

## **5. COASTAL MANAGEMENT ELEMENT**

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### **Purpose**

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

### **GOAL 5A: MAINTAIN THE QUALITY OF COASTAL RESOURCES BY RESTRICTING DEVELOPMENT ACTIVITIES WHICH DAMAGE OR DESTROY COASTAL RESOURCES.**

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

Policy 5.1.1: Development activities which have the potential to damage or destroy coastal resources include, but are not limited to: 1) dredge and fill operations in wetlands or seagrass beds; 2) construction of piers, docks, wharves, or other similar structures which extend into the water from the shoreline; 3) removal of shoreline vegetation; and 4) discharge of non-point source pollutants into estuaries.

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

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

1. Protect identified wetlands as specified in Conservation Element Objective 6.7 of this Plan.
2. Reserve approval of development permits until all applicable permits are obtained by developers from jurisdictional agencies.
3. Coordinate with DEP to restrict construction activities which would permanently damage seagrass beds, oyster reefs, or other living marine resources, unless appropriate mitigation measures are undertaken as determined by DEP.
4. Establish a 30-foot wetlands set-back line, including restrictions on the removal of shoreline vegetation. Exemptions are limited to those necessary to prevent or eliminate a public hazard as specified in Conservation Element Objective 6.7.

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

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

Policy 5.2.1: The City shall require that development undertaken in the Coastal Planning Area be designed and constructed so as to reduce stormwater discharges and sedimentation. The Coastal Planning Area is defined as:

- a) The Hurricane Vulnerability Zone (HVZ) which is the land area subject to evacuation in the event of a Category 3 or greater hurricane, and;
- b) All included coastal resources and marine waters within the City's jurisdiction.

Policy 5.2.2: The City shall undertake drainage improvements, based on engineering data, intended to improve the quality of stormwater discharged into the estuarine system.

Policy 5.2.3: The City shall coordinate with state agencies and Bay County to protect North Bay and St. Andrews Bay by reviewing and commenting upon applicable sections of their respective comprehensive plans, when requested, and by assuring that all applicable permit requirements are met

**Objective 5.3:** Prioritize shoreline uses.

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

1. Water-dependent land uses that preserve the waterfront, including water-dependent conservation or recreation uses;
2. Water-dependent industrial uses;
3. Water-related land uses as defined by Rule 9J-5, Florida Administrative Code;
4. Land uses for which a definitive public purpose has been established; and
5. Other land uses which are not water-dependent or water-related including residential, commercial, institutional, or industrial.

Policy 5.3.2: Specific and detailed provisions for the siting of marinas shall be set forth in the Land Development Regulations. The following criteria shall be the minimal requirements for the location of marinas:

1. Demonstrate the presence of sufficient upland area to accommodate parking, utility, and support facilities;
2. Provide public access;
3. Lie outside areas identified as inappropriate for marina development in the Marina Siting Study for West Florida as published by the West Florida Regional Planning Council, unless appropriate mitigating actions are taken as determined by the Florida DEP and / or the US Army Corps of Engineers;
4. Demonstrate oil spill cleanup capability within boundaries of the leased area;
5. Provide a hurricane mitigation and evacuation plan;
6. Designate future upland spoil site(s) for maintenance dredging activities;
7. Be located in proximity to natural channels so that minimal or no dredging will be required for provision of docking facilities;
8. Have available adequate sewage treatment facilities to serve the anticipated volume of waste. Marinas with fueling facilities shall provide pump-out facilities at each fuel dock. Commercial marinas and those with live-aboard overnight transient traffic shall provide upland sewage facilities and prohibit inappropriate sewage pump out;
9. Maintain water quality standards as provided by Chapter 403, Florida Statutes;
10. Locate in areas with adequate water depth to accommodate the proposed boat use without disturbance of bottom habitats;
11. Delineate immediate access points with channel markers that indicate speed limits and any other applicable regulations;
12. Be sited in appropriate future land use categories and zoning districts;
13. Locate in areas away from seagrass beds, oyster reefs, and other important fish and shellfish spawning and nursery areas; and
14. Demonstrate that it meets a public need, thereby demonstrating economic viability/feasibility.

**Objective 5.4:** Maintain standards that protect beach systems from the impacts of man-made structures.

Policy 5.4.1: The City shall provide specific and detailed provisions for protection of beach systems in its Land Development Regulations. Such provisions shall include setbacks from the shoreline for non-water dependent structures, required construction practices, and coordination of permitting with appropriate jurisdictional agencies.

## **GOAL 5B: REDUCE THE RISK OF HURRICANE-RELATED DAMAGE TO LIFE AND PROPERTY.**

**Objective 5.5:** Maintain or reduce hurricane evacuation times as established in the Northwest Florida Hurricane Evacuation Restudy.

Policy 5.5.1: Hospitals, nursing homes, mobile homes, and other similar structures and high risk uses are prohibited in the 100-year flood zone and the Coastal High Hazard Area (CHHA). The CHHA is the area below the elevation of the Category 1 storm surge line as established by a Sea, Lake, and Overland Surges from Hurricanes (SLOSH) computerized storm surge model (Map 5-2).

Policy 5.5.2: The level of service for out-of-county hurricane evacuation for a category 5 storm event, as measured on the Saffir-Simpson Scale, shall not exceed sixteen (16) hours for land use map amendments located within the Coastal High Hazard Area (CHHA), unless the increase in density is mitigated pursuant to Policy 5.5.3.

Policy 5.5.43: The City shall direct population concentrations away from known Coastal High Hazard Areas (as defined in this element) through the Future Land Use Map by not increasing densities within the CHHA, unless appropriate mitigation measures are undertaken as described in § 163.3178, F.S. (2009). Such mitigation measures shall include, without limitation, payment of money, contribution of land, and construction of hurricane shelters and transportation facilities. Required mitigation shall not exceed the amount required for a developer to accommodate impacts reasonably attributable to development. The City and the developer shall enter into a binding agreement to memorialize the mitigation plan.

Policy 5.5.54: New structures, other than recreational amenities or water-dependent structures, are prohibited within the portion of the CHHA lying within the FEMA V Zone.

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

Policy 5.6.1: The City shall coordinate with and assist Bay County in the implementation of the Comprehensive Emergency Management Plan, the Local Mitigation Strategy, and the Post Disaster Redevelopment Plan by providing police and fire department support personnel during emergencies.

Policy 5.6.2: All habitable structures shall be designed and constructed in conformance with the City's Flood Damage Prevention Ordinance.

Policy 5.6.3: The City shall not locate infrastructure facilities, except for water-dependent facilities and distribution / transmission lines, in the 100-year flood zone, or the CHHA.

Policy 5.6.4: The City shall not increase the capacity of existing infrastructure facilities in the CHHA subject to destruction by storm surge, except for water-dependent facilities and distribution / transmission lines.

Policy 5.6.5: Post-disaster redevelopment shall be undertaken in conformance with the City's Flood Damage Prevention Ordinance, the City's Post Disaster Redevelopment Plan, this Plan, and the Land Development Regulations.

Policy 5.6.6: When undertaking post-disaster redevelopment activities, development permits may be waived for short-term recovery measures such as:

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

Policy 5.6.7: When reviewing permits for post-disaster redevelopment activities, the City shall evaluate hazard mitigation measures including:

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

Policy 5.6.8: The City shall use regulatory and management techniques for general hazard mitigation including:

1. Regulation of construction practices in flood-prone areas as specified in the City's Flood Damage Prevention Ordinance;
2. Providing specific and detailed standards in the Land Development Regulations for shoreline construction, including provisions for building set-backs, removal of vegetation, and construction seaward of the mean high-water line;

3. Use of the stormwater pollution abatement standards found in Chapter 62-25, FAC;
4. Location of sewer facilities outside of Coastal High Hazard Areas and flood-prone areas, or flood-proofing of such facilities to prevent flood damage in accordance with FEMA construction standards; and
5. Limiting residential densities within the CHHA. The CHHA is depicted on Map 5.2.

Policy 5.6.9: The City shall incorporate applicable future recommendations of the Local Mitigation Strategy pertaining to zoning, densities, and building practices into this Plan or the Land Development Regulations, as appropriate.

Policy 5.6.10: As part of the post-disaster redevelopment process, the City shall structurally modify or remove infrastructure facilities which have experienced repeated storm damage.

Policy 5.6.11: New public emergency shelters shall be built outside of the Hurricane Vulnerability Zone (HVZ).

#### **GOAL 5C: PROVIDE, OR HAVE AVAILABLE, ADEQUATE AREAS FOR PUBLIC WATERFRONT ACCESS.**

**Objective 5.7:** Maintain or increase public access to the waters of the state.

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

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

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

Policy 5.7.4: In accordance with §163.55(5), F.S. (2009), when a public access to the waterway has been established across private property through an easement or other similar legal means, development or construction shall not interfere with such right of public access unless a comparable alternative accessway is provided. The developer shall have the right to improve, consolidate, or relocate such public accessway so long as the accessway is provided by the developer and follows the requirements of the Florida Statutes.

Policy 5.7.5: The City shall maintain existing public access points to the waterfront, and work with private property owners to increase public waterfront access within any waterfront area.

**Objective 5.8:** Provide ongoing and effective coordination with the Panama City Port Authority on the orderly development and use of Port Panama City. At a minimum, such coordination shall include measures specified in Policy 5.8.1 to resolve problems in transportation, land use, natural and man-made hazards, and protection of natural resources.

Policy 5.8.1: The City shall use the following measures to coordinate with the Panama City Port Authority on the orderly development and use of Port Panama City:

1. Transportation. The City shall support improvements to local streets which will enhance traffic movement in and around Port property, provided the costs for such improvements are equitably distributed between the City and the Port Authority.
2. Land Use. The City recognizes the water-dependent status of Port Panama City and the necessity for access to the water for maintenance and expansion of Port activities. As a result of competing interest for available waterfront acreage, the City declares that water-dependent land uses shall be given priority status over other land uses. The City shall coordinate with the Port Authority by designating acreage as needed for Port expansion on the Future Land Use Map. The City shall also require that potential incompatibilities between Port activities and adjacent land uses be mitigated through use of screening, fencing, buffering, landscaping, or other similar mitigation measures.
3. Natural and Man-Made Hazards. The City shall require general hazard mitigation at Port Panama City including: enforcement of the provisions found in the Flood Damage Prevention Ordinance; providing specific and detailed provisions for waterfront construction and building set-backs from the shoreline; requiring stormwater permits pursuant to Chapter 62-25, F.A.C, and limiting storage or transfer of hazardous materials on Port property.
4. Protection of Natural Resources. The City shall support protection of natural resources in or adjacent to Port property

#### **GOAL 5D: PROVIDE PROGRAMS AND MEASURES TO PROMOTE REDEVELOPMENT OF UNDERUTILIZED WATERFRONT AREAS**

**Objective 5.9:** The City shall continue to support the redevelopment efforts of the St. Andrews Waterfronts Florida Program.

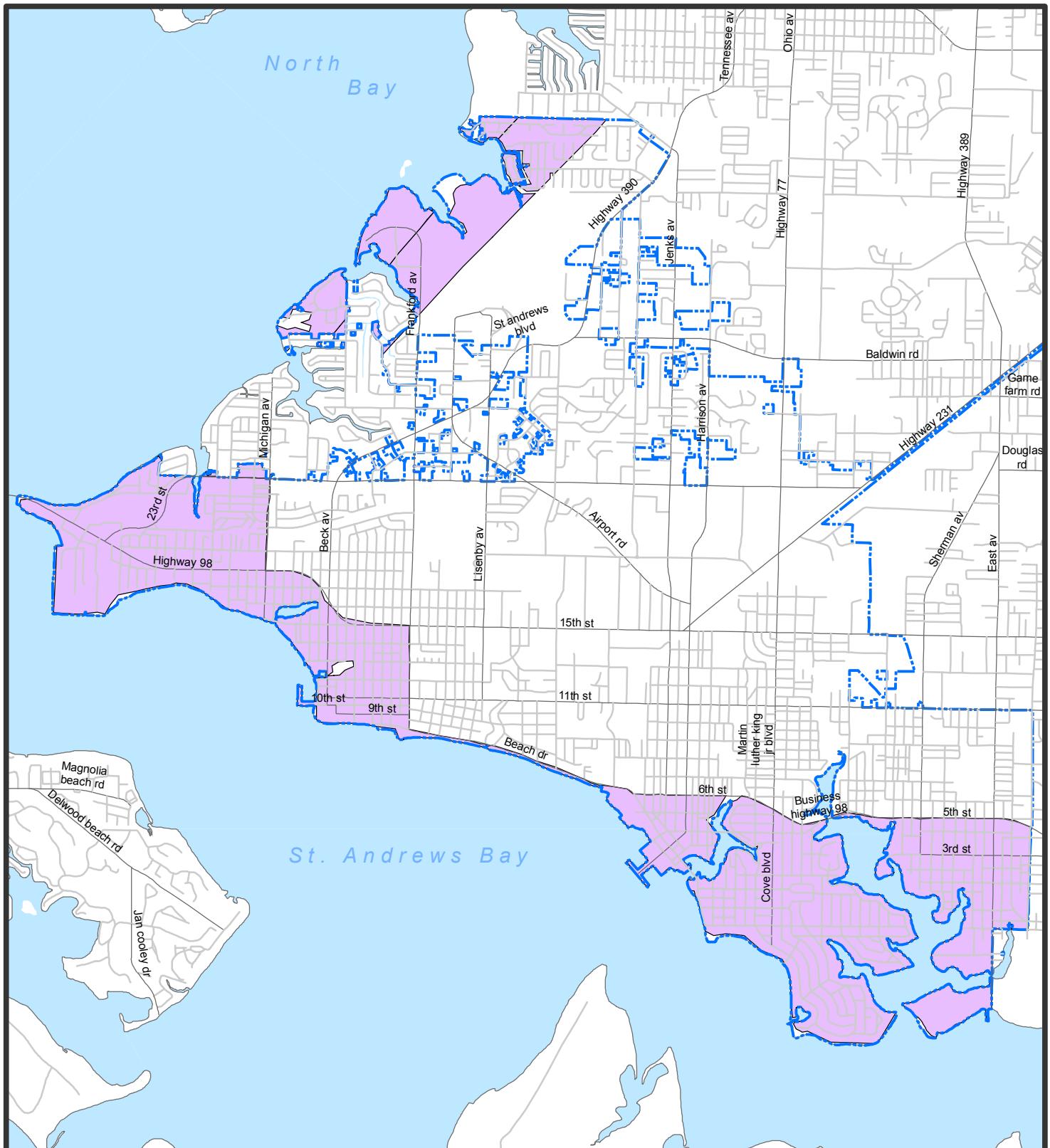
Policy 5.9.1: The City shall assist the St. Andrews Waterfront Partnership in preparing plans and programs which will promote revitalization of the St. Andrews area.

Policy 5.9.2: Public access points to the waterfront in the St. Andrews Waterfronts community shall continue to be maintained or increased.

**Objective 5.10:** Provide areas for expansion of water-dependent industrial facilities to promote redevelopment of underutilized areas.

Policy 5.10.1: The City shall designate areas for additional water-dependent industrial development on the Future Land Use Map. Areas of particular concern are the Millville industrial area and the area adjacent to Port Panama City.

Policy 5.10.2: Recreational and commercial working waterfronts shall be defined as real property that provides access for the public to the navigable waters of the state or for water-dependent commercial activities.



## Coastal Planning Area

### City of Panama City



**Map  
5.1**

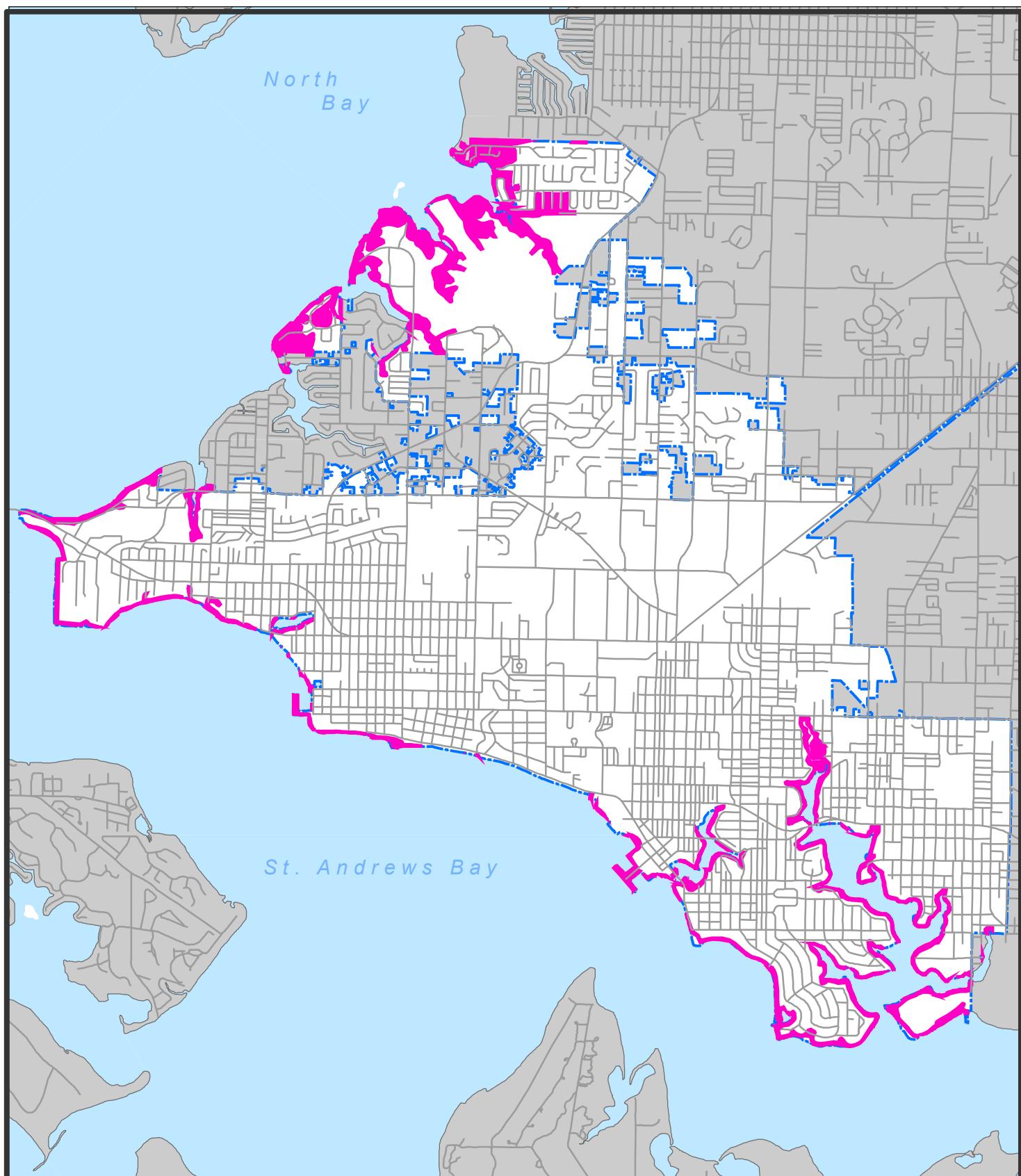
Comprehensive Plan 2035  
Date: November 2010  
Source: City of Panama City/  
U.S. Army Corps. of Engineers

#### Legend

- Coastal Planning Area
- Panama City City Limits



0 1  
Miles



## Coastal High Hazard Area

City of Panama City



Map  
5.2

Comprehensive Plan 2035

Date: November 2010

Source: City of Panama City/  
U.S. Army Corps. of Engineers

### Legend

Category 1 Storm Surge Area

Panama City City Limits

Outside City Limits

N

0 1  
Miles