

## SECTION 3

### FUTURE LAND USE ELEMENT

#### 1. PURPOSE AND FORMAT

The purpose of the Land Use Element is to designate proposed future general distribution, location, and extent of the uses of land for residential uses, commercial uses, industry, agriculture, recreation, conservation, education, public buildings and grounds, other public facilities, and other categories of the public and private uses of land. This element is prepared as a requirement of 163.3177, F.S.

The population shown on the Population Estimates and Projections are those for which Panama City Beach will strive to provide urban services. These numbers will be used by public agencies to plan for the range of public facilities and services including roads, parks, schools and sewers. The numbers reflect a middle course of action between planning for the minimum projected growth and planning for the maximum population projection.

**A. Coordinated Managed Growth.** The Future Land Use Map, the Population Estimates and Projections chart and this interpretive text all help translate the goals, objectives and policies of the Panama City Beach Comprehensive Growth Development Plan into a more specific course of action. They are intended to be used in directing public and private developmental activities. Actions that must be consistent with these maps and related text include functional service plans and amendments, capital improvement programs, public facilities site approvals, subdivision plat and zoning actions, coastal construction, and federal grant application reviews. Before any decision is made in connection with any of these or other developmental processes, a determination will be made as to the consistency of the proposed developmental action with the goals, objectives and policies of the Panama City Beach Comprehensive Growth Development Plan, including the Future Land Use Plan Map, the Estimated Population projections, and this text. Proposed developmental actions and orders should be evaluated to determine the extent to which they are consistent with these Plan components which embody the essence of the City's development policy. Vested rights and legal non-conformity shall be given consideration in all determinations of developmental action or order approval. Developmental actions or orders that preceded the official adoption of this Plan shall not be deemed inconsistent with the Plan until so determined through one of the several developmental decision processes.

**B. Plan Amendments.** It is recognized that the development capacity of the area within the service area will vary with time. Part of the supply will be utilized and additional supply will be added from time-to-time through the approval of Plan amendments. Some land will be built upon at densities which are higher than permitted by existing zoning because rezonings will occur in the future, and some development will occur at densities lower than that permitted by zoning. Moreover, impediments can arise to the utilization, at maximum potential densities, of all lands within the boundaries. In some urbanized areas, it may be difficult to

acquire sufficiently large parcels of land. In other areas, neighborhood opposition to proposed developments could alter the assumed density or character of a particular area. Because the development capacity fluctuates with time, it will be re-evaluated on a periodic basis as part of the Plan review and amendment process.

**C. Limitations.** The Comprehensive Plan establishes broad parameters within which the various levels of government can conduct detailed land use planning and zoning activities, and functional planning and programming of urban infrastructure and service. It also serves the full range of other governmental planning and programming activities which require information about the location and extent of future population growth and land use. Among the primary purposes for adopting the Future Land Use Map are to establish continuity and certainty as bases for individual, small-scale land use decisions in both the public and private sectors, and to enable coordinated, timely, cost-effective expansion, maintenance and utilization of the full range of urban facilities and services. The existence of an adopted comprehensive plan does not obviate the need to conduct detailed examinations of localized land use and service conditions. Nor does the Comprehensive Plan substitute for detailed functional plans for infrastructure such as roadways, water and sewer facilities.

Given the range and scope of the comprehensive plan elements as now required in Florida, the extent and complexity of development, the long-range time horizons of the plan and the legal status of the comprehensive plan, it is critical to maintain viable programs to update and amend the Panama City Beach Comprehensive Growth Development Plan and related functional plans. Localized land use and service conditions must be systematically reviewed to determine whether the Panama City Beach Comprehensive Growth Development Plan should be proposed for amendment, and functional plans for all urban services must be coordinated and updated for consistency with the Panama City Beach Comprehensive Growth Development Plan.

**D. Interpretation of the Future Land Use Map:** The Future Land Use Map of the Panama City Beach Comprehensive Growth Development Plan is a framework indicating the large-scale pattern of future land use in the Panama City Beach area. The land use pattern indicated on the Future Land Use Map is very detailed from an area-wide perspective. However, the map does not specifically depict each and every individual occurrence of land use and zoning throughout the neighborhoods which comprise Panama City Beach.

The land use categories used on the Future Land Use Map are necessarily broad, and there are numerous instances where existing uses and parcels zoned for a particular use, are not specifically depicted on the Future Land Use Plan Map. This is due largely to graphic limitations. In addition, the mixing of uses in individual buildings, projects and neighborhoods is common in many parts of the urban area, and is becoming a more widely accepted land use practice when compatible uses are properly integrated through the use of sound land use, planning and design principles. Accordingly, the Future Land Use cannot readily depict specific land use, let alone parcel-specific density or intensity of use, without broadly defining the land use categories and areas. Each of the land use categories utilized on the Future Land Use Map also provides for the inclusion of some other uses under certain conditions. The land use maps are not zoning maps.

**E. Unusual Uses.** Other "unusual uses" not specifically authorized in this chapter may be approved if consistent with the objectives and policies of this Plan, and provided that the use would not have an unfavorable effect on the surrounding areas by causing an undue burden on transportation facilities including roadways and mass transit or other utilities and services including water, sewer, drainage, fire, rescue, police and schools; by providing inadequate off-street parking, service or loading areas; by maintaining operating hours, outdoor lighting or signage out of character with the neighborhood; by creating traffic, noise, odor, dust or glare out of character with the neighborhood; by posing a threat to the natural environment including air, water and living resources; or where the character of the buildings, including height, bulk, scale, floor area ratio or design would detrimentally impact the surrounding area. The intent of this provision is to enable consideration to be given to the approval of uses which are not specifically or administratively provided for in any zoning district or in any Future Land Use Map category. Conversely, this provision is not intended to permit uses to be approved in a Future Land Use Map category if the use is authorized in a different Future Land Use Map category.

**F. Ultimate Development Area.** The 2020 Future Land Use Map identifies the areas that will be urbanized within that time frame. It is difficult to specify where and how much of Panama City Beach's total area may ultimately be converted to urban development. This is due to uncertainty regarding long-term rates of population and economic growth; housing and community preferences; availability and price of energy, water, agricultural and mineral resources; and State, federal and international influences. It is reasonably safe to assume, however, that the areas least suitable for urban development today will remain least suitable in the future.

## **2. INTRODUCTION**

In the preparation of the Future Land Use Element, it was necessary to determine what the existing usage of properties is, and evaluate what has happened in recent history to affect the changes that have taken place. Recent annexation requests by St. Joe, the beginning of large-scale redevelopment projects, and the continued population and tourist trade growth is placing increasing importance on long range planning, especially in the areas adjacent to the present city limits of Panama City Beach.

The potential for incompatible land uses and standards is created as a result of significant amounts of unincorporated areas of the County being adjacent to the City limits. When there is only an imaginary line separating lands with land use regulations from those without, it is impossible to be very effective predicting future development trends. The City of Panama City Beach will continue to coordinate land use issues with the County so that growth management practices of each may be compatible.

For the purpose of planning, this analysis sometimes looks at the area surrounding the City as well as the City proper. This area consists of approximately 21,000 acres, and stretches from the Phillips Inlet Bridge to the Hathaway Bridge, and from the Gulf of Mexico to approximately one-half mile north of S.R. 30 Alt (Panama City Beach Parkway). This encompasses the areas

now under development as well as those that may affect the City of Panama City Beach within the next ten years. The area within the City limits of Panama City Beach is approximately 11,015 acres excluding the 720 acres of right-of-way.

The City, which already provides water and sewer service to the majority of the developed and developing areas, can better coordinate land use with the availability of public facilities by annexing these surrounding areas. The quality and quantity of the future development abutting the City boundaries has a significant impact on the future demand for City services. Through annexations and the intergovernmental coordination effort of this plan, an equitable arrangement will be sought with Bay County whereby the City will have more input into the future development of these areas.

Panama City Beach is a beach resort community with an increasing year-round residential presence. Because its principal source of income is tourism, the two principal developed land uses are residential and commercial. Much of the land along the beach is used to accommodate beach visitors with either lodging, recreation, food or shopping facilities. The main thoroughfares are primarily commercial usage with scattered hotels, commercial uses, multifamily land uses, and recreational facilities. Condominiums, retail, amusements, and single family residential development is located throughout the beach area.

### 3. INVENTORY

Of the 10,940 acres within the city limits, approximately 3,129 acres have not been developed. A breakdown of the various land usages is shown on Table 1, and their locations are shown on the Existing Land Use Map, Exhibit Number 1.

Each land use category below is used for inventory and convenience. This inventory is not intended to create specific definitions for regulatory purposes. The list is borrowed from current zoning for inventory only and includes:

- A. **Single Family Residential Districts** include land which is utilized for single family dwellings and customary accessory buildings incidental thereto.
- B. **Multi-Family Residential Districts** include land which is utilized for single-family dwellings, multi-family dwellings, churches, schools, business and professional service structures (excluding the retail sale of goods and commodities) and customary accessory buildings incident to these structures in this definition.
- C. **Tourist Districts** include land which is utilized for single-family dwellings, multi-family dwellings, churches, schools, business and professional service structures (excluding the retail sale of goods and commodities) clubs, lodges, apartments, hotels, motels, condominiums, parking lots, retail sales and services, lounges, business uses, personal services, drive-in facilities, amusements, recreation and entertainment, service stations, self-service laundries, pick-up

laundry and cleaner stations, car wash facilities, mini-warehouses, transient tourist accommodations, public lodging establishments, and customary accessory buildings incident to these structures in this definition.

- D. **Industrial Districts** include land which utilizes structures for lumber and building supplies, heating and air conditioning, sheet metal, welding, plumbing, electrical, laundries and dry cleaners, bakeries, bottling plants, printing, light manufacturing and processing, wholesaling, warehousing, and distribution facilities.
- E. **Agriculture Districts** include land utilized for farming, silviculture, pastoral, and utilitarian areas.
- F. **Recreational Districts** include land which is utilized for parks, golf courses and dedicated beaches and water accesses.
- G. **Conservation Districts** include land which is utilized for the conservation of natural resources.
- H. **Educational Districts** include land which is utilized for public and private schools.
- I. **Public Buildings and Grounds Districts** include land which are utilized for governmental offices, fire stations, police stations, and other governmental facilities.
- J. **Historical Districts** include, at minimum, sites which have been identified by the Department of State on its Master Site File.
- K. **Mixed Use Districts** include areas which provide both residential and nonresidential land uses.

**TABLE 1**  
**DISTRIBUTION OF DEVELOPED AND VACANT LAND**  
**ON THE EXISTING LAND USE MAP**

	<b><u>Total Dev. Acreage</u></b>	<b><u>Portion of Total Dev. Land</u></b>	<b><u>Portion of City Limits</u></b>
SF Residential	1,215	15.5%	11.1%
MF Residential	350	4.5%	3.2%
Tourist	1,151	14.7%	10.5%
Industrial	75	1.0%	0.7%
Public Bldg. & Grounds	50	0.7%	0.5%
Educational	95	1.3%	0.9%
Recreation	485	6.3%	4.4%
Conservation	4,240	54.0%	38.8%
Agriculture	0	0	0%
Historical	0	0	0%
Mixed Use	150	2.0%	1.4%
Vacant Land	3,129	N/A	28.5%
<b>TOTAL</b>	<b>10,940</b>	<b>1.00</b>	<b>1.00%</b>

Sources: City of Panama City Beach Building & Planning Dept. and the Bay County GIS Department.

Table Notes:

1. Conservation and Recreation acreages are considered developed since these lands are not available for development.
2. Portion of Total Developed Land = Total Developed Acreage / 7,811.
3. Portion of City Limits = Portion of Total Developed Acreage / 10,940.
4. Table excludes 873 acres of right-of-way
5. Acreage figures include annexations as of August 13, 2008.

**4. PRESENT TRENDS**

From 2001 to 2005, market conditions created a demand for development and redevelopment within the City limits. In the past, the large amount of vacant land adjacent to the City was the primary area for major developments. Several development and redevelopment projects have taken place within the City limits and others are planned over the next few years.

These projects primarily consist of commercial retail, entertainment, recreation, townhouse, single-family housing, and a very limited amount of additional high-rise condominium uses.

With the construction of the four-lane projects for U.S. 98, Hathaway Bridge, and SR 79, additional commercial, multi-family, and single family construction is anticipated along these roadways. Future phases of construction to 4-lane SR 79 have been funded and has commenced to extend the project further north eventually to Interstate 10.

The majority of open land not yet developed outside the City of Panama City Beach is owned by the St. Joe Company. The availability of this land for development will have a large impact on where development will take place.

From 1970 to 1980, Panama City Beach was growing at the rate of 80.3 new residents per year. From 1980 to 1990, Panama City Beach grew at an average of 190.3 new residents per year. However, based upon statistics from the University of Florida, it is evident that most of the growth during the 1980's was between 1980 and 1985, when Panama City Beach averaged 245 new residents per year. After 1985, growth decreased to an average of 135 new residents per year. Future land use and housing elements project the amount of land, by land use category, that will be required to accommodate future growth in Panama City Beach. The City's own residential population projections forecast approximately 14,000 residents in 2010 and 23,000 residents in 2020.

A summary of the projected seasonal population of Panama City Beach during the planning period is shown in Table 7 in Section 2 of this Plan.

#### **A. SINGLE FAMILY RESIDENTIAL**

The single family residential land use for the City of Panama City Beach and its surrounding area includes land which is utilized for single family dwellings and customary accessory buildings incidental thereto. The Existing Land Use Map, Exhibit Number 1 shows the single family residential areas.

Table 1 shows a breakdown of the different land usage within the City of Panama City Beach. There are approximately 1,215 acres of land used for single family residential housing within the City limits of Panama City Beach and 225 acres of vacant land designated for single family residential use on the Future Land Use Map. The total amount of land used for single family residential use is approximately 11.1% of the total area of the City.

All of the early development of the Beach area was single family housing, and took place along the beach front. Table 1 of the Housing Element shows there were 71 housing units existing in the study area prior to 1939 with 52 units remaining at the time of the 2000 Census. This early development of the Panama City Beach area took place to the west of the existing City limits and in the Long Beach area. Just west of S.R. 79 between Front Beach Road and Panama City Beach Parkway are two of the earlier residential communities, known as Laguna Beach and Sunnyside Beach. These communities were developed north of Front Beach Road, leaving the

beach front property as open space. These beaches are deeded to the property owners through their titles, and are for general use of the residents of these communities. Both of these areas with their open beach still exist today. In the mid 1990's Summerbreeze subdivision began developing along Front Beach Road between Cobb Road and State Road 79. Also in the late 1980's and early 1990's, Carillon Beach began development of a Seaside type residential community which is located at the west end of Bay County near the Walton County line. Palmetto Trace Subdivision was developed in 2002 on the northerly side of Panama City Beach Parkway and across from Summerwood Subdivision.

An area of earlier low density residential housing is in the Long Beach and Edgewater Beach areas at the east end of the City of Panama City Beach. Some of the Long Beach development is still present in a small portion along 2nd Street (South Thomas Drive). A large number of the earlier development has been replaced by high-rise condominiums (Long Beach Resort). The early development in the Edgewater Beach area no longer exists, it was removed to make way for what is known as the Edgewater Beach Resort.

Other areas of later residential development starting from the west end of the Study area and going easterly are Inlet Beach, Hollywood Beach, Santa Monica, and Miramar Heights which have developed slowly since the mid-1940's. Around the City's center at S.R. 79 are four subdivisions that were developed mainly in the 1960's and 1970's. These four are Gulf Resort Beach, El Centro Beach, Lullwater Beach, and the Gulf Highlands subdivision.

East of this area in the vicinity of Gulf Boulevard and between Front and Panama City Beach Parkway are the subdivisions known as Summerwood and Open Sands. Just east of there in the vicinity of Argonaut Street is the Bid-A-Wee Subdivision. Summerwood was developed in the mid 1990's while Open Sands and Bid-A-Wee were developed in the mid-1970's. Bid-A-Wee Subdivision like Laguna Beach and Sunnyside Beach, has a private beach which is deeded to the property owners of the subdivision.

The area between Lantana Street and Clara Avenue known as Bahama Beach lies just east of the Bid-A-Wee Subdivision. This area consists of scattered houses and mobile homes on private lots, and has slowly developed since the early 1950's.

Across S.R. 30 Alternate (Panama City Beach Parkway) is a development known as the Colony Club. This is a planned development with an 18-hole golf course and just north of this area situated on West Bay is the Colony Club Harbour development. The Colony Club portion of this area began in the early 1980's with Colony Club Harbour following in 1985.

The small area just east of Colony Club Development on Panama City Beach Parkway is a subdivision that was constructed in 1986 and is known as North Beach subdivision. Also in this vicinity is the Glades subdivision which was developed in the 1990's and consists of an 18-hole golf course known as the Hombre.



Other areas between S.R. 30 Alternate and S.R. 30 to the intersection of Hutchison Boulevard consist of scattered homes that have been constructed since the early 1950's. Also in this area are mobile homes on private lots.

A visual depiction of the housing growth trends for the City of Panama City Beach is shown on the Housing Growth Trends Exhibit number 4.

## **B. MULTI-FAMILY RESIDENTIAL**

These districts include land which is utilized for single-family dwellings, multi-family dwellings, churches, schools, business and professional service structures (excluding the retail sale of goods and commodities) and customary accessory buildings incident to these structures in this definition. Exhibit 1 shows there are approximately 350 acres within the City of Panama City Beach developed as multi-family residential units which represents approximately 3.2% of the total area of the City. There are approximately 140 acres designated as Multi-family on the Future Land Use Map.

Starting at the west end of the city limits and proceeding easterly, the first multifamily development is Whisper Dunes and Alexan Laguna which are both currently

under construction. Whisper Dunes is to be 378-unit townhome development. Alexan Laguna is to be a 360-unit apartment complex.

The next easterly designation of high density residential usage contains the Southwinds Condominium and Portside Condominium complexes. The Portside complex is accessible from both Front and Panama City Beach Parkway and has a pedestrian underpass for access to the beach.

The Horizons South Condominium complex is the next area designated as high density. This is another townhouse development that has access to both Front and Panama City Beach Parkway.

Proceeding further east to just west of the Open Sands Subdivision is a mobile home parks named Reid's Court and Trailer Park. Most of the mobile homes in this park are used as summertime rental units for the tourists. Also in this designated area along the western boundary of the Open Sands Subdivision is Caladium Village which is a row of townhouses that are rented as apartments.

Within the confines of the Colony Club there is a condominium complex, and proceeding further east to just west of Beckrich Road is the resort complex known as the Edgewater Beach Resort. This complex began development in the early 1980's and is comprised of multi high-rise condominium structures on the south side of S.R. 30 (Front Beach Road). The area north of Front Beach Road and south of Hutchison Boulevard is a complex of townhouses surrounded by a par 3 professionally designed golf course. Also, within this complex is a convention center and a tennis

academy. Further east, is Waterfall townhomes on Alf Coleman Road which has begun construction of what will ultimately be 125 unit townhome development. Across from the Glades Subdivision is Alexan Gardens (a 240 unit apartment complex) which was constructed in 2005.

Just to the east of the Edgewater Beach Resort is the Gulf Highlands townhouse development.

Proceeding further to the east, along 2nd Street (South Thomas Drive) there are numerous high density residential developments as well as many townhouse developments.

At the intersection of Thomas Drive and 2nd Street (South Thomas Drive), back to the west is a large mobile home and recreational vehicle park, and just to the east of there off Joan Avenue on the southern shoreline of North Lagoon is the St. Thomas Square Condominium complex.

### **C. TOURISTS DISTRICT**

The commercial development which comprises the tourist and business uses within the planning area is a mixed bag of intermingled motels, shops, amusement parks, restaurants and office buildings. Table 1 shows there are approximately 1,151 acres of land developed for Tourist use which represents 10.5% of the land area within the City. There are approximately 1,420 acres of vacant land designated as Tourist on the Future Land Use Map. The concentration of the mixed usage is primarily found along Front Beach Road from the Hutchison Boulevard intersection on the east to Clara Avenue on the west. This area is concentrated with an abundance of motels, shops and restaurants on both sides of the highway. East from the intersection of Front Beach Road with Hutchison Boulevard to the intersection of Front Beach Road and Panama City Beach Parkway at Holley Drive is a mixture of motels, mini-golf courses, restaurants, furniture stores, convenience stores, service stations, hardware stores, restaurants, apartment buildings and car washes. The commercial area along Thomas Drive west of St. Andrews State Park is strip shopping centers, individual shops and restaurants catering primarily to the condominium dwellers and local residents of the area. The commercial area at the intersection of North Lagoon Drive and Thomas Drive consists of commercial fishing piers, fish markets and restaurants with a motel, convenience store and office building.

The total amount of Tourist land in the city totals 3,000 acres or 27.3 percent of the entire land area.

### **D. INDUSTRIAL LAND USE**

The Beach Commerce Park was annexed as vacant land on May 10, 2001 and represents the only industrial area within the city limits. The Commerce Park has undergone substantial development and currently comprises approximately 280 acres. Developed Industrial land represents 0.7% of the land area of the city.

## **E. AGRICULTURE LAND USE**

There are approximately 400 acres agricultural land located near the Commerce Park. The land is vacant and may eventually be harvested for its timber since the owner is the St. Joe Company. Agricultural land represents 3.7% of the land area of the city.

## **F. RECREATIONAL LAND USE**

The land within the city that falls under the classification of recreational land use includes golf courses (both private and public), beach accesses, any County owned beach or pier facilities, private dedicated beaches and community park facilities. Some recreation oriented establishments that are arbitrarily excluded from the recreational land use categories include miniature golf courses, water slides and theme parks. These are all considered a part of the commercial land use as defined in this study. There are approximately 485 acres of recreational land in the city limits representing 4.4% of the total land area.

First and foremost in the area of recreation, and undoubtedly the biggest asset to the City of Panama City Beach, is its miles of gulf front beaches. Billed as the "World's Most Beautiful Beaches", the estimated number of people using the beaches each year ranges from the hundreds of thousands to the millions. Exhibit 1, Existing Land Use Map, shows all of the land designated as recreational land use in pink. The beach accesses are shown on the Recreational Exhibit number 5. The recreational area shown on the map on each side of Thomas Drive at the west intersection of North Lagoon Drive is an 18-hole golf course known as Signal Hill.

At the intersection of Alf Coleman Road and Front Beach Road is the M.B. Miller Park and Pier. This park and the pier are operated by the County. There is a community park on Tarpon Street just east of Lantana Street. North of Panama City Beach Parkway in this area is an 18-hole golf course that is a part of the Colony Club development. The beach front property shown in green between Crane Street and Anemone Street is a strip of beach front land that is privately owned and deeded to the property owners of the Bid-A-Wee Subdivision. West of this area is the City park and pier known as Aaron Bessant Park and Dan Russell Municipal Pier. The pier and the park are both operated by the City of Panama City Beach for the use of the general public. The pier was built by the City and is being paid for by access charges. The Pier was demolished in 2008 as part of a project to reconstruct and lengthen the Pier. The new Pier opened in July, 2009. North of this off Panama City Beach Parkway is the Frank K. Brown Municipal Park. This park consists of ball fields, a public pool, expanded basketball and tennis courts, playgrounds, walking trails, soccer fields and other recreational facilities. Other recreational areas shown on the map near Lakeside, Castle Circle and Palm Circle are neighborhood recreational facilities that are maintained by the City.

## **G. CONSERVATION LAND USE**

There are 4,240 acres of conservation land in the City limits representing 38.8% of the land area. The Existing Land Use Map number 1 designates large areas specific for conservation

adjacent to Frank Brown Park, Arnold High School, and the 3,000-acre city owned property that is to be used as a park and wet weather discharge area. Areas that have been put into conservation easements are also depicted on the map. These areas mostly consist of those lands designated as conservation through the Regional General Permit issued by the Army Corps of Engineers to the St. Joe Company and the Ecosystem Management Agreement between FDEP and the St. Joe

Company. Additionally, conservation lands are not shown on the Existing Land Use Map which are in conjunction with the recreational areas, open space areas, and waterbodies.

## **H. EDUCATIONAL**

There are approximately 95 acres dedicated to educational uses within the City limits which amounts to 0.9% of the land area.

Four educational land uses are located within the city limits. At the intersection of Clara Avenue and Hutchison Boulevard is the Hutchinson Beach Elementary School. Arnold High School opened for classes in 2000 and is located at the intersection of Panama City Beach Parkway and Alf Coleman Road. Surfside Middle School was completed in 1989 and is located on the west side of Nautilus Street just south of Panama City Beach Parkway. Breakfast Point Academy is a new K-8 school that will open for classes in 2008. The academy is located on Beckrich Road north of Panama City Beach Parkway.

## **I. PUBLIC BUILDINGS AND GROUNDS**

The Public Buildings and Grounds category includes all the properties that are government or privately owned, such as, fire stations, police stations, public parking facilities and treatment plants. There are approximately 50 acres of developed Public Buildings and Grounds in the city limits representing 0.5% of the total land area.

## **J. HISTORICAL RESOURCES**

There are some possible historical structures and sites in the City as shown on Exhibit 15. The City has, and will continue, to require surveys of these areas as the applicable development order applications are submitted. The City will also conduct its own survey of the potential historical structures to verify their existence and consider protection standards if necessary.

## **K. MIXED USE**

Six (6) mixed use developments (planned unit developments) currently exist within the service area. The table below gives more detail of each development.

<u>Mixed Use Development</u>	<u>Dwelling Units</u>	<u>Commercial/Office Square Footage</u>
Tapestry Park	194	650,000sf Retail/Office
Ibis Lake	300	120,000sf Retail/Office
East Lake Creek	357	180,000sf Retail/Per. Service and 100,000sf Business/Prof. Service
Parkside PUD	354	83,000sf Retail/Personal Service
Town of Seahaven	2,952	1,000 Hotel Rooms/118,000sf Retail/24,000sf Office
Grand Panama	967	200,000sf Retail/Office

Mixed use developments comprise approximately 150 acres of developed land and approximately 740 acres of vacant land. These figures do not include the pending annexation of the St. Joe Company's Panama City Beach Mixed Use Development of Regional Impact.

#### **L. VACANT, UNDEVELOPED LANDS**

Vacant, undeveloped land is approximately 3,125 acres and represents 28.5% of the land within the City limits. Vacant land is shown by Future Land Use Map designation in Table 2.

#### **M. NATURAL RESOURCES**

All of the land uses related to natural resources are shown in other areas of this report. The soils, minerals, beaches, shores, wetlands, harbors, bays and estuarine systems are shown in the Conservation Element, as well as the flood plain area.

### **5. ANALYSIS OF PRESENT TRENDS AND PROJECTIONS FOR THE FUTURE**

For purposes of projecting future land use needs, it is appropriate to establish the ratio of land use acreage to population to establish the proportion of each land use needed to support a given population. The most recent estimate from the Bureau of Economic and Business Research (BEBR) reports a population for Panama City Beach of 13,453 in 2008. For the unincorporated areas of the service area, an estimate of the 2007 population was made using water billing data. Water bills inside the city limits totaled 5,932 in September, 2006 representing 59.3% of the total population of the city. Water bills outside of the city limits totaled 11,856 for the same time

period. Using the same ratio of water bills to population as indicated in the city limits results in an estimated unincorporated population of 19,993 in the service area. Combined, the total population of the beach service area is estimated to be 33,446. Comparison of the Future Land Use Map designations in the city with the 2008 population estimate results in the following Future Land Use percentages:

**TABLE 2**  
**DISTRIBUTION OF ACREAGE ON THE FUTURE LAND USE MAP**

	<b>Total Dev. Acreage</b>	<b>Portion of Total Dev. Land</b>	<b>Total Vacant</b>	<b>Total Acreage</b>	<b>Portion of Total City Limits</b>	<b>Ratio of Dev. Acreage to Pop. (13,453)</b>
SF Res.	1,050	13.4%	225	1,275	11.7%	.080
MF Res.	140	2.0%	135	275	2.5%	.011
Tourist	1,580	20.2%	1,420	3,000	27.3%	.117
Ind.	75	1.0%	205	280	2.6%	.006
Public Bldg. & Grounds	50	0.6%	0	50	0.5%	.004
Educational	95	1.2%	0.01	95	0.9%	.007
Recreation	485	6.0%	0	485	4.4%	.036
Cons.	4,240	54.3%	0	4,240	38.7%	.315
Ag.	0	0	400	400	3.7%	0.03
Historical	0	0	0	0	0	0.00
Mixed Use	100	1.3%	740	840	7.7%	.007
<b>TOTAL</b>	<b>7,815</b>	<b>1.00</b>	<b>3,129</b>	<b>10,940</b>	<b>1.00</b>	<b>.613</b>

Sources: City of Panama City Beach Building & Planning Dept. and the Bay County GIS Department.

Table Notes:

1. Total Acreage = Total Developed Acreage + Total Vacant.
2. Portion of Total Developed Land = Total Developed Acreage / 7,815.
3. Portion of Total Land Mass = Total Acreage / 10,940.
4. Table excludes 873 acres of right-of-way
5. Acreage figures include annexations as of August 13, 2008.

It is anticipated that trends in the near future will mostly parallel that of the past and that such trends are appropriate for promoting infill development and discouraging urban sprawl. However, as the year-round residential population continues to grow it can be expected that the demand for non-residential uses will continue to result in an increase in the supply in this area. As this process matures, there will be a corresponding reduction in the dependency on such non-residential land uses already located in the Panama City area. Non-residential development

within the beach service area should continue to be encouraged so that trip numbers and lengths can be reduced as well as creating opportunities to develop pedestrian oriented neighborhoods.

The Beach area during an expanded economy has always excelled in residential and commercial development. It is anticipated this trend will continue. The property in the City will continue to see substantial growth due to large-scale redevelopment projects and annexations.

It is anticipated that within the City limits of Panama City Beach the future land use will follow the same patterns as in the past. Using the land use percentages established in Table 3 1 and the projected population as shown in Table 1 of Section 2 of the Plan (Population Estimates and Projections), the following table projects the amount of acreage needed for each land use in order to support the population projected through the year 2020.

**TABLE 3**  
**PROJECTED LAND USE NEEDS**  
**PANAMA CITY BEACH SERVICE AREA**  
**2020 (Population Projected at 25,500)**

<b>CATEGORY</b>	<b>Total Acres Needed</b>	<b>Total Acres Needed (110%)</b>	<b>Existing Plus Vacant</b>	<b>Surplus or (Shortfall)</b>	<b>Addtn'l Dev. Ac. Needed</b>
Single Family Res.	2,040	2,244	1,275	(969)	969
Multi-Family Res.	281	310	275	(35)	35
Tourist	2,983	3,282	3,000	(282)	282
Industrial	153	170	280	90	n/a
Public Bldgs. & Grounds	102	112	50	(62)	n/a
Education	179	197	95	(102)	n/a
Recreation	918	1,000	485	(515)	n/a
Conservation	8,032	8,835	4,240	(4,595)	n/a
Agriculture	765	842	400	(442)	n/a
Historical	0	0	0	0	n/a
Mixed Use	180	197	840	643	0
<b>TOTAL</b>	<b>15,633</b>	<b>17,189</b>	<b>10,940</b>	<b>(6,249)</b>	<b>1,286</b>

Source: The City of Panama City Beach Building & Planning Department and the Bay County GIS Department

**Notes:**

1. "Total Acres Needed" is derived from multiplying the population (25,500) by the "Ratio of Developed Acreage to Population" in Table 2 for each Future Land Use designation.
2. "Total Acres Needed (110%)" assumes a rate of 10% vacant land for each designation is necessary for encouraging infill development and discouraging urban sprawl by providing an acceptable range of land choices for varied land uses. The current vacant land rate in the City limits is 28.6% (from Table 2).
3. "Existing Plus Vacant" is "Total Acreage" from Table 2.
4. "Surplus or Shortfall" is the "Total Acres Needed (110%)" minus "Existing Plus Vacant".

5. "Additional Development Acreage Needed" is only shown for the urban land uses of Single Family Residential, Multi-family Residential, and Tourist. The need for additional lands with a designation of Public Buildings and Grounds, Education, or Recreation will be derived by the City or the School District as part of long-term strategic planning process that considers the intensification of existing properties.
6. Industrial land is shown as having a surplus through 2020. However, having an abundant supply of vacant Industrial land is important in attracting new development as some industrial users require hundreds of acres. As such, additional Industrial land be needed during the planning time frame.
7. Conservation and Historical acreage will be added as opportunities arise.
8. Agriculture acreage has been added the City as part of an annexation by St. Joe. Additional Agricultural land may be added as part of future annexations. There is currently no demand for Agriculture acreage other than for silvicultural operations.
9. Mixed Use land is shown to have a surplus. However, the Mixed Use land use designation is more of a result of a developer wishing to bring together residential and non-residential uses in a unique design that is not permitted elsewhere by the zoning ordinances. The Mixed Use designation does not provide and independent land use designation but rather provides for flexibility in the development process. As such, there may be additional lands added to the Mixed Use designation even though a surplus is shown.
10. The needed acreage shown is based upon the existing city limit boundaries. It is expected that significant acreages will be added to the City through annexes during the planning time frame. These annexed lands are mostly expected to be designated as Tourist, Mixed Use, Single Family Residential, or Industrial. A detailed analysis of need will be conducted at the time of annexation as part of the large-scale comprehensive plan amendment that will accompany such annexation application.

#### **A. PROJECTED RESIDENTIAL DISTRICT NEEDS**

Recent residential annexations include both single-family residential subdivisions and townhome developments. The projected single family residential land use needs acreage through 2020 is expected to be approximately 8.0% of the residential population. With a projected population of 25,500 in 2020, the single family residential acreage need is expected to be approximately 2,244 acres or an increase of 969 additional acres in the city. A 10% increase has been added to the acreage needed to allow for a limited amount of market choices to be available.

The projected multi-family residential land use needs acreage through 2020 is expected to be approximately 1.1% of the residential population. With a projected population of 25,500 in 2020, the multi-family residential acreage need is expected to be approximately 310 acres or an increase of 35 additional acres in the city. A 10% increase has been added to the acreage needed to allow for a limited amount of market choices to be available.

#### **B. PROJECTED TOURIST DISTRICT NEEDS**

The projected Tourist land use needs acreage through 2020 is expected to be approximately 11.7% of the residential population. With a projected population of 25,500 in 2020, the Tourist acreage need is expected to be approximately 3,000 acres or an increase of 282 additional acres in the city. A 10% increase has been added to the acreage needed to allow for a limited amount of market choices to be available.



### **C. PROJECTED INDUSTRIAL DISTRICT NEEDS**

As a resort community, there has historically been very little industrial use. For years, the only industrial use was a concrete batch plant located north of Panama City Beach Parkway at the west end of the City. Annexations over the past few years have added approximately 280 acres of industrial land at the Commerce Park. Although development of the Commerce Park has been significant, there still remains vacant land suitable for development. As of 2008, approximately 75 acres of the Commerce Park have been developed with approximately 205 acres available for development. As the Panama City Beach area continues to develop and redevelop, it can be expected that more light industry and office park land uses will locate in the area. The projected industrial land use needs to support the 2020 population are expected to, for the most part, be met by the current amount of vacant industrial land. However, with the opening of the new International Airport, new industrial uses may be attracted to the area and could require larger acreage than previous industrial users needed. If this were to occur, it is possible additional industrial land may be needed prior to 2020.

### **D. PROJECTED PUBLIC BUILDINGS AND GROUNDS NEEDS**

The projected Public Buildings and Grounds land use needs acreage through 2020 is expected to be approximately 0.4% of the residential population. With a projected population of 25,500 in 2020, the Public Building and Grounds acreage need is expected to be approximately 112 acres or an increase of 62 additional acres in the city. There remains significant vacant areas of existing City-owned parcels whereby the additional acreage can be met if found to be necessary. Additional land purchases will be required as part of the Front Beach Road Community Redevelopment Area program. However, it is very unlikely that land purchases will be necessary to provide the necessary public buildings and grounds.

### **E. PROJECTED EDUCATIONAL NEEDS**

Recent construction of the new K-8 school on Beckrich Road is expected to meet the Education land use needs of the City through 2020. Any increase in floor area needed to satisfy student enrollments is expected to met by expanding existing campuses on their current sites.

### **F. PROJECTED RECREATIONAL NEEDS**

The Goal of the City of Panama City Beach is to “ensure provision of sufficient recreational facilities and open space for all citizens and visitors of Panama City Beach through the provision or encouragement of facilities. Presently there are 5 municipal parks (354 acres) and two piers (one city-owned and one county-owned) within the city limits. These facilities are: Frank Brown Park-236 acres, Pier Park-102 acres, MB Miller Park-11 acres, Scott Park-3 acres and Maggie Steel Park-2 acres.

The City has adopted and maintains the following Level of Service standards for Recreation: The City’s fulltime population in 2008 was estimated to be 13,453.

<b>Category</b>	<b>Standard Acres/1,000 Population</b>	<b>Currently Available Acres/1,000 Population</b>
Local Parks	5.0	35

<b>Category</b>	<b>Standard Facility/1,000 Population</b>	<b>Currently Available Facility/1,000 Population</b>
Golf Course (holes)	.35	5.40
Tennis Court	.25	0.34
Basketball court	.04	0.52
Baseball Field	.03	1.10
Football/Soccer Field	.01	0.70
Shuffleboard Courts	.03	0.30

During 2006 the City also completed an aquatics center which included a 50m pool and a children's activity pool.

Within the City of Panama City Beach there are 55 public beach access points and the City has completed construction of a 1.83 acre parking site to park between 120 – 140 vehicles near the beach accesses at Churchwell Drive and Front Beach Road. The City will continue to pursue land acquisition opportunities in other areas of the City to be used for public beach access parking. Currently the City charges a fee of \$2,100 per 50 feet of beach frontage; these collected funds are placed in the Beach Access Public Parking Fund to be used to purchase land for parking.

The City completed an additional 2,000 feet of a paved bicycle/pedestrian trail system and has applied for a grant to complete that portion of the trail from Power Line Road to West Bay Elementary. This network of bicycle/pedestrian trails will eventually connect Frank Brown Park with a 3,000 acre reclaimed water discharge area/recreation area west of Highway 79, Pine Log State Forest, Arnold High School and Breakfast Point. The City is also developing a 3,000 acre reclaimed water discharge area/recreation area which will contain nature/bike trails and a native species restoration program.

There are currently adequate recreational facilities within the City limits and with the continued expansion of Frank Brown Park, an expanded bikeway system, the creation of other conservation/open space areas, private sector recreational amenities, recreational facilities needs within the City limits will be met for several years.

## **G. PROJECTED CONSERVATION NEEDS**

Since the last plan updated, the City has added approximately 3,130 acres of Conservation land uses to the Future Land Use Map. The City purchased 3,000 acres for a wet weather discharge site and public park. An annexation occurred east of Colony Club which designated 120 acres for Conservation land use. The remaining 10 acres of Conservation land use was created when the Tapestry Park Planned Unit Development Master Plan received approval. It is expected that additional areas will be designated as Conservation as opportunities arise. Future Conservation areas will probably be the result of St. Joe Company land that has been put into conservation easements as part of the Regional General Permit issued by the Army Corps of Engineers and the Ecosystem Management Agreement between St. Joe and the FDEP.

## **H. PROJECTED AGRICULTURE NEEDS**

It is expected that additional land for agricultural use will be the result of an annexation into the City or the conversion of residential land that has been found to be unsuitable for development because of the presence of wetlands or the existence of a conservation easement. It is also expected that any such land will have historically been used for agricultural/silvicultural purposes resulting in no net increase in agricultural lands in the beaches area.

## **I. PROJECTED HISTORICAL LAND USE NEEDS**

Historical resources will be identified and added to the Future Land Use Map as new sites are identified by local or state agencies. The City will conduct a study of possible historical structures and require property owners to survey potential historical areas as site plan applications are submitted.

## **J. PROJECTED MIXED USE NEEDS**

Planned Unit Developments will be added to the Future Land Use Map as they are approved.

## **K. PROJECTED OPEN SPACE NEEDS**

The existing open space areas provide more than adequate areas for the residents and seasonal population of the City. The following table reflects the current available open space areas in and adjacent to Panama City Beach.

**TABLE 8  
OPEN SPACE INVENTORY  
PANAMA CITY BEACH 2007**

<u>NAME-PROVIDER</u>	<u>LOCATION</u>	<u>ACREAGE</u>
St. Andrew Bay-Gulf of Mexico	North, South and East of Panama City Beach	70,000 acres
Saltwater Beaches	Gulf of Mexico	420 acres
Right of Way	City	720 acres

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Source: Panama City Beach Utilities Department, Bay County GIS Division.

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The City has an oversupply of open space areas in and adjacent to the City. The small land area of the City as compared to the vast expanse of saltwater resources would alone be more than adequate to serve the resident and seasonal populations well beyond 2020. However, open space will be acquired for stormwater ponds associated with road widening projects conducted as part of the Front Beach Road Community Redevelopment Area.

**L. PROJECTED REDEVELOPMENT NEEDS**

By 2020, ninety percent of the City's housing stock will be less than 40 years old. Therefore, through the 10-year planning period, most of these homes will continue to be in sound condition. However, several homes have been determined to be substandard and either repaired or destroyed during the planning period. A large number of older motels along Front Beach Road were demolished and construction of high-rise condominiums, hotels, and planned unit development projects took place. It is expected that some limited amount of redevelopment will continue to occur over the planning period. The pace of the redevelopment will likely be limited by market forces.

**M. PROJECTED DEVELOPMENT IN FLOOD PRONE AREAS**

When looking at the City as a whole, some of the most developed areas are those in the floodplains (gulf front). There will be continue to be some infill development and an increasing amount of redevelopment in the future in areas shown to be subject to periodic inundation as defined in the Category 1 storm surge area reflected on the Coastal High Hazard Map, Exhibit 13, and the Hurricane Evacuation Map, Exhibit 14. All development and redevelopment in the areas highlighted on the Floodplains map will be required to comply with current floodzone legislation and ordinances.

## **N. PROJECTED DEVELOPMENT BY 2020**

Approximately 1,286 acres will be needed for development by 2020. The soil characteristics are reflected on the General Soils Map Exhibit 11. Natural resource information is contained in the Conservation Element and shown on Exhibits 8 through 12.

The Future Land Use Map shows all of the lands within the City limits of Panama City Beach as falling into one of the following categories: single family residential, multi-family residential, tourist, mixed use, industrial, public buildings and grounds, educational, recreational, conservation, agriculture, historical, and open space. The total lands within the city when developed are projected to have the land use distribution as shown in Table 6.

### **6. AVAILABILITY OF FACILITIES AND SERVICES**

Detailed analysis of the availability of facilities and services are provided in the Plan elements entitled: Traffic Circulation, Recreation and Open Space, Sanitary Sewer, Solid Waste, Drainage, Potable Water and Groundwater Aquifer Recharge.

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

**GOAL:** Provide the resources and regulations necessary to protect property rights, health, safety and welfare of the citizens of Panama City Beach while enabling continued growth through land use which has the necessary infrastructure.

**OBJECTIVE 1:** Future growth and development will be managed through the preparation, adoption, implementation and enforcement of Land Development Regulations.

**POLICY 1.1:** The terms, words, and categories used in this goal are intended to convey and be understood in their common and ordinary meanings, without reference to the definitions used for convenience in the inventory section of this element.

**POLICY 1.2:** The Future Land Use Map, Exhibit Number 2, is hereby adopted as an exhibit of the planning goals for Panama City Beach for 2020.

**POLICY 1.3:** Within one year of the adoption of the amended Comprehensive Plan, the City shall amend the land development regulations to contain specific and detailed provisions to implement the adopted Comprehensive Plan goals as amended, and which as a minimum include standards to be followed in the control and distribution of population densities and building and structure intensities.

**POLICY 1.4:** Land Development Regulations adopted to implement the Comprehensive Plan goals shall be based on and be consistent with the following specific standards for residential densities and intensities of each of the Future Land Use categories as indicated below. Some of the specific standards set forth in this and following policies are incorporated in to this planning document because these standards have already been adopted in the City's long-standing zoning ordinances. The following Future Land Use categories are

created by this policy and allocated to specific areas as shown on the Future Land Use Map:

- A. Single Family Residential:** The single family residential land use category is limited to single family residential uses including zero lot line, mobile homes, and customary accessory uses thereto. Conditional Uses include churches, schools, and public uses (Updated 05-05-06 to eliminate townhomes as a permitted land use).

Density: The maximum residential density shall be 6 residential units per gross acre and no zoning district shall permit more than a maximum density of 12 units per acre.

Intensity: The maximum lot coverage shall be 80% as determined by dividing the impervious areas, excluding parking, by the gross area of the site or lot.

- B. Multi-Family Residential:** The Multi-family Residential land use category is limited to single and multi-family residential uses, townhomes, churches, schools, business and professional services excluding the retail sale of goods and commodities, and customary accessory buildings thereto (Updated 05-05-06 to include townhomes as a permissible land use).

Density: The maximum residential density shall be 40 units per gross acre.

Intensity: The maximum lot coverage shall be 40% as determined by dividing the impervious areas, excluding parking, by the gross area of the site or lot.

- C. Tourist:** The Tourist land use category is designed for a wide variety of nonresidential uses including retail, hotels, motels, hotel apartments, public lodging establishments, churches, parking lots, business and professional uses, personal services, amusements, recreational and entertainment, service stations, cleaners, car wash facilities, mini-warehouses, schools, public uses, campgrounds, and travel trailer parks. Additionally, single family and multi-family residential uses are permitted within the Tourist district.

Density: The maximum residential density shall be 15 residential units per gross acre and no zoning district shall permit more than a maximum density of 45 units per acre.

Intensity: The maximum lot coverage shall be 80% as determined by dividing the impervious areas, by the gross area of the site or lot, and the maximum floor area ratio shall be 80%. Floor area ratio shall only apply to non-residential uses.

1. Coastal Overlay District: The Coastal Overlay District is a subdistrict of the Tourist land use category and is comprised of those properties designated for tourist use that are for all practical purposes located adjacent to the waters or the sandy beach of the Gulf of Mexico and which lie seaward of the seaward most dedicated public right-of-way.

Density: Density for dwelling uses in the Coastal Overlay District shall be limited to a maximum of forty-five (45) dwelling units per gross acre. Density (number of units) for lodging accommodation uses shall be determined by reference to intensity limits, height limits, and off-street parking requirements.

Intensity: The maximum lot coverage shall be 80% as determined by dividing the impervious areas by the gross area of the site or lot.

Height: The standard height for all buildings in the coastal overlay district shall not exceed two hundred twenty (220') from the prevailing grade of the lot to the ceiling of the highest story.

- D. Industrial:** The purpose of the Industrial land use category is to protect lands for production, and distribution, of goods, and other industrial activities. A wide range of light and heavy industrial activities are allowable in this category. Specific uses include warehousing, public uses, special uses, park and ride lots, motor vehicle impound lot, terminals, airports, industrial parks, manufacturing, repair, fabrication, assembly, packaging, processing, concrete and asphalt plants, and borrow pits. Construction and Demolition Debris landfills are allowable with a buffer from adjacent properties that meets the requirements of FDEP or a minimum of 50 feet, whichever is greater.

Density: Residential land uses are prohibited.

Intensity: The maximum lot coverage shall be 70% as determined by dividing the impervious areas, by the gross area of the site or lot, and the maximum floor area ratio shall be 80%.

- E. Public Buildings & Grounds:** The purpose of the Public Buildings and Grounds land use category is intended for structures or lands that are owned, leased, or operated by a governmental entity, such as civic and community centers, hospitals and public health facilities, libraries, police and fire stations, airports, government

administration buildings; and systems or facilities for transportation, communications, sewer, drainage, and potable water.

Density: Residential land uses are prohibited.

Intensity: The maximum lot coverage shall be 70% as determined by dividing the impervious areas, by the gross area of the site or lot.

**F. Educational:** The Educational land use category is intended for activities and facilities of public or private primary or secondary schools, vocational and technical schools, technology training facilities, and colleges and universities licensed by the Florida Department of Education. Pursuant to Objective 11 of the Future Land Use Element and Objective 2 of the Intergovernmental Coordination Element, public schools are permitted within all future land use categories except the Industrial and Conservation districts.

Density: Residential land uses are prohibited.

Intensity: The maximum lot coverage shall be 70% as determined by dividing the impervious areas, excluding parking, by the gross area of the site or lot, and a maximum height of no more than 50 feet.

**G. Recreation:** The Recreation land use category is intended for lands devoted to public parks, playgrounds, golf courses, dedicated beaches, and open spaces serving local, community, and regional needs. Lands set aside for the private use of residents/owners in planned unit developments are not necessarily designated for recreational land use.

Density: Residential land uses are prohibited.

Intensity: The maximum lot coverage shall be 40% as determined by dividing the impervious areas by the gross area of the site or lot, and the maximum a floor area ratio shall be 30% .

**H. Conservation:** The Conservation land use category shall be applied to public and private land areas that have been acquired or reserved by mutual agreement with the owner for the purpose of conserving, preserving, or managing environmentally sensitive lands. Passive recreational uses that are consistent and compatible with the conservation purpose of the category may be permitted. Permitted uses allowed also consist of open space uses such as walkways, piers and docks elevated on pilings, and FDEP permitted wetland discharge areas with supporting structures. (Updated 05-05-06)



Density: Residential, commercial, and industrial land uses are prohibited.

Intensity: Impervious surface area will be limited to a maximum of 5%.

- I. Agriculture:** The Agriculture land use category is applied to land that is used for production of plants and animals useful to humans, including to a variable extent the preparation of these products for human use and their disposal by marketing or otherwise, and includes aquaculture, horticulture, floriculture, viticulture, silviculture, dairy, livestock, poultry, bees, and any and all forms of farm products and farm production. The land in this category is suited for the cultivation of crops, and livestock including cropland, pastureland, orchards, vineyards, nurseries, ornamental horticulture areas, groves, confined feeding operations specialty farms and silviculture activities.

Specific residential uses allowable in this category include single-family and manufactured/mobile homes.

Non-residential uses allowable in this category include farm buildings (barns, equipment, sheds, poultry houses, stables, other livestock houses, pole barns, corrals and similar structures), and private airstrips.

Allowable uses also include churches and places of worship, public or private primary or secondary schools, and recreational uses.

Construction and Demolition Debris landfills are allowable with a buffer from adjacent properties that meets the requirements of FDEP or a minimum of 50 feet, whichever is greater.

Density: The maximum density shall be one dwelling unit per ten acres.

Intensity: The maximum lot coverage shall be 30% as determined by dividing the impervious areas, by the gross area of the site and the maximum floor area ratio shall be 10%.

- J. Historical Resources:** The Historical Resources Future Land Use Map designation will, at a minimum, be those areas identified by the Department of State on its Master Site File.

Density: The maximum residential density shall be six (6) dwelling unit per acre.

Intensity: The maximum lot coverage shall be 30% as determined by dividing the impervious areas by the gross area of the site and the maximum floor area ratio shall be 30%.

**K. Mixed Use:**

- 1. District Intent:** The general intent of the Mixed Use future land use category is to provide a flexible, alternative land use category to encourage imaginative and innovative design for the unified development of tracts of land, within overall density and use guidelines established herein. This category is characterized by a mixture of functionally integrated residential, commercial, office, open space, public facility, light industrial, and recreational land uses.

The Mixed Use future land use category is specifically intended to:

- a. Promote more efficient and economic uses of land.
- b. Provide design flexibility to meet changing needs, technologies, economics, and consumer preferences.
- c. Promote efficient and integrated networks of vehicular and pedestrian roadways, paths, and connections.
- d. Encourage retention of environmentally sensitive features by using techniques such as clustering development on the least environmentally sensitive portions of the site.
- e. Lower development and building costs by permitting smaller networks of utilities and streets and the use of more economical building types and shared facilities.
- f. Permit the combining and coordinating of land uses, residential types, building types, and building relationships within a planned development.
- g. Promote compatibility with surrounding residential land uses.
- h. Coordinate the timing and sequencing of development with the availability of public services and facilities.

- i. Encourage the use of sound planning and design techniques to achieve overall coordinated development, eliminating the negative impacts of unplanned and piecemeal development.
2. **Permitted Land Uses:** Permitted land uses will consist of single-family residential, multi-family residential, commercial, recreation, silviculture, light industrial (only when subordinate to at least one other land use) , and public facilities.
3. **Mixture of Land Uses:** Properties in this category are required to be developed with at least three (3) of the land use categories listed in the Permitted Land Uses in this section. One land use shall be a residential use and one land use shall be a non-residential use neither of which may be less than 10% of the total land area. All of the land uses do not have to be developed at the same time, nor is one land use a prerequisite to another land use. For the purposes of this section, properties refers to the overall parent parcel of land that is assigned the Mixed Use future land use category and not individual lots within the parent parcel of land.
4. **Density/Intensity:**
  - a. Density: Residential land use shall not exceed a gross density of 10 dwelling units per acre.
  - b. Intensity: Non-residential land uses shall not exceed an impervious coverage of 80 percent nor a floor area ratio of 80 percent.
5. **Development Standards and Techniques:** The Mixed Use District is intended to permit variation in lot size, shape, width, depth, roadway standards, and building setbacks without an increase in overall density or intensity of development while ensuring, to the greatest extent possible, compatibility with adjoining development. Innovative development standards and principles are encouraged. At a minimum, development standards will include, but not be limited to the following:
  - a. Access management controls, vehicular and pedestrian interconnections, and internal roadway systems that help maintain the capacity of existing and future roadways.

- b. Functional buffering that ensures compatibility between land uses.
  - c. Adequate landscaping of commercial parking lots along arterial roadways.
  - d. Development near immediately surrounding existing residential areas shall be designed to reduce intrusive impact upon the existing residential uses.
  - e. Clustering development away from environmentally sensitive features onto less environmentally sensitive features and allowing gross densities to be calculated on the overall site.
6. **Unified Ownership:** A property must be under single ownership or under unified control at the time the Mixed Use future land use category is assigned.
  7. **Zoning Implementation:** The Mixed Use future land use category will be implemented through a Planned Unit

Development zoning district or any other zoning district found consistent with the purpose and intent of the Mixed Use future land use category.

**L. Naval Support Activity Panama City Military Influence Overlay District**

The Naval Support Activity Panama City Military Influence Overlay District (NSAPC MIOD) shall be established to ensure that the continually changing missions of the local military installations are facilitated to the greatest extent possible. The City shall support the U.S. Navy in its operation of Naval Support Activity Panama City (NSAPC) so that the facilities remain viable and able to fulfill their missions. Three Military Influence Areas (MIAs) shall also be established to encourage compatible land use patterns, protect the public health, safety and general welfare, and help prevent encroachment from incompatible development.

1. **The NSAPC Military Influence Overlay District (NSAPC MIOD):** The NSAPC Military Influence Overlay District shall be the area located on Exhibit 16. The NSAPC MIOD includes the following Military Influence Areas: The NSAPC Land Use and Anti-Terrorism Force Protection Military

Influence Area, depicted on Exhibit 17; the NSAPC Land Use Water Interface Military Influence Area, depicted on Exhibit 18; and, the NSAPC Frequency Military Influence Area depicted on Exhibit 19.

2. **Application Coordination:** In order to ensure that the City's long range land use plans are consistent with the operation of NSAPC, the City shall create an ex officio non-voting member position on its Local Planning Agency (aka Planning Board) for NSAPC. The City shall notify the commanding officer (or their appointed representatives) of NSAPC of any proposed Comprehensive Plan amendments (map or text), re-zoning applications, variances, conditional use permits, applications for development orders, and amendments to the City's Land Development Code which are proposed in or affect any area found to be in the NSAPC MIOD on Exhibit 16. The City shall consider NSAPC's input and concerns during its review of such planning, regulatory and development proposals. The City shall also assess the compatibility of such planning, regulatory and development proposal as provided in the following criteria:
  - a. Whether such proposal is compatible with the findings of the Naval Support Activity Panama City Joint Land Use Study, November 2009;
  - b. Whether the military installation's mission will be adversely affected by the proposal;
  - c. Whether such proposal creates any frequency interferences that are incompatible with the current mission of NSAPC. To implement this provision, the City shall ensure that all future commercial and industrial development located inside the NSAPC Frequency Military Influence Area (Exhibit 19) shall register with the Planning Department and specifically describe any frequency spectrum that is generated or emitted by the proposal.

- d. Whether such proposal is compatible with the NSAPC water based activities. To implement this provision, the City shall ensure that all applications for development orders, including docks, piers, boat slips, boat launches, and marinas located within the NSAPC Land Use Water Interface Military Influence Area (Exhibit 18) shall be submitted to the Planning Department to review for compliance with this provision.
- e. Whether such proposal is compatible with the mission of the NSAPC based on the NSAPC Land Use and Anti-Terrorism Force Protection Military Influence Area. A component of this Influence area is the West Microwave Tower Corridor. Within this corridor a 250-foot height limitation shall be enforced to prevent vertical obstructions and ensure noninterference with signal pathways and critical communication lines. Any building or structure, including chimneys; water, fire, radio, and television towers; smokestacks; flagpoles; and similar structures and their necessary mechanical appurtenances, such as elevator shafts, and ventilation equipment shall be limited to 250 feet in height. The NSAPC Land Use and Anti-Terrorism Force Protection Military Influence Area is geographically depicted on (Exhibit 17).
- f. Nothing herein shall be construed to limit the ability of NSAPC to request a review of an application, when such application may, in the opinion of NSAPC, present a potential conflict in compatibility. *(Updated April, 2012)*

**OBJECTIVE 2:** Coordinate with any appropriate resource planning and management plan prepared pursuant to Chapter 380, F.S.

**POLICY 2.1:** While implementing this plan through the Land Use Regulations, the City can coordinate with any appropriate resource planning and management plan prepared pursuant to Chapter 380, F.S. and approved by the Governor and the Florida Cabinet.

**OBJECTIVE 3:** Ensure the availability of suitable land for utility facilities necessary to support proposed development.

**POLICY 3.1:** The City shall coordinate with other service providers to establish criteria for facilities siting and planning for location of future sites.

**POLICY 3.2:** Provide in Land Use Regulations, provisions for adequate utilities within individual developments.

**POLICY 3.3:** The City reserves the right to place utility facilities in any land use designation.

**OBJECTIVE 4:** Provide flexibility in the on-going approval process so as to encourage the redevelopment or renewal of blighted or unsightly areas or those uses inconsistent with the community's character and future land uses.

**POLICY 4.1:** The City shall use Land Development Regulations to implement policies to reduce eye sores, junk, substandard housing or unsafe buildings.

**POLICY 4.2:** The City shall establish standards in the Land Development Regulations which encourage the elimination of blighted areas and uses inconsistent with the community's character and future land uses.

**POLICY 4.3:** The City may use incentives to encourage redevelopment or renewal of blighted or unsightly areas.

**POLICY 4.4:** Land Development Regulations shall be established which implement the goals contained in this Plan which include:

- A. Regulation of land use categories included on the future Land Use Map;
- B. Subdivision of land;
- C. Signs;
- D. Areas subject to seasonal or periodic flooding;
- E. Compatibility of adjacent land uses;

- F. Provisions that facilities and services meet the level of service standards adopted by the City of Panama City Beach, and that facilities and services are available concurrent with the impacts of development, or that Development Orders are conditioned on the availability of the facilities and services necessary to serve the proposed development; and that facilities that provide utility service to the various land uses are authorized at the same time the land uses are authorized;
- G. Provisions for drainage and stormwater management, open space, and safe and convenient on-site traffic flow, considering needed vehicle parking;
- H. Protection of potable water wellfields;
- I. Establishment of standards for densities or intensities of use for each future land use category;
- J. Identification, designation and protection of historically significant properties.

**POLICY 4.5:** The City may designate areas as urban infill, urban redevelopment, or downtown revitalization areas as deemed appropriate and as defined in Chapter 163.3164, F.S.

**POLICY 4.6:** The Front Beach Road Community Redevelopment Plan is hereby incorporated and adopted as part of this Comprehensive Plan (*updated, 2004*).

**POLICY 4.7** The City will implement the strategies and objectives identified in the Front Beach Road Community Redevelopment Plan (*updated, 2004*).

**OBJECTIVE 5:** The City shall continue to implement procedures for evaluating historic resources and natural resources within the City.

**POLICY 5.1:** The City shall keep a current listing of historic resources and natural resources. Historic resources will be those identified by the Department of State on its Master Site File.

**POLICY 5.2:** The Land Development Regulations will implement regulations for development or redevelopment on each site to evaluate the possibility of historic resources.

**OBJECTIVE 6:** Coordinate coastal area population densities with the appropriate local hurricane evacuation plan, when applicable.



**POLICY 6.1:** The City shall coordinate coastal area population densities with the Bay County Peace Time Emergency Operation Plan, the Bay County Hazard Mitigation Strategy, and coordinate evacuation, as determined by the City Council, with the Bay County Emergency Operations Center.

**POLICY 6.2:** The City shall prohibit the location of hospitals, nursing homes, convalescent homes or other similar high density, low mobility institutions in the coastal high hazard area.

**OBJECTIVE 7:** Future development will be directed into urban service areas shown on Exhibit 7-A to discourage the proliferation of urban sprawl.

**POLICY 7.1:** The City shall maintain land use districts and densities as appropriate to promote infill of vacant areas.

**POLICY 7.2:** New and existing development shall be required to connect to central water and central sewer systems when such services are available. As used in this Policy, the term "available" shall mean that distribution or collection (including forcemains) lines are adjacent to or within usual and customary distances from the parcel under consideration. Availability shall not affect concurrency requirements.

**POLICY 7.3:** Development review procedures shall evaluate the compatibility of proposed developments with adjacent lands and require screening or buffers for all construction except single family and two-family residential uses on individually platted lots.

**POLICY 7.4:** The City will consider adopting standards for permitting reduced lot sizes when such reduction is specifically required to result in the protection of natural resources, construction of affordable housing or other factors determined by the City Council to be a public benefit.

**OBJECTIVE 8:** Coordinate future land uses with the appropriate topography, soil conditions, and the availability of facilities and services while ensuring energy-efficient land use patterns, pursuing greenhouse gas reduction strategies and promoting energy conservation.

**POLICY 8.1:** The Land Development Regulations shall implement policies which coordinate future land uses with the soil conditions, appropriate topography, and the availability of facilities and services required by the development.

**POLICY 8.2:** All new and existing land uses shall be adequately served by facilities and services at the level of service established in this Comprehensive Plan. All Development Orders and Development Permits shall be approved pursuant to the Concurrency Management System outlined in Section 1 of this Plan.

**POLICY 8.3:** The Future Land Use Map and Zoning Map shall be based upon energy-efficient land use patterns accounting for existing and future electric power generation.

**POLICY 8.4:** The City will pursue reasonable strategies to reduce greenhouse gases and promote energy conservation as opportunities occur.

**OBJECTIVE 9:** In Land Development Regulations, encourage the use of innovative Land Development Regulations which may include provisions for planned unit developments and other mixed land use development techniques.

**POLICY 9.1:** Innovative land use development patterns, including plan unit developments and cluster zoning may be permitted and encouraged in the implementation of the Land Development Regulations.

**POLICY 9.2:** Development of larger tracts of land may be planned as neighborhoods which may include non-residential uses such as schools, recreation or other public facilities and neighborhood commercial uses.

**POLICY 9.3:** Neighborhood commercial uses may be permitted within areas designated for residential development provided these activities are compatible with the adjacent land uses and adequately buffered.

**POLICY 9.4:** Land Development Regulations may provide for flexible land use management techniques, such as transfer of development rights.

**POLICY 9.5:** Future development and redevelopment activities will be required to conform to the Stormwater Master Plan developed in conjunction with the City's Land Development Regulations.

**OBJECTIVE 10:** Provide reasonable measures to protect the rights of property owners as guaranteed by law.

**POLICY 10.1:** Upon adoption of this plan, property owners' rights of development shall be vested when: (1) final development approval has been granted by the City; (2) a valid, unexpired building permit has been obtained from the City or the Bay County Building Department, as appropriate for development within the City; and (3) the development authorized by the building permit has commenced and continued in good faith prior to the adoption of this Plan.

**POLICY 10.2:** Land uses or structures which do not conform to the provisions of this Plan on the date of this Plan's adoption shall be considered as non-conforming. Such land uses for structures shall be allowed to remain in a non-conforming condition, including ordinary repair and maintenance until:

- A. The land use or structure is discontinued or abandoned for a period of six (6) months or more;

- B. The land use is changed;
- C. The structure is modified or expanded so that the burden of the nonconformance increases; or
- D. The structure is damaged to the extent of fifty percent (50%) or more of its replacement cost.

**POLICY 10.3:** The City shall establish procedures for the consideration and granting or denying vested rights applications pursuant to the provisions of this Plan. Any order granting or denying such rights shall be considered a Development Order for purposes of 163.3215, Fla. Stat.

**POLICY 10.4:** Applications for vested rights permits must be made to the City within one year of the adoption of this Plan. After one year of that date, vested rights applications will not be accepted, nor will vested rights permits be issued on applications which are not timely filed.

**OBJECTIVE 11:** Coordinate with the Bay County School Board concerning facility siting plans and the impact of development on existing facilities. Coordination shall be consistent with the adopted interlocal agreement and with the requirements for school concurrency as implemented by the plan amendments to the Capital Improvements Element, the Intergovernmental Coordination Element, and the Public School Facilities Element.

**OBJECTIVE 12:** Coordinate with the West Bay Area Vision Plan (Sector Plan), and any applicable Detail Specific Area Plan (DSAP) thereunder, and any special character district containing specific natural resource protection and other standards that are applicable to property annexed into the City limits.

**POLICY 12.1:** For areas annexed into the City limits that are located within areas identified in Objective 12, the City shall apply all preexisting policies of the Vision Plan, the DSAP or the special character district when such policies are more restrictive on development and redevelopment than the City's Comprehensive Plan by appropriate amendment to its Comprehensive Plan unless it shall determine and declare a valid public purpose precluding or limiting such policies. Such plan amendment shall be considered concurrently with the requested annexation/future land use map amendment.

**OBJECTIVE 13:** The City may from time to time find that a particular land use plan amendment associated with newly annexed property would further community objectives and goals but for the existence of a potentially adverse impact arising from the transition from the County to the City Comprehensive Plan. In such cases, the City may adopt site specific plan policies to mitigate the identifiable adverse impact.

**POLICY 13.1:** The property legally described in Ordinance 959 and consisting of approximately 130 acres shall be subject to all of the applicable regulations of the City of Panama City Beach, all other applicable governing agencies, and the following:

1. The area of the subject property located within the CHHA shall be permitted to be developed with non-residential land uses and/or public lodging establishments as defined in Chapter 509.242, F.S. Permanent residential land uses shall be prohibited within the CHHA.

**POLICY 13.2:** The property legally described in Ordinance 956 and consisting of approximately 22.86 acres shall be subject to all of the applicable regulations of the City of Panama City Beach, all other applicable governing agencies, and the following:

1. The subject property shall be limited to a maximum residential density of fifteen (15) dwelling units per acre.

**POLICY 13.3:** The property legally described in Ordinance 1076 and consisting of approximately 21.79 acres shall be subject to all of the applicable regulations of the City of Panama City Beach, all other applicable governing agencies, and the following:

1. The subject property shall be limited to a maximum residential density of ten (10) dwelling units per acre;

2. The subject property shall have height limitations as depicted on Exhibit C of the adopted Development Agreement;

3. The twenty-five foot buffer along the full length of the easterly property line of the property, as shown on Exhibit C of the adopted Development Agreement, shall be designated as Conservation on the Future Land Use Map. The Future Land Use Map shall be amended to implement this section no later than at the time of EAR-based amendments. *(Updated 05-05-06, 10-30-07)*

**POLICY 13.4:** The property legally described in Ordinance 1128 and consisting of approximately .44 acres shall be subject to all of the applicable regulations of the City of Panama City Beach, all other applicable governing agencies, and the following:

1. The subject property shall be limited to a maximum residential density of six (6) dwelling units per acre. *(Updated 09-25-08)*

**POLICY 13.5:** The property legally described in Ordinance 1230 and consisting of approximately 27.3 acres shall be subject to all of the applicable regulations of the City of Panama City Beach, all other applicable governing agencies, and the following:

1. The subject property shall be limited to a maximum residential density of ten (10) dwelling units per acre.

*(Updated July, 2012)*