

## **COASTAL MANAGEMENT ELEMENT**

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:** 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.

**Objective 5.1:** The City of Panama City shall apply the best planning and engineering practices in development to attenuate and mitigate future flood events and to protect coastal wetlands, marine resources, and wildlife habitat, and shall modify the LDRs and other relevant regulatory documents as needed.

**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
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.

**Policy 5.1.4:** The City of Panama City shall further update its floodplain related ordinances for consistency with the Florida Building Code and ensure that all future modifications of the flood-resistant construction requirements in the city's Code of Ordinances and LDR continue to be consistent with, or more stringent than, requirements of the Florida Building Code and applicable flood plain management regulations set forth in 44 C.F.R. part 60.

**Policy 5.1.5:** The City of Panama City shall continue to upgrade its stormwater infrastructure through drainage improvements, installation of tidal backflow preventers, and seawall repair in addition to sustainable flood management actions such as installation of bioswales, recharge through drainage wells, use of pervious pavement, maintenance of natural preserves and protection of tidal beaches that will stand the test of time and be adaptable to future climate changes.

**Policy 5.1.6:** The floodplain manager, or his or her designee, shall review all permit applications to determine whether proposed development sites will be reasonably safe from flooding. If a proposed development site is in a flood hazard area, all site development activities, -including grading, filling, utility installation and drainage modification-, for all new development and substantial improvements shall be designed and constructed with methods, practices and materials that minimize flood damage and that are in accordance with Code of Ordinances.

**Policy 5.1.7:** The City of Panama City shall continue to participate in the National Flood Insurance Program's Community Rating System (CRS) administered by FEMA to reduce flood losses and achieve flood insurance premium discounts for their residents.

**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;
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, congregate living facilities for persons with special needs and other similar structures and high-risk uses are prohibited in the FEMA Special Flood Hazard Area 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). The FEMA Special Flood Hazard Area is the area identified as A, AE, and VE zones in the FEMA Flood Insurance Rate Map.

**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 16 hours for land use map amendments, including those related to hotel/motel development and increases in residential densities, located within the Coastal High Hazard Area (CHHA), unless the increase in density is mitigated pursuant to policy 5.5.3.

**Policy 5.5.3:** 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. 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 5.5.4:** 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 5.6.3a:** The City of Panama City shall limit public expenditures in the CHHA or flood-prone areas by restricting expansion/improvement of the existing utilities except for improvements necessary to: 1) correct current deficiencies; 2) serve planned redevelopment pursuant to the Community Redevelopment Area (CRA) Community Redevelopment Plan; or 3) improve environmental quality

**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:

- a) Regulation of construction practices in flood-prone areas as specified in the City's Flood Damage Prevention Ordinance;
- b) Providing specific and detailed standards in the Land Development Regulations for shoreline construction, including provisions for building setbacks, removal of vegetation, and construction seaward of the mean high-water line;
- c) Use of the stormwater pollution abatement standards found in Chapter 62-25, FAC;
- d) 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
- e) Limiting residential densities within the CHHA. The CHHA is depicted on Map 5.2.

**Policy 5.6.9:** The City of Panama City shall continue to evaluate and, if necessary, revise building codes and land development regulations to enhance flood mitigation measure in vulnerable areas to reduce future risks associated with high tide events, storm surge, flash floods, stormwater runoff, and the related impact of sea level rise. Vulnerability reduction measures such as hardening, higher floor elevation, and more resilient infrastructure shall be considered. These shall include incorporating 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).

**Policy 5.6.12:** Redevelopment of existing dwelling units located in the CHHA is prohibited unless an engineering study supports that redevelopment can occur in a safe manner when considering building construction, design, siting, and future storm events.

**Policy 5.6.13:** The City of Panama City shall consider, whenever feasible, purchasing properties in areas most vulnerable to destructive storm surges for recreational uses and open space.

**Policy 5.6.14:** Rise in sea level projected by the Federal Government (National Oceanic and Atmospheric Administration) shall be taken into consideration in all future decisions regarding the design, location, and development of infrastructure and public facilities in the potentially affected areas.

**Policy 5.6.15:** The City of Panama City shall recognize the CHHA as an Adaptation Action Area (AAA) for those low-lying coastal zones that may experience coastal flooding due to extreme high tides and storm surge and are vulnerable to the impacts of rising sea level.

**Policy 5.6.16:** The City of Panama City shall consider the implications of the AAA when reviewing changes to the use, intensity and density of land lying within the AAA.

**Policy 5.6.17:** The City of Panama City shall recognize existing regulations, programs and policies that overlap with the AAA and that are currently in place to limit public investment and address appropriate development and redevelopment practices related to flooding. These regulations, programs and policies include, but are not limited to, the floodplain management ordinance, CHHA policies, the Local Mitigation Strategy and the Post Disaster Redevelopment Plan and shall only be applied in cases where such regulation would otherwise apply to a development or redevelopment project.

**Policy 5.6.18:** The City of Panama City shall expand the messaging related to flood risk and emergency preparedness to identify the existence of and reasons for the AAA. The link between emergency preparedness and adaptation will be strengthened so that residents and businesses understand that readiness for storm events is enhanced by adaptation efforts to increase resiliency. The following definitions are relevant to this effort:

Definitions:

**Flood hazard area:**

The greater of the following two areas:

- (a) The area within a floodplain subject to a one percent or greater chance of flooding in any year.
- (b) The area designated as a flood hazard area on the community's flood hazard map, or otherwise legally designated.

**Flood Insurance Rate Map (FIRM)** – The official map of the community on which the Federal Emergency Management Agency (FEMA) has delineated both special flood hazard areas and the risk premium zones applicable to the community.

**Flood Insurance Study (FIS)** – The official report provided by FEMA that contains the FIRM, the Flood Boundary and Floodway Map (if applicable), the water surface elevations of the base flood, and supporting technical data.

**Floodway** – The channel of a river or other riverine watercourse and the adjacent land areas that must be reserved to discharge the base flood without cumulatively increasing the water surface elevation more than one (1) foot.

**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:** 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 setbacks 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.

**Objective 5.11:** The City of Panama City shall continue to assess the current and future risks to human life and property from floods and other natural hazards in the coastal areas and implement development and redevelopment strategies that reduce such risks.

**Policy 5.11.1:** The City of Panama City shall maintain and update, as needed, all maps—including FEMA flood zones and repetitive claim maps, storm surge/Coastal High Hazard Area maps and sea level rise impact maps—identifying current and potential future areas subject to high flood hazard.

**Policy 5.11.2:** The City of Panama City shall continue to document and maintain maps of extreme high tides (“king tides”), more frequent severe rainfall events and newly revealed areas at risk of flooding to efficiently target mitigation efforts.

**Policy 5.11.3:** The City of Panama City shall continue to provide flood relief and cleaning operations to lessen the residents’ hardship after a major rainstorm and document the municipality’s after-the-storm efforts to evaluate and recommend implementation of minor improvements and projects to be included in the Capital Improvement Plan.

### **Port Master Plan Sub-Element**

**Goal 5A.1:** Economic Growth - Port Panama City shall promote local and regional economic growth. To achieve this goal, the Port shall implement a phased maintenance and expansion program of facility improvements, capacity expansion, and shall continue development of the Intermodal Distribution Center (IDC).

**Objective 5A.1.1:** Tenant and user service improvements. The Port believes its first responsibility is to its existing tenants and users. To help these tenants and users better serve their customers, thereby creating new jobs and economic opportunities, the Port shall continue improving its core infrastructure.

**Policy 5A.1.1.1:** Infrastructure improvements. The Port shall refurbish warehouses and realign railroad tracks to create more efficient Port operations; purchase needed equipment; improve paving to handle heavy equipment; and make other infrastructure improvements, as needed for better tenant and user service. Deepening the access to West Berths 2 and 3 and South Berth 3 is high on the list of Port priorities.

**Policy 5A.1.1.2:** User relocations. Over the planning period, the Port may relocate tenants and users to utilize terminal land more efficiently.

**Objective 5A.1.2:** Additional cargo-handling capacity. Mindful of changing market trends, the Port shall expand its cargo-handling capacity while maintaining the diversity of its cargo base to sustain balanced volumes of general and bulk cargo.

**Policy 5A.1.2.1:** General cargo/containerized cargo expansion. The Port shall expand its general cargo and containerized cargo activities by modernizing warehouse and container-handling facilities and marketing the Port to shippers and ship lines active in both the break-bulk and the containerized cargo trades. Facility modernization shall include the renovation or construction of the infrastructure needed to accommodate the types of ships and cargo the Port expects to attract. These improvements shall include strengthening bulkheads and aprons, upgrading warehouses, providing additional container storage areas, and adding the cargo-handling equipment needed for efficient operations.

**Policy 5A.1.2.2:** Bulk cargo expansion. The Port shall expand its bulk-handling capabilities, and shall pursue opportunities to add commodities that can be shipped in 6,000- to 10,000-ton consignments. Facility improvements and expansion, to be phased in accordance with demand, shall include additional on-Port bulk storage as well as bulk transfer facilities at the IDC.

**Objective 5A.1.3:** Property development and acquisitions. The Port shall pursue potential development opportunities for properties in the Dyers Point area and in the Port's IDC. The Port shall also pursue opportunities to acquire additional property that will provide the supporting land needed for Port operations.

**Policy 5A.1.3.1:** Development opportunities. The Port shall identify and evaluate potential development opportunities for previously acquired property, as, for example, the acreage to the northwest of the Port, which can be used for a variety of purposes.

**Policy 5A.1.3.2:** Property acquisitions. The Port shall pursue acquisition of suitable properties adjacent to Port boundaries and shall incorporate them into its development plans for Port operations or other purposes, such as relocations, road and rail realignment, and land use buffers, consistent with Port goals.

**Policy 5A.1.3.3:** Land use changes. The Port shall coordinate efforts with the City of Panama City to obtain any future land use designation changes in the City's Comprehensive Plan which may be needed for consistency with the proposed uses of any acquired properties.

**Objective 5A.1.4:** Continued Intermodal Distribution Center development. The Port shall continue to develop the IDC, both to provide appropriate sites for non-water-dependent, maritime-related users and to attract job-creating businesses and manufacturing to the region. This expansion of the Port's intermodal capabilities shall be accomplished in an environmentally sound manner, consistent with goal 5.3.

**Policy 5A.1.4.1:** Intermodal capabilities. To attract potential users to the Intermodal Distribution Center, the Port shall expand the site's capacity for intermodal transfer operations between rail and truck. Improvements shall include expanding the industrial site, enlarging the existing distribution warehouse and providing new distribution warehouses, adding a bulk transfer facility, developing a trailer drop yard, and expanding the rail yard.

**Policy 5A.1.4.2:** Intermodal Distribution Center promotion. The Port shall work with the Bay County Economic Development Alliance and other economic development interests to market the IDC to maritime-related manufacturers and industries that could be interested in the site for the location of their facilities.

**Objective 5A.1.5:** Off-Port opportunities. Bay County and the Northwest Florida region are expected to see significant growth in the next ten years. As this growth materializes, the Port shall consider developing any off-Port properties appropriate for Port related activities of a maritime or industrial nature.

**Policy 5A.1.5.1:** Maritime uses. The Port shall keep abreast of opportunities within the jurisdiction of the Port to acquire waterfront land suitable for expanded maritime uses, consistent with regional development efforts.

**Policy 5A.1.5.2:** Industrial and manufacturing uses. The Port shall support the development of new sites for industrial and manufacturing uses complementary to Port-related activities.

**Goal 5A.2:** Transportation Efficiencies - Port Panama City depends on efficient intermodal access to provide cost-effective and competitive services. Consequently, the Port shall actively cooperate with city, county, state, and federal agencies and with private entities responsible for water, highway, and rail connectivity to ensure that the intermodal transportation infrastructure and connectivity essential to Port operations are in place.

**Objective 5A.2.1:** Deepwater access. The Port shall pursue maintenance and other dredging activities to provide the channel and berth water depths needed to serve existing and future users. To the extent possible, consistent with the development and expansion needs of the Port, maintenance and new dredging activities and the management of spoil material shall reflect the Port's commitment to responsible stewardship of water resources, coastal and marine resources, and natural systems.

**Policy 5A.2.1.1:** Maintenance dredging. The Port shall undertake maintenance dredging, as required to ensure safe navigational conditions for the ships calling at its facilities.

**Policy 5A.2.1.2:** Berth deepening and widening. The Port shall deepen selected berths to alleviate any vessel turning issues and widen the approach to several berths as necessary to increase berth capacity, efficiency, and safety.

**Policy 5A.2.1.3:** East Channel deepening. The Port shall support the U.S. Army Corps of Engineers' (USACE) conducting a Limited Reevaluation Report (LRR) related to

deepening the East Channel to 36 feet mean low water so as to provide adequate water depths for the ships calling at RockTenn's marine terminal. This study will determine whether deepening the channel will be environmentally safe and provide a positive economic benefit compared to the project cost.

**Policy 5A.2.1.4:** Spoil site development. The Port, in coordination with the USACE and the Florida Department of Environmental Protection, shall develop a dredge spoil management plan that addresses its long-term spoil disposal needs. These needs include the ongoing maintenance of the Port's approach channel as well as its berthing and turning basin areas. The plan may address the provision of an upland spoil disposal site, the permitting of an off-shore disposal site, or some other disposal alternative agreed to by all the reviewing agencies.

**Objective 5A.2.2:** Highway access and connectivity. The Port shall collaborate with local and state agencies to develop the on-Port intermodal circulation system and off-Port intermodal connections needed for the efficient movement of goods to and from its facilities. Among the priorities for the efficient transfer of goods is the creation of a bulk transfer facility at the IDC.

**Policy 5A.2.2.1:** US 98/23rd Street flyover. The Port shall support the Florida Department of Transportation's (FDOT) implementation of the new US 98/23rd Street flyover and manage the construction impacts, which are expected to last the first five years of the 2014 Plan.

**Policy 5A.2.2.2:** On-Port road improvements. The Port shall continue to improve its internal roadway network to serve relocated and expanded operations and facilitate on-Port truck circulation.

**Policy 5A.2.2.2:** Off-Port highway connectivity. The Port shall work with FDOT and the Bay County Transportation Planning Organization to gain priority funding for needed improvements to roads over which Port truck traffic must travel. Such roads include the Port's Strategic Intermodal System connector – SR 77 to SR 390 to SR 368 (23rd Street) to US 98 to Seaport Drive to Port entrance – as well as other segments of US 98 and SR 390, US 231, and SR 79.

**Objective 5A.2.1:** Rail service and connectivity. The Port shall maintain and improve its on-Port rail system and work with the Bay Line Railroad to obtain the best possible service and interchanges.

**Policy 5A.2.3.1:** On-Port rail facilities. The Port shall continue to maintain and improve the rail facilities needed to serve Port users. Rail facilities provided to Port tenants will be maintained in accordance with ongoing contractual obligations.

**Policy 5A.2.3.2:** Off-Port rail connections. The Port shall work with the Bay Line Railroad to identify and pursue improvements to the off-Port rail infrastructure, which could facilitate goods movement to and from the Port, including connections between the Port and the Intermodal Distribution Center as well as rail within the facility.

**Policy 5A.2.3.3:** Service improvements. The Port shall work with the Bay Line Railroad to enhance interchanges with the CSX Transportation (CSXT), the Norfolk Southern, and other connecting railroads.

**Objective 5A.2.4:** Intracoastal connections. To take better advantage of the Gulf Intracoastal Waterway, the Port shall explore opportunities to develop additional intracoastal connections, if appropriate to meet the demand of Port users or to serve new industrial facility development in the region.

**Policy 5A.2.4.1:** Gulf Intracoastal Waterway. The Port shall cooperate with entities seeking to improve conditions along the Gulf Intracoastal Waterway and promote more barge traffic.

**Policy 5A.2.4.2:** Marine Highway opportunities. The Port shall explore opportunities to utilize Marine Highway 10 for the domestic transport of goods to and from the Port.

**Goal 5A.3:** Stewardship and Sustainability - Port Panama City is committed to preserving and protecting the quality of the environmental resources within its purview and shall conserve and protect those resources, consistent with continued Port maintenance and expansion needs as well as maintaining and preserving its infrastructure assets, essential economic resources.

**Objective 5A.3.1:** Natural resource preservation and protection. In carrying out its day-to-day operations and its expansion activities, the Port shall conserve, protect and, where possible, enhance coastal resources, including living marine life and wildlife habitat, and shall cooperate with federal, state, regional, and local agencies in developing sound environmental policies and measures to minimize the environmental impacts of Port development and operations to the extent consistent with Port development and expansion needs. This objective is consistent with Objective 5.8 in the Coastal Management Element of the City's Comprehensive Plan and its intent to protect natural systems at the Port.

**Policy 5A.3.1.1:** Coastal resources. The Port shall evaluate specific and cumulative impacts on coastal resources before undertaking maintenance and expansion activities and shall take measures to minimize negative impacts where possible, or to mitigate for damage that cannot be avoided.

**Policy 5A.3.1.2:** Estuarine water quality. The Port shall limit specific and cumulative impacts on water quality by implementing its stormwater management plan, and providing reasonable assurances that the Class III water standards for St. Andrew Bay in proximity to the Port will not be violated.

**Policy 5A.3.1.3:** Portwide best management practices. The Port shall identify and provide best management practice guidelines for staff, tenants, and other users to observe in conducting their operations with respect to natural resource preservation and protection.

**Policy 5A.3.1.4:** Sensitivity to local concerns. The Port shall be sensitive to the concerns of local interests in implementing its capital improvement program and shall seek out the best possible environmental solutions to controversial issues.

**Policy 5A.3.1.5:** Permit compliance. The Port shall comply with the provisions of the permits governing its in-water and upland development program, and shall work with local, state, and federal agencies to achieve a sound balance between its expansion requirements and the need to protect the surrounding environment. In particular, the Port shall review opportunities to improve the quality of stormwater treatment at its Dyers Point facility and shall be proactive in the management of its permitted mitigation plan at the IDC.

**Objective 5A.3.2:** Energy conservation. The Port shall be proactive in implementing energy conservation measures that promote sustainability and resiliency.

**Policy 5A.3.2.1:** Vehicles and buildings. The Port shall initiate efforts to reduce greenhouse gas emissions. These efforts shall include over time converting Port and tenant equipment to alternative fuels, transitioning the Port's fleet of service vehicles to fuel-efficient models, and promoting the use of energy-efficient designs in new buildings at the Port.

**Policy 5A.3.2.2:** Operations. The Port shall initiate efforts to implement energy-saving measures in its operations. These efforts shall include transitioning mobile harbor cranes to shore power, promoting the use of rail rather than truck to move commodities on and off the Port, and identifying opportunities to reduce idling time for trucks moving through the Port's facilities. As an example of policy implementation, the Port's new mobile harbor crane can be run directly off the electric grid as well as being powered by a diesel generator.

**Policy 5A.3.2.3:** Liquefied natural gas. The Port shall explore the use of liquefied natural gas (LNG) for its customers, as increasing numbers of ships are making the transition to this fuel.

**Objective 5A.3.3:** Asset management and preservation. The Port shall be proactive in managing and preserving its assets by pursuing regular inspections and maintenance of its facilities.

**Policy 5A.3.3.1:** Bulkhead inspection. The Port shall continue to inspect its underwater facilities, such as bulkheads, regularly to observe and correct any deterioration.

**Policy 5A.3.3.2:** Facility maintenance. The Port shall provide adequate maintenance and upkeep of its in-water and upland facilities to derive the best use from its existing and future infrastructure and shall continue to refurbish its aging infrastructure, as possible, to preserve its life expectancy.

**Goal 5A.4:** Safety and Security - Port Panama City shall reduce exposure of human life and property to destruction by natural hazards through hazard mitigation and hurricane evacuation preparation, and shall protect human life and property from manmade

disasters through safety and security programs. Among the local and regional programs that the Port supports, which address natural and manmade hazards, are the U.S. Coast Guard's federally mandated disaster recovery plan for Group II ports; Bay County's Hazard Mitigation Strategy, which identifies risk factors and mitigation measures for the varied jurisdictions within the county, as described in the county's 2013 Community Rating System Progress Report; and in Panama City's September 2008 Post-Disaster Redevelopment Plan, which identifies policies, operational strategies, and roles and responsibilities for implementation to guide decisions that affect the community's long-term recovery and redevelopment after a disaster.

**Objective 5A.4.1:** Protection from natural hazards. The Port shall implement the measures required by the City of Panama City and other agencies to protect human life and property from natural hazards and has worked with the City in developing relevant components of its Post-Disaster Redevelopment Plan.

**Policy 5A.4.1.1:** Flood Zone compliance. The Port shall see that any habitable, non-residential buildings in special flood hazard areas are designed and constructed to reduce the potential for flooding and wind damage and shall comply with the provisions found in the City's Flood Damage Prevention Ordinance; identifying specific and detailed provisions for waterfront construction and building setbacks from the shoreline. All structures within the defined flood zones (AE and VE) shall be constructed in accordance with the provisions specified in the City of Panama City's Municipal Code, Chapter 9. Buildings and parking areas shall also be designed and constructed in accordance with the provisions of Rule 62-620, Florida Administrative Code. Under the City's requirements, properties with no direct outfall to the Bay shall be capable of attenuating a 25-year critical duration rainfall event.

**Policy 5A.4.1.2:** Building Code compliance. The Port shall see that all buildings are designed and constructed in accordance with the Unified Florida Building Code or as approved by the City of Panama City.

**Policy 5A.4.1.3:** Hurricane-preparedness. The Port shall keep its hurricane evacuation contingency plan up to date, ensuring that it is consistent with City and County emergency plans.

**Policy 5A.4.1.4:** Post-disaster redevelopment. The Port shall utilize the post-disaster redevelopment procedures defined in the county's Hazard Mitigation Strategy and the City's Post-Disaster Redevelopment Plan to reduce or eliminate exposure of human life and property to natural hazards. These procedures shall include the structural modification or removal of facilities that have experienced repeated storm damage.

**Objective 5A.4.2:** Protection from manmade disasters. The Port shall reduce exposure of human life and property to harm from manmade disasters by implementing sound safety and security programs.

**Policy 5A.4.2.1:** Security plan. The Port shall implement the security plan mandated and approved under state and federal guidelines, consistent with funding availability, and shall

work with the United States Coast Guard in developing the federally mandated disaster recovery plan for Group II ports.

**Policy 5A.4.2.2:** New technologies. The Port shall participate in local, state, and federal efforts to implement new anti-threat technologies that will facilitate cargo and passenger movements and help protect the Port and its users.

**Objective 5A.4.3:** Robust employee safety program. The Port shall maintain a robust employee safety program to provide a safe and healthful work environment for all employees and others that may work at, visit, or enter the Port.

**Policy 5A.4.3.1:** Safe operating environment. To provide a safe operating environment, the Port shall implement required safety and health measures and see that operations are conducted in accordance with those measures.

**Policy 5A.4.3.2:** Safety awareness. The Port shall promote safety awareness by involving employees directly in the safety and health programming efforts through safety-related orientation and training as well as periodic reviews of program compliance and any safety incidents or hazardous conditions that arise.

**Goal 5A.5:** Intergovernmental Coordination and Regional Collaboration. Port Panama City shall coordinate its efforts with appropriate governmental and private sector entities and shall facilitate initiatives to promote economic development opportunities in Northwest Florida.

**Objective 5A.5.1:** Compatibility with City's Comprehensive Plan. The Port shall work with the City of Panama City to see that Port maintenance and expansion activities are compatible with and support the programs and policies contained in the City's Comprehensive Plan.

**Policy 5A.5.1.1:** Plan coordination. The Port shall coordinate its planning and development efforts with the City to ensure that the Port's planned projects and land uses (see policies 1.3.3 and 1.4.2) are consistent with the City's Comprehensive Plan, particularly objective 5.8 in the Coastal Management Element. It shall also evaluate proposed amendments to the City's Comprehensive Plan as to potential impacts on Port activities.

**Policy 5A.5.1.2:** Land use compatibility. The Port shall reduce any land use conflicts by installing and maintaining adequate buffer zones between Port property and adjacent potentially incompatible land uses.

**Policy 5A.5.1.3:** Infrastructure and utility capacity. The Port shall coordinate with the City to ensure the provision of adequate infrastructure and utilities for Port operations.

**Objective 5A.5.2:** Agency coordination. In addition to the City, the Port shall coordinate its development and expansion program with other applicable agencies to promote sound planning and economic growth.



**Policy 5A.5.2.1:** Bay County. The Port shall support the plans and programs of Bay County, including economic development initiatives that expand opportunities in industry, manufacturing, and trade.

**Policy 5A.5.2.2:** Local, regional, state, and federal agencies. The Port shall cooperate with the West Florida Regional Planning Council; the Northwest Florida Water Management District; the Florida Departments of Transportation, Economic Opportunity, and Environmental Protection; the USACE; Gulf Coast State College; and other applicable agencies in implementing the goals, objectives, and policies of the 2014 Plan.

**Objective 5A.5.3:** Cooperation with local and regional economic development interests. To help achieve its primary goal of economic development, the Port shall cooperate with other Northwest Florida interests as they seek to expand the region's commercial and industrial base.

**Policy 5A.5.3.1:** Economic development groups. The Port shall participate in the efforts of local and regional groups pursuing areawide economic development. As an economic engine for the City of Panama City, Bay County, and the Northwest Florida region, the Port shall assess opportunities for maritime-related activities within ongoing regional planning efforts by entities such as the Bay County Economic Development Alliance, Florida's Great Northwest, and Gulf Coast State College.

**Policy 5A.5.3.2:** Northwest Florida seaports. The Port shall cooperate with the Port of Pensacola and the Port of Port St. Joe to pursue areas of common interest, such as regional promotional campaigns, special funding opportunities, and cargo-handling synergies.

**Goal 5A.6:** Financial Stability - Port Panama City shall implement measures to secure its financial health as it implements its maintenance and expansion program.

**Objective 5A.6.1:** Responsible budgetary process. The Port shall continue to follow a budgetary process for long-term planning purposes which balances Port revenues, operating expenses, and capital expenditures needed to satisfy the anticipated market demand and capture new market share.

**Policy 5A.6.1.1:** Port revenues. The Port shall keep abreast of tariffs and fees charged by Gulf Ports Association members and shall maintain a competitive fee structure.

**Policy 5A.6.1.2:** Annual capital improvement program updates. The Port shall update its capital improvement program annually to reflect budgetary and market changes, prioritizing its project implementation to obtain the best return on facility investments, and shall comply with state mandates for the submission of annual capital improvement program updates to its local government, i.e., the City of Panama City.

**Objective 5A.6.2:** Funding opportunities. The Port shall pursue diverse funding opportunities to accelerate the rate at which it can implement its capital improvement program.

**Policy 5A.6.2.1:** Legislative contacts. The Port shall prepare a briefing for area legislators in the fall of each year to reacquaint them with the Port's economic impact on the region and the importance of its needs being addressed in the state's budget process.

**Policy 5A.6.2.2:** Matching grants. The Port shall actively seek grant funds from state and federal sources. Among the available primary state sources of matching grant funds are the Florida Seaport Transportation and Economic Development Council's Chapter 311 program; and FDOT's Strategic Intermodal System, Intermodal Logistics Center Infrastructure Support, and Strategic Port Investment Initiative programs. Federal sources include the Transportation Investment Generating Economic Recovery (TIGER) program, the Port Security Grant program, and other special programs.

**Policy 5A.6.2.3:** Public/private partnerships. The Port shall explore opportunities for public/private partnerships in the development of maritime and industrial facilities.

## **Table 5A: Summary of Port Panama City's Goals, Objectives, and Policies**

### **Goal 5A.1: Economic Growth**

5A.1.1: Tenant and user service improvements

5A.1.1.1: Infrastructure improvements

5A.1.1.2: User relocations

5A.1.2: Additional cargo-handling capacity

5A.1.2.1: General cargo/containerized cargo expansion

5A.1.2.2: Bulk cargo expansion

5A.1.3: Property development and acquisitions

5A.1.3.1: Development opportunities

5A.1.3.2: Property acquisitions

5A.1.3.3: Land use changes

5A.1.4: Contained Intermodal Distribution Center development.

5A.1.4.1: Intermodal capabilities.

5A.1.4.2: Intermodal distribution center promotion.

5A.1.5: Off-Port opportunities

5A.1.5.1: Maritime uses

5A.1.5.2: Industrial and manufacturing uses

### **Goal 5A.2: Transportation Efficiencies**

5A.2.1: Deepwater access

5A.2.1.1: Maintenance dredging

5A.2.1.2: Berth deepening and widening

5A.2.1.3: East Channel deepening

5A.2.1.4: Spoil site development

- 5A.2.2: Highway access and connectivity
  - 5A.2.2.1: US 98/23rd Street flyover
  - 5A.2.2.2: On-Port road improvements
  - 5A.2.2.3: Off-Port highway connectivity

- 5A.2.3: Rail service and connectivity
  - 5A.2.3.1: On-Port rail facilities
  - 5A.2.3.2: Off-Port rail connections
  - 5A.2.3.3: Service improvements

- 5A.2.4: Intracoastal connections
  - 5A.2.4.1: Gulf Intracoastal Waterway
  - 5A.2.4.2: Marine Highway opportunities

### **Goal 5A.3: Stewardship and Sustainability**

- 5A.3.1: Natural resource preservation & protection
  - 5A.3.1.1: Coastal resources
  - 5A.3.1.2: Estuarine water quality
  - 5A.3.1.3: Portwide best management practices
  - 5A.3.1.4: Sensitivity to local concerns
  - 5A.3.1.5: Permit compliance

- 5A.3.2: Energy conservation
  - 5A.3.2.1: Vehicles and buildings
  - 5A.3.2.2: Operations
  - 5A.3.2.3: Liquefied natural gas

- 5A.3.3: Asset management and preservation.
  - 5A.3.3.1: Bulkhead inspection
  - 5A.3.3.2: Facility maintenance

### **Goal 5A.4: Safety and Security**

- 5A.4.1: Protection from natural hazards
  - 5A.4.1.1: Flood Zone compliance
  - 5A.4.1.2: Building code compliance
  - 5A.4.1.3: Hurricane-preparedness
  - 5A.4.1.4: Post-disaster redevelopment

- 5A.4.2: Protection from manmade hazards
  - 5A.4.2.1: Security plan
  - 5A.4.2.2: New technologies

- 5A.4.3: Robust employee safety program
  - 5A.4.3.1: Safe operating environment
  - 5A.4.3.2: Safety awareness

## **Goal 5A.5: Intergovernmental Coordination and Regional Collaboration**

### **5A.5.1: Compatibility with City's Comprehensive Plan**

- 5A.5.1.1: Plan coordination
- 5A.5.1.2: Land use compatibility
- 5A.5.1.3: Infrastructure and utility capacity

### **5A.5.2: Agency coordination**

- 5A.5.2.1: Bay County
- 5A.5.2.2: Local, regional, state, & federal agencies

### **5A.5.3: Cooperation with local and regional economic development interests**

- 5A.5.3.1: Economic development groups
- 5A.5.3.2: Northwest Florida seaports

## **Goal 5A.6: Financial Stability**

### **5A.6.1: Responsible budgetary process**

- 5A.6.1.1: Port revenues
- 5A.6.1.2: Annual capital improvement program updates

### **5A.6.2: Funding opportunities**

- 5A.6.2.1: Legislative contacts
- 5A.6.2.2: Matching grants
- 5A.6.2.3: Public/private partnerships