ **(d) Establishment of a PUD district** – The PUD land use shall be authorized through an adopted Future Land Use Map (FLUM) amendment. The letters PUD shall refer to a planned unit development and shall generally refer to an entire PUD project whether the project consists of one phase or several phases subject to a Master Concept Plan.

~~(f)~~ **(e) Objectives and Criteria:** Specific and detailed information on PUD developments such as objectives, criteria, guidelines and a development review process will be included in the City's Land Development Regulations Code and shall include the above items (a – e d) as well as the following items:

(1) The PUD district shall:

a) allow diversification of uses, structures, and open spaces when not in conflict with existing and permitted land uses on abutting properties;

b) reduce development and housing costs through a more efficient use of land and a smaller network of utilities and streets than is possible through the application of the standards contained in the ~~conventional~~ Land Development regulations Code;

c) conserve the natural amenities of the land by encouraging the preservation of environmentally significant, scenic, and functional open space that is owned and perpetually maintained in such a way as not to become a burden to the City; and

d) provide maximum opportunity for the application of innovative site planning concepts for the creation of functional and aesthetically pleasing

environments for living, shopping, and working on properties of adequate size, shape and location.

(2) Approval Process: An application for a PUD development and FLUM ~~change~~ amendment may be submitted only by the owner, or any person having a contractual interest and unified, single control of the land, or an authorized agent. A proposed comprehensive plan FLUM amendment ~~may be initiated~~ shall be approved as part of ~~by the applicant upon~~ the City Commission's approval of the applicant's Master Concept Plan for the ~~whole~~ PUD development ~~and a Preliminary Development Plan for the PUD's first phase~~. It shall be ~~at all times~~ the applicant's responsibility to ensure consistency with State statutes and rules and the City's Comprehensive Plan (including concurrency and compatibility requirements) and Land Development Regulations Code.

(3) Impact Analysis: The Master Concept Plan's data and analysis shall fully support and justify the proposed comprehensive plan FLUM amendment by including an analysis ~~on~~ of the economic and other impacts of the ~~whole~~ proposed project on the City and other affected political subdivisions of the County, both detrimental and beneficial. The data and analysis shall, at a minimum, include impact analysis on:

~~1)~~ a) ~~the impacts on~~ present and future utilities (including stormwater management systems), levels-of-service standards (LOSS), concurrency requirements and impacts to the Comprehensive Plan's Capital Improvements Element;

~~2)~~ b) impacts on all facets of transportation systems including adopted ~~levels-of-service~~ LOSS, access, emergency evacuations, parking, multi-modal circulation, and the internal and external transportation network both present and future, etc.;

~~3)~~ c) the impact on local schools including present and future capacity, etc.; and

~~4)~~ d) tax impact analysis on the taxes to be generated and impact on City-provided services by the proposed project, etc.

(4) Applicant's Financial Ability: The applicant shall provide proof of financial ability to complete the entire PUD project as proposed in a Master Plan. This should include an estimate of the overall cost of the whole project, proposed sources of financing, financial statement of the applicant, banking references, bonding capability, and any other information which will enable the City to ascertain that the applicant is financially capable of completing the whole project as presented in the Master Concept Plan.

After the City Commission's adoption of the said FLUM amendment, the City will transmit the adopted FLUM amendment to DCA. After the plan amendment becomes effective pursuant to ~~Ch. 163.3189 (2)(a), F.S.~~ the pertinent Florida State Statutes, the City shall issue ~~a Preliminary~~ the Development Order. The ~~Preliminary~~ Development Order shall 1) grant the applicant permission to finalize ~~development~~ construction plans ~~into a Final Development Plan~~ with the required engineering documents for ~~recording~~ staff review, and 2) grant permission for acquisition of permits to begin site preparations and installation of required utilities. ~~Detailed construction plans shall be~~

~~submitted and approved for all utilities and improvements to be built before such permits will be issued.~~

All utilities and improvements made necessary as a result of the PUD shall be either constructed in advance of approval of the Final ~~Development Plan~~ Plat, or the applicant shall make guarantee in the form of cash, performance bond, or irrevocable letter of credit, made payable to the City, and in sufficient amount to cover one hundred ~~ten~~ twenty-five percent ~~(110%)~~ (125%) of the full cost of the utilities and improvements as estimated by the City or its authorized designee.

~~(5) Construction. No construction other than the site preparations and installation of utilities and improvements as authorized by a Preliminary DO shall take place until the City Commission's approval of a Final Development Plan and Engineering Documents. Approval of final plans will be made if they substantially conform to the previously approved preliminary plan. Upon Final Development Plan and Engineering Documents approval, the City will issue a Final Development Order (DO). A Final Development Order (DO) is a mandatory prerequisite to making application for building permit(s). No building permits shall be issued on lands within the PUD except in accordance with the approved Final Development Plan and Engineering Documents.~~

(5) Sunset Provision: Onset of construction and sunset timeframes - Construction shall not commence until the Development Order is granted. In the case that the development of the Master Concept Plan, including any subsequent City Commission-approved modifications thereto, are not final platted and approved by the City Commission within ten (10) years of the initial Plan approval date, the owners of the land shall forfeit the Development Order for the existing approval of the Master Concept Plan. The City at its sole discretion utilize any and all surety and bond to complete any unfinished infrastructure or other approved site features of the PUD.

Any subsequent development rights shall require the owners of the land to re-petition the City for a new Master Concept Plan, as required by this Code, prior to the issuance of a new Development Order. The PUD Land Use district designation shall remain in place until a new Master Concept Plan is approved by the City Commission. Any request for extensions of the sunset provision shall be submitted in written form to the Administrator and forwarded to the City Commission for determination.

Item 2.

Severability. The various parts, sections and clauses of this Ordinance are hereby declared to be severable. If a court of competent jurisdiction adjudges any part, sentence, paragraph, section or clause unconstitutional or invalid, the remainder of the Ordinance shall not be affected thereby.

Item 3.

Repealer. Any ordinances or parts thereof in conflict with the provisions of this Ordinance are hereby repealed to the extent of such conflict.

Item 4.

Effective Date. This Ordinance shall take effect as specified in Florida Statutes, Ch. 163.3189 (2)(a).

PASSED, APPROVED AND ADOPTED at the regular meeting of the City Commission of the City of Panama City, Florida, this 14th day of December, 2004.

CITY OF PANAMA CITY, FLORIDA,
a Municipal Corporation.

Girard L. Clemons, Jr., Mayor

ATTEST:

Michael Bush, City Clerk

ORDINANCE NO. 1958

COMPREHENSIVE PLAN AMENDMENT 2004-S8

AN ORDINANCE AMENDING THE COMPREHENSIVE PLAN OF THE CITY OF PANAMA CITY, FLORIDA BY AMENDING THE TEXT OF POLICY 2.5.1 OF THE TRANSPORTATION ELEMENT OF THE COMPREHENSIVE PLAN; PROVIDING FOR SEVERABILITY; PROVIDING FOR REPEALER; AND PROVIDING FOR AN EFFECTIVE DATE.

BE IT ORDAINED BY THE MAYOR AND COMMISSION OF THE CITY OF PANAMA CITY, FLORIDA AS FOLLOWS:

Item 1.

From and after the effective date of this ordinance, **Element 2, entitled Transportation Element** of the Comprehensive Plan of the City shall be amended to read as follows (omitted text ~~stricken~~; new text underlined):

Policy 2.5.1: The City will maintain a 25 foot minimum front building setback from property line ~~as part of its land development regulations,~~ on designated thoroughfares, of which a List of Rights-of-Way for Potential Widening shall be established, maintained and periodically updated by the City ~~Downtown and St. Andrews Improvement Zones; and the Millville commercial area (3rd Street from Sherman Avenue to Center Avenue).~~

Item 2.

Severability. The various parts, sections and clauses of this Ordinance are hereby declared to be severable. If a court of competent jurisdiction adjudges any part, sentence, paragraph, section or clause unconstitutional or invalid, the remainder of the Ordinance shall not be affected thereby.

Item 3.

Repealer. Any ordinances or parts thereof in conflict with the provisions of this Ordinance are hereby repealed to the extent of such conflict.

Effective Date. This Ordinance shall take effect as specified in Florida Statutes, Ch. 163.3189 (2)(a).

PASSED, APPROVED AND ADOPTED at the regular meeting of the City Commission of the City of Panama City, Florida, this 11th day of May, 2004.

CITY OF PANAMA CITY, FLORIDA,
a Municipal Corporation.

Girard L. Clemons, Jr.
Mayor

ATTEST:

Michael Bush,
City Clerk

[redacted]