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LETTER FROM THE MAYOR AND CITY COUNCIL

To Our Community:

Welcome to the City of Panama City Beach's first-ever strategic plan. This document is the product of conversations and collaboration with more than 150 community and City employee stakeholders. These conversations helped identify a shared community vision, organizational mission, core values, strategic priorities, key intended outcomes and performance measures to move the community forward.

This 2021-2026 Strategic Plan will serve as a roadmap to the community as it pursues its priorities over the next five years to guide the community towards its vision to be a safe, family-friendly, vibrant community that values residents, businesses and visitors, supports cultural and economic diversity, and maintains outstanding quality of life.

The foundation of the strategic plan is built upon the following strategic priorities:

- Transportation
- Economic Development/Vitality
- Financial Health/Responsibility
- Attractive Community
- Public Safety
- Community Quality of Life

The Strategic Plan offers direction and focus on issues the community and organization told us were most important to enhancing Panama City Beach. The plan will require City Council and staff to consider the Strategic Plan when developing policies, delivering services, preparing the City's budget, developing annual business plans, and assessing the performance of the City.

Panama City Beach is a unique and wonderful place. We have a strong, vibrant and beautiful community. This Strategic Plan, in continued communication and collaboration with the community, will ensure we make Panama City Beach's vision a reality.

Sincerely,

Panama City Beach Mayor and City Council

Mark Sheldon, Mayor

Geoff McConnell, Vice Mayor and Ward 3
Paul Casto, Ward 1
Phil Chester, Ward 2
Michael Jarman, Ward 4
PLAN ON A PAGE

VISION
A safe, family-friendly, vibrant community that values residents, businesses and visitors, supports cultural and economic diversity, and maintains outstanding quality of life.

MISSION
Provide responsible leadership that facilitates and supports the community vision to develop a high-quality environment.

VALUES
- Visionary
- Safety
- Integrity/Honesty
- Fiscally Responsible
- Aesthetics/Beautification
- Open Communication/Transparency

STRATEGIC PRIORITIES

Public Safety: The City is committed to providing a safe and secure environment for its residents, businesses and visitors.

Economic Development: Aggressively support economic development that will create a diverse, more resilient and long-term robust economy.

Transportation: Create a well-maintained functional and multi-modal transportation system to enhance community mobility.

Financial Health: The City wants a local government that is fiscally responsible, accountable and transparent.

Attractive Community: The City’s overall appearance is critical to the community’s image, quality and vitality.

Community Quality of Life: To further improve the community’s quality of life the City will invest in and seek strategic partnerships to promote enhancements in the cultural, recreational, health, aesthetics and educational assets of the community.
In May 2020, the City of Panama City Beach, under the direction of the City Council, initiated the development of a strategic plan. This report summarizes each phase of the City’s strategic planning process.

A strategic planning process involves articulating a clear vision and mission for the community including organization, establishing values, identifying priority initiatives and creating implementation plans. The City’s Strategic Plan is intended to represent the Mayor and City Council’s vision for the community and those specific initiatives that will help accomplish that vision. The process of developing a strategic plan explores three specific questions:

1. Where are we?
2. Where do we want to go?
3. How do we get there?

In this way, the City’s strategic plan is a road map to move the community towards its intended vision. Ultimately, a strategic plan is a fundamental management tool that exists to help the organization improve and move the organization and community forward.

To answer the first strategic planning question — *Where are we?* — PIO Debbie Ward and staff worked with ten community and City staff focus groups to develop an environmental scan of the community and organization’s strengths, weaknesses, opportunities, and threats, known as a SWOT analysis. This information helped provide the context within which the City operates today and the challenges that the City organization and community may face in the future.

On June 18, 2020, the City Council, City leadership and community members worked to answer the second question — *Where do we want to go?* — by articulating a desired future for the community and identifying critical success factors for achieving that vision. During this session, the group finalized the following strategic plan elements: vision, mission, values and strategic priorities.

A strategic plan is best when touched by as many people as possible. Therefore, in July 2020, stakeholder input was sought from community members and City employees on the draft elements of the strategic plan.

The City’s management team met and community members met to answer the third strategic planning question — *How do we get there?* During this session, the group finalized the strategic planning framework consisting of the following elements: key intended outcomes, performance metrics and alignment.
After many years of rapid growth, traffic has become a significant issue affecting many aspects of life in Panama City Beach. Residents are frustrated by congested traffic on major streets and the challenges of getting around the City. Facing continued, projected growth in and around Panama City Beach, a focus on mobility — whether by car, bike, bus, walking or future trolley — is imperative. Panama City Beach must promptly plan and implement transportation system improvements to improve mobility and help residents and businesses carry out their daily lives.

Key Intended Outcomes

1. Plan and provide for transportation system infrastructure and funding essential to community growth.
   - Provide for the timely and successful adoption of a Mobility Master Plan.
   - Lobby to accelerate plans for expansion of Panama City Beach Parkway and Bay Parkway phases.
   - Develop and execute a long-term funding approach for larger capital projects and ongoing, sustainable management of assets.
   - Retain a lobbyist in Tallahassee and Washington DC to secure state and federal transportation improvement funding.
   - Develop a general obligation bonding strategy to accelerate road improvements.

2. Complete near-term connections and efficiencies in the mobility system.
   - Implement a near-term action plan to complete smaller capital improvements and programs to maximize existing funding over the next 5 years.
   - Establish partnerships with FDOT, Bay County and neighboring jurisdictions for new transit options, demand management and other innovative mobility options to address local and regional traffic.
   - Introduce a Front Beach Road trolley as a sustainable transportation alternative.
   - Address deferred transportation infrastructure maintenance by assessing transportation infrastructure asset conditions and develop criteria for infrastructure maintenance prioritization by funding source.
   - Commit to resurfacing 5% or 8 lane miles of City street annually.

- Focus on projects with co-benefits for all modes of travel that result in greater connectivity, reduced traffic and enhances the pedestrian and bicyclist experience.
- Build more sidewalks and dedication/segmented trails to prioritize a safer, more walkable and bikeable community.

**Performance Measures**

- Citizen survey rating of overall quality of the transportation system (excellent/good)
- Installed linear feet of sidewalks and bike trails/lanes
- Citizen survey rating of traffic flow on major streets (excellent/good)
- Citizen survey rating of ease of walking in Panama City Beach (excellent/good)
- Citizen survey rating of ease of travel by bicycle in Panama City Beach (excellent/good)
- Citizen survey rating of street repairs (excellent/good)
- Track mean travel time between key City intersections at different times of the year
ECONOMIC DEVELOPMENT AND VITALITY

An economically vital and diverse community is supported by robust businesses, affordable housing and supportive services. The City of Panama City Beach is a tourist-based economy that is successful and growing. However, to offset the volatility of a tourist-based economy, the City desires to diversify its economy to become more year-round, resilient, and provide a wider range of quality living wage jobs in order to ensure a stable and sustainable long-term economic vitality. To diversify and move the economy forward, the City will commit to the following initiatives to foster a dynamic, resilient and diverse economy:

Key Intended Outcomes

1. Create policies and programs to retain, expand, incubate and attract businesses to expand and strengthen the local economy.
2. Increase City involvement and partnerships with The St. Joe Company, the Tourist Development Council, Economic Development Alliance, Panama City Beach Chamber of Commerce, Northwest Florida Beaches International Airport, Bay County Chamber of Commerce, Florida Department of Transportation, Bay District Schools, Bay County and other local, state and federal partners to stimulate and diversify the community’s economy.
3. Collaborate with the Northwest Florida Beaches International Airport to optimize business development and additional commercial and general aviation air service to Panama City Beach from major air hubs.
4. Ensure a transparent, predictable, fair and balanced regulatory environment for business retention and growth, while ensuring protection of the public’s health, safety and welfare.
5. Encourage the development of reliable and cost-effective ultra high-speed broadband internet services throughout the community.
6. Work with the private sector and other public organizations to facilitate the development of affordable workforce housing, healthcare and educational opportunities.
7. Increase tourism opportunities and special events during shoulder seasons to extend the tourist market calendar.
8. In partnership with the Community Redevelopment Agency, expand public parking opportunities and traffic enhancements on Front Beach Road for businesses.
9. Capitalize on opportunities to assist in the development of vacant properties for business development.
10. Work with the Tourist Development Council to target development of a convention center.
11. Target new business clusters in the areas of healthcare, wellness, entertainment, and lifestyle to expand and strengthen the local economy.
12. Identify City property assets that could be used for economic development and affordable housing.
13. Continue the physical enhancement of the City to promote a strong first impression and community attractiveness to businesses and visitors.
14. Explore start-up and entrepreneurial support programs, including shared work spaces, incubators, maker spaces, collaboration hubs, food truck courts and shared commercial kitchens.
Performance Measures

- Increase number of Business Licenses
- Increase annual 1% business tax growth
- Unemployment rate
- Number of jobs (Bureau of Labor)
- Median household income (U.S. Census)
- Owner-occupied housing (U.S. Census)
- Development review cycle time
  - Average days to process development order
  - Percentage of building permits processed within 5 business days
  - Average number of days to process building plans and permits for:
    - Residential
    - Commercial
- ISO Building Code Enforcement Rating
- Flood Insurance Community Rating
- Citizen survey rating of overall quality of business and service establishment in PCB (excellent/good)
- Citizen survey rating of employment opportunities (excellent/good)
- Citizen survey rating of shopping opportunities (excellent/good)
- Citizen survey rating of affordable, quality housing (excellent/good)
- Citizen survey rating of overall economic development (excellent/good)
FINANCIAL HEALTH

The City’s future vitality and sustainability is inexplicably linked to its financial health and well-being. Panama City Beach is committed to effective stewardship of its finite fiscal resources, financial health and sustainability. Given the City's reliance on tourist-driven revenues, coupled with no ad valorem property tax, the City’s financial capacity is one of limits and constraints compared to most communities. The City must adhere to a fiscally prudent course that ensures quality core services and capital improvements while living within its means and weathering the volatility of a fluctuating tourist-based economy. This financial course necessitates a business model that works better, faster, smarter and costs less, and focuses on a “vital few” strategic priorities that will result in the most significant and sustainable success for the City. To that end, we recommend the following initiatives to ensure the City is a wise steward of the public’s resources and maintains long-term financial vitality:

Key Intended Outcomes

- The City will continually improve its efficiency and effectiveness in the delivery of services and capital improvements through process improvements and performance measures.
- Prioritize programs and services to ensure delivery of strategic and essential services within a balanced budget.
- Annually prepare a balanced, transparent and user-friendly budget.
- Develop and continually update a 5-year Financial Plan.
- Operate within budgeted fund accounts 100% of the time.
- Project revenues on a conservative basis, given the volatility of the tourist-based economy.
- Maintain a 25% General Fund reserve for valid emergencies and one-time capital expenses.
- Develop more public-private partnerships for services and capital improvements to leverage finite City resources.
- Diversify tax and revenue sources.
- Develop a Financial Trend Monitoring System comprising key financial and economic indicators as an “early warning system,” regarding the financial and economic health of the City.
- Enhance and simplify transparency of the Monthly Financial reports.
- Optimize the use of technology to drive efficiency and productivity and continue to find innovative ways to improve performance throughout the organization.
- Promote and invest in employee training and development to provide excellent internal and external customer service and performance.
- Identify long-term cost savings and productivity enhancement, including:
  - Operational efficiencies
  - Joint partnerships
  - Level of service adjustments
  - Staff consolidations
  - Alternative service providers
- Develop a comprehensive procurement guide and adequate professional staff to ensure the City is procuring goods and services for the best value.
- Utilize the Financial Management Advisory Committee to work with senior staff and City Council to ensure best financial practices.
- Manage long-term pension and compensation absence liability to ensure long-term fiscal sustainability.
- Elevate existing program and service fees on a regular basis to ensure effective cost recovery.
- Establish an appropriate renewal and replacement fund for the City’s capital assets.
- Redesign the City budget process to incorporate the strategic plan and annual business plan as the driver of budget priorities and resource allocation.
- New services or programs must either identify new revenue sources or a reduction of other service and program costs.

**Performance Measures**

- Maintain operating reserve of 25% of General Fund expenditures
- Maintain a balanced budget
- Revenue bond rating
- Water and sewer charges as percent of median household income (should be less than 4-5% - EPA)
- Audit without substantial/reportable findings
- New revenue sources
PUBLIC SAFETY

A safe and secure environment for our residents, businesses and visitors is of utmost importance to the City of Panama City Beach. A sense of security and safety is vital to the welfare and comfort of those who choose to live here, work here and visit here. We will continually work to promote and provide a high-level of public safety to ensure Panama City Beach remains a very safe and healthy community. To that end, the City is committed to the following initiatives:

Key Intended Outcomes

1. Ensure that the Panama City Beach Police and Fire Department have appropriate levels of personnel and equipment to provide safety and protection to our community.
2. Continue to partner with neighboring public safety agencies to enhance the City’s public safety personnel capacity to meet high-volume visitor periods.
4. Develop and implement a comprehensive plan to reduce public beach drownings through prevention education, surveillance intervention, rescue response and red flag enforcement to ensure a safe and secure environment for millions of annual beach visitors.
5. Explore and implement technology enhancements for police and fire operational efficiency and effectiveness.
6. Maintain excellent Police and Fire response times.
7. Explore a traffic signal pre-emption system for Police and Fire emergency vehicle response.
8. Successfully implement a new Police and Fire emergency radio system.
9. Protect life and property with optimal annual Fire Department prevention and inspection services.
10. Promote and increase community involvement and partnerships in crime and fire prevention.
11. Assess the current Fire Department emergency medical response system and examine future enhancements to optimize emergency medical services.
Performance Measures

- Citizen survey rating of overall feeling of safety in the City (excellent/good)
- Property crime rate per 1,000
- Violent crime rate per 1,000
- Average crime clearance rate
- Current Fire Department Insurance Services ISO rating
- Average response time for priority 1 calls — Police
- Average response time for priority 1 calls — Fire
- Average response time for priority 1 calls — EMS
- Police Department citizen rating of excellent/good
- Fire Department citizen rating of excellent/good
- Citizen survey rating of how safe you feel from violent crime (very/somewhat safe)
- Citizen survey rating of how safe you feel from property crime (very/somewhat safe)
The City’s overall appearance is a critical component of the public’s perception of the community’s quality, integrity and appeal. Panama City Beach recognizes its natural and built environment is the foundation of its community quality, visitor appeal, recreational opportunities and economic prosperity. It is therefore essential to protect, preserve and enhance the state of both our physical and natural environment for future generations of residents, businesses and visitors and ensure the future success and vitality of the community. To ensure the harmonious and interdependent relationship between the community’s natural and built environment, we propose to commit to the following:

**Key Intended Outcomes**

1. Enhance the physical appearance of the City through:
   - Continued code education and enforcement of signage and appearance standards.
   - Initiate community-based cleanup programs in partnership with the Panama City Beach Chamber of Commerce and the waste management industry.
   - City maintenance of State Road 79
   - Recruit and train volunteer code rangers
   - Update codes and standards to retain and protect essential and distinctive characteristics of established and new neighborhoods.

2. Expedite and complete the proposed Front Beach Road and tourist corridor improvements in the Front Beach Road Community Redevelopment Area district.

3. Proactively enhance, protect and preserve the community’s natural resources and environment that provide habitat, recreation, views and essential ecological functions.
   - Support beach renourishment and the protection of beach plants and animal habitats
   - Prioritize and pursue strategic acquisitions to preserve open space
   - Preserve natural and open spaces with dedicated funding sources
   - Expand and enhance stewardship and sustainability environmental programs and partnerships.

4. Increase public access to natural areas
5. Create a public arts program to celebrate the identity, heritage, culture and image of Panama City Beach.
6. Create timeless, monument gateway entry signs for residents and visitors that captures the spirit of Panama City Beach as a beach resort community in harmony with its natural and built environment.
   - Create gateway statements at the entrances of the City on State Highways 79 and 98.
   - Enhance landscaping and planting palette.
7. Create Neighborhood Service Teams consisting of City operating departments and neighborhood associations to enhance neighborhood appearances and sense of community.
8. The City must implement a long-range infrastructure investment program to remain desirable and vibrant. Plans and resources must be in place to operate, maintain and replace infrastructure, such as roads, parks, and landscaping throughout its useful life cycle.

Performance Measures

- Citizen survey overall appearance rating (excellent/good)  
- Citizen survey cleanliness rating (excellent/good)  
- Number of monument entry signs  
- Citizen survey rating of PCB as a place to live (excellent/good)  
- Citizen survey rating of overall image or reputation of PCB (excellent/good)  
- Number of Neighborhood Service Teams
COMMUNITY QUALITY OF LIFE

The City's overall quality of life is critical to Panama City Beach’s desirability and sustainability. To further improve the community’s quality of life, the City desires to invest in and seek partnerships to achieve enhancement in the cultural, recreational, health, aesthetic and educational assets of the community.

Key Intended Outcomes

1. Align capital plans with community priorities.
2. Pursue opportunities to achieve the community’s strong interest to attract and construct a new hospital with public and private partners.
3. Explore opportunities to enhance Aaron Bessant Park to host year-round cultural and entertainment performances.
4. Respond to the public’s interest to upgrade Frank Brown Park with a new splash pad, therapy pool, skateboard facility, indoor gymnasium and athletic fields.
5. Develop comprehensive and attractive wayfaring signage to direct the public and visitors to key cultural, recreational and environmental assets.
6. Expand the community’s biking and trail system.
7. Extend lifelong learning through educational institutional partnerships.
8. Develop partnerships to create public art programs and installations to enhance the cultural, aesthetic and economic vitality of the community.
Performance Measures

- Citizen survey rating of the overall quality of life in PCB (excellent/good)  __________
- Citizen survey rating of the quality of life (excellent/good)  __________
  ⇒ Parks/Recreation
  ⇒ Natural environment
- Citizen survey rating of the overall opportunities (excellent/good)  __________
  ⇒ Health/welfare
  ⇒ Education, culture and arts
Using the Strategic Plan

The strategic plan provides a framework for City policymaking, resource allocation, and department and employee work priorities. The vision, mission, values and strategic priorities are intended to have a long-term view. The vision is a statement of what the City wishes to become; the mission and values guide City staff in their service to the community; and the strategic priorities are those big buckets of “things that must get done” in order for the City to achieve the vision.

The strategic priorities provide a lens for viewing and understanding City business. Priorities were developed to ensure the City focuses on “the vital few” strategic priority to ensure the most significant and sustainable success for the City, and move the City toward its vision. The City can do many things to reinforce the strategic plan and truly integrate and operationalize it into the life and work of the organization including the following examples:

City Commission Agenda Items
City business can be connected to one (or more) of the six strategic priorities success factors. This can be included routinely as part of agenda staff reports. Using the icons for the priority factors can create a quick visual connection.

Budgeting and Goal Setting
- The Government Finance Officers Association (GFOA) encourages the inclusion of a strategic planning framework in the public budget document.
- Budget initiatives can be connected to how they support one or more of the critical success factors.
- When the City Council meets to adopt the annual budget, the strategic plan priorities should be used to prioritize its funding decisions to ensure it is matching the reserve allocation decision with its adopted priorities.

Communication
- The City’s newsletter, website and other similar communication tools can include updates on the implementation progress of key initiatives in the strategic plan to keep the public informed.
- Copies of the strategic planning framework can be posted around City buildings and the community.
- Employees exemplifying the City’s values should be acknowledged and rewarded.
- The City’s vision and/or values can be printed on the back of City employee business cards.
Performance Measures
Performance measures serve to monitor and guide implementation of the Strategic Plan. A comprehensive list of potential performance measures developed in consultation with City staff for each critical success factor follows.

Annual City Council Business Plan
The City is a big organization with many departments and constantly competing policy and resource allocation decisions each year. In an effort to clarify how policy and resource allocation reach the City Council for discussion, prioritization and action, an annual Business Plan is central to an efficient and effective City government and fulfillment of the Strategic Plan.

Business Plan Development
Strategy execution plays a vital role in the successful implementation of our Strategic Plan. The development of the Business Plan is key to our strategic execution. It links the strategic plan with our budget planning process, department and individual employee workplaces, and a performance measurement system to ensure that we are continuing progress towards the longer term objectives of the strategic plan and achievement of the plan’s vision.

Where the strategic plan is Council-led, the Business Plan is Department-led and describes initiatives the City will undertake over the next 12 months. In addition, it ensures that performance measures with substantive targets and benchmarks are set and initiatives to improve performance, enhance services and meet customer needs have been identified. A three-step process guides departments through the development of business plans.

Step 1: Key Process Identification
Departments are asked to identify and review key processes. Key processes are those activities that are critical to the success of the department’s mission, have a significant customer service focus, and consume a major portion of the department’s budget. This phase also includes identifying the department’s role in the organization, internal and external key customers, overall desired results from the customer’s perspective, and external indicators that impact service delivery.

Step 2: Initiative Development
Departments are asked to consider Council strategic goals, resident, business and employee surveys and performance measures to create initiatives for the coming year. Initiatives are the new programs, new projects, new actions and specific goals departments will implement during the next fiscal year. Departments are asked to link initiatives to an existing performance measure or if needed identify new performance measures. With a fair amount of stability in terms of key processes and performance measures, initiative development is the main focus in business plan development.

The annual Business Plan should be adopted by Oct. 1 of each year. It allows the City Council to agree on priorities and make those priorities clear to the staff and community. The business plan should also inform the budget process and product.
Strategic Plan Execution

Strategic execution is often the most difficult and challenging aspect of strategic management for an organization to tackle. Execution includes translating the strategy into operational plans, building organizational alignment and monitoring performance against plans to ensure an organization stays on course to achieve its strategy. Developing a comprehensive action plan that accounts for these execution building blocks and providing the necessary resources to make it happen will enable the City to achieve results that are more predictable, in line with its stated direction.

The model below depicts the four main components of strategic management and is considered best practice in the strategic management discipline. As shown in the model, strategic management is a cyclical process, including the following major elements.

**Formulate/Review Strategy:** Articulate the vision, mission, values, strategic priorities and key internal outcomes. Review the strategy at least annually and adjust as needed.

**Develop Operational Plans:** Develop departmental business plans and budgets that include the specific objectives, performance targets, initiatives/projects, resources and funding required to achieve the strategy.

**Build Alignment:** Communicate the strategy and plans internally and with key external stakeholders, incorporate strategic goals and objectives into employee performance plans and link compensation and reward to strategic results.

**Monitor Results:** Measure, analyze and report on performance results against plans/targets, resolve issues, make course corrections as needed, and share knowledge and best practices to improve overall organizational performance.

With the completion of the strategic planning process, the City has made a first step towards finalizing the “Formulate Strategy” phase through the validation of its vision, mission and values and the development and prioritization of its high-level strategic goals. The next steps in the transformation of the City’s operating model from business as usual to truly strategic management will require deliberate and systematic focus on the adoption and execution of the remaining three components of the cycle.
From Words to Action

The following critical steps describe how we will move from words to action and ensure alignment of the City’s Strategic Plan, department and staff work plans, policies and budget:

- Each City department will create an annual Business Plan with specific action-oriented goals, work activities and performance measures to align with and make progress on the Strategic Priorities.
- City Council policy initiatives and discussions will focus on the Strategic Priorities.
- Senior management and employee performance evaluations will be linked with the Strategic Priorities.
- Strategic Priorities performance measures will be monitored and reported on to hold ourselves accountable for making measurable progress in achieving the strategic commitments.
- Periodic reviews of the Strategic Plan will be conducted by City Council to ensure that it continues to focus City government resources on the issues most important to the City Council and community.

Once the City Council adopts the City’s new strategic plan, that strategy becomes the documented policy of the governing body and the City Manager is accountable for its execution. The Council should focus more on the desired outcomes and results they expect the City government to achieve and less on the detailed means/tactics by which those results are obtained. By ensuring the strategic goal attainment and operating results are measured and reported by management to the Council and the general public, an improved focus on accountability for results is created and can foster a climate of mutual confidence and trust between elected officials and appointed staff.

Going forward, the City Council and staff should follow a disciplined practice of collaborative planning and goal setting that is truly strategic in nature. An annual or even bi-annual strategic planning retreat should be considered and used to focus on the major challenges and opportunities
facing the City, allowing the Council to provide the City Manager and staff with the key strategic focus areas and policy direction for the planning period. The results of the strategic planning retreat and any guidance provided by the City Council then becomes the foundation for the staff's development of the annual budget and supporting departmental operating plans, performance measures and targets.

Upon adoption by the City Council, the Strategic Plan will be communicated to the community and the City staff. Semi-annual progress reports will be provided to the City Council and an annual progress report will be provided to the public.

We would like to thank the community, City Council and staff for having the foresight and dedication required to develop a shared purpose and strategic plan to achieve significant and sustainable success for the City of Panama City Beach. Systematic attention to this Strategic Plan will allow the City to stay focused on what is most important to our citizens and drive advancement in the areas that matter most to them.