

**CITY OF PANAMA CITY BEACH  
PLANNING BOARD**

**MEETING DATE:** August 10, 2022  
**MEETING TIME:** 1:00 P. M.  
**PLACE:** City of Panama City Beach City Hall

**AGENDA**

- ITEM NO. 1**      **Call to Order and Roll Call**
- ITEM NO. 2**      **Pledge of Allegiance – Mr. Coleman**
- ITEM NO. 3**      **Approval of July 13, 2022, Planning Board Meeting Minutes**
- ITEM NO. 4**      **Public Comments-Non-Agenda Items Limited to Three Minutes**
- ITEM NO. 5**      **Rehearing a request from Jim Bishay who is requesting approval for a Rezoning from R-1c (Single Family Residential) to CH (Commercial High Intensity). The subject parcels are located at 800 and 802 Young Street and is approximately .328 acres.**
- ITEM NO. 6**      **Concurrency Report**

All interested persons are invited to attend and to present information for the Board's consideration. Further information may be obtained from the Building & Planning Department at 233-5100. Anyone not appearing in person may submit written comments to the Building & Planning Department at 116 South Arnold Road, Panama City Beach, Florida 32413, any time prior to the stated meeting time. All comments received will be considered before final action is taken. If a person decides to appeal a decision of the Planning Board, a record of the proceedings will be needed. Such person will need to ensure that a verbatim record of the proceedings is made, which includes the testimony and evidence upon which the appeal is to be based. Any person requiring a special accommodation at this meeting because of a disability or physical impairment should contact the Lynne Fasone, City Clerk at City Hall, 17007 Panama City Beach Parkway, Panama City Beach, Florida 32413 or by phone at (850) 233-5100. If you are hearing impaired and you possess TDD equipment, you may contact the City Clerk using the Florida Dual Party Relay system which can be reached at (800) 955-8771 (TDD). Notice is hereby provided that one or more members of the City Council or other City boards may attend and speak at the meeting.

# ITEM NO. 5



# CITY OF PANAMA CITY BEACH AGENDA ITEM SUMMARY

**1. DEPARTMENT MAKING REQUEST/NAME:**  
Building & Planning Department / Mel Leonard

**2. MEETING DATE:**  
August 10, 2022

**3. REQUESTED MOTION/ACTION:**  
Rehearing from Jim Bishay who is requesting approval for a Rezoning from R-1c to CH The subject parcels are located at 800 and 802 Young Street and are approximately .328 acres.

**4. AGENDA**  
PRESENTATION   
PUBLIC HEARING   
CONSENT   
REGULAR

**5. IS THIS ITEM BUDGETED (IF APPLICABLE)?** Yes  No  N/A   
DETAILED BUDGET AMENDMENT ATTACHED YES  NO  N/A

**6. IDENTIFY STRATEGIC PRIORITY**  
 Financial Health  Economic Development  Quality of Life  N/A  
 Public Safety  Transportation  Attractive Community

**7. BACKGROUND: WHY IS THE ACTION NECESSARY? WHAT GOAL WILL BE ACHIEVED?**  
At the Planning Board's July meeting, the Board considered a Small Scale Comprehensive Plan Amendment and Rezoning Request for parcels on Young Street at the request of the property owner, Jim Bishay.  
  
During the quasi-judicial hearing on the Small Scale Comprehensive Plan Amendment, the Planning Board voted 3-1 in favor of the amendment. However, due to the absence of three board members, the City Attorney incorrectly interpreted the vote as a denial of the amendment.  
  
Immediately thereafter, the Chairman of the Planning Board opened the public hearing for the associated rezoning but was interrupted by the City Attorney who advised that the rezoning be denied for inconsistency with the Comprehensive Plan based on the erroneous interpretation of the voting requirements.  
  
In accordance with the Land Development Code, the City has requested and noticed a rehearing of the rezoning request to properly consider the rezoning request in light of the error and the properly approved Comprehensive Plan Amendment.



## **DATA AND ANALYSIS**

- I. **APPLICANT:** Young Street Investments, LLC / Jim Bishay
- II. **PROJECT LOCATION:** 800 and 802 Young Street, Parcel ID# 33824-000-000 and 33823-000-000 (approximately .328 acres).
- III. **REQUEST:** This request is for a Small-Scale Plan Amendment and Rezoning. The applicant is requesting a Future Land Use Map change from Single Family Residential Future Land Use designation to Tourist and a Rezoning from R-1c to CH for the subject parcels.
- IV. **REASON FOR REQUEST:** The applicant is proposing to develop the site into more than two detached residential home sites, where a maximum of two are currently allowed under the R-1c zone. The R-1c zone requires a minimum of 6,000 square feet and 60' of frontage, where the CH zone allows for a minimum of 5,000 square feet and no minimum lot width.

## **VI. SITE EVALUATION:**

### **A. IMPACT ON PUBLIC FACILITIES:**

#### **1. Transportation Facilities:**

The adjacent section of Front Beach Road is currently over capacity. If the rezoning is approved, the applicant will be required to make a fair share contribution to address roadway capacity.

#### **2. Sewer:**

The City wastewater treatment plant provides Advanced Wastewater Treatment quality effluent, with an accompanying wetlands effluent

discharge system in a 2,900-acre facility containing 2,000 acres of receiving wetlands. Currently, the operating permit allows 14 million gallons per day (mgd) maximum monthly average (10 mgd annual average) treatment and disposal capacity. Monthly average plant flows for January 1, 2020 through December 31, 2020 ranged from 4.33 mgd to 10.28 mgd on a monthly average. The City's reclaimed water system has been in operation since 2006 and provided average flows between 1.10 and 4.28 mgd of irrigation water per month in the last calendar year, depending on the time of year and demands to residential and commercial areas of the City.

Based on previous historic growth rates of wastewater generation, it is anticipated that there will be a 4% yearly growth in wastewater generation within the City's service area (from the Hathaway Bridge to the West Bay Bridge to the Phillips Inlet Bridge). Accordingly, the City has planned for facilities to be upgraded to coincide with the increased demand. A site for a second wastewater treatment facility has been purchased and preliminary planning for development has begun. Once completed, the second facility will provide additional capacity and will be interconnected with the existing system for enhanced reliability and load sharing.

3. Potable Water:

The City has a franchise from Bay County authorizing the City to provide water and sewer service to the incorporated City limits and unincorporated Bay County west of St Andrew Bay, and south of West Bay and the contiguous Intracoastal Waterway. The term of the agreement is through 2042 and states that 26.4 million gallons per day (mgd) was available to the City in 2011 with best efforts by the County to be able to provide increasing amounts each year up to 33.79 mgd in 2020.

The City receives the treated County water via two delivery points at bridges crossing St. Andrew Bay and West Bay. That water is stored and re-pumped on demand to meet the City's water needs. The City's current available pumping and transmission capacity is approximately 37.8 mgd. The contract with the County has been designed to increase capacity by approximately 4% per year in order to continue to have capacity available for growth. Additionally, the City has two (2) - 7 million gallon storage tanks at its West Bay storage and pumping facility, and 2, 4 and 5 million gallon storage tanks at its McElvey Road storage and pumping facility near the St. Andrew Bay delivery point, which gives the City an additional 25 million gallons of working reserve for peak season and fire flow demand.

It is estimated the average citizen consumes 125 gallons per day for planning purposes. Daily water demand for January 1, 2020 through December 31, 2020, ranged from 11.08 mgd to 17.04 mgd on a monthly average, with an annual average of 13.43 mgd. The maximum single-day demand was 18.90 mgd. The County's projected available capacity to supply potable water to the City in 2020 was 30.90 mgd, leaving an excess monthly average capacity ranging from 19.82 mgd to 13.86 mgd with an annual average excess of 17.47 mgd. The excess on the single-day maximum was 12.00 mgd.

The City has also implemented a reclaimed water system that makes highly treated effluent from the wastewater system available for irrigation to new subdivisions and commercial developments. With the implementation of this reclaim system, it is estimated that the 2% of total potable water consumption previously used by similar developments will be replaced by reclaimed water in these new subdivisions.

**B. SITE SUITABILITY:**

1. Wetlands: According to information supplied by Bay County GIS there are no wetlands located on the subject site.
2. Plant and Wildlife Resources: Information regarding natural resources is based on information from the Florida Natural Areas Inventory "FNAI", which is a non-profit organization administered by The Florida State University. This group is involved in gathering, interpreting, and disseminating information critical to the conservation of Florida's biological diversity.

According to information supplied by FNAI, there are no threatened or endangered species located on the subject site.

3. Flood Zones:

According to information supplied by FEMA, the site is located in Flood Zone X, which is defined as an area determined to be located outside of the 100 and 500-year floodplains.

**C. COMPATABILITY WITH SURROUNDING LAND USES:**

Compatibility is generally defined as a condition in which land uses or conditions can coexist in relative proximity to each other in a stable fashion

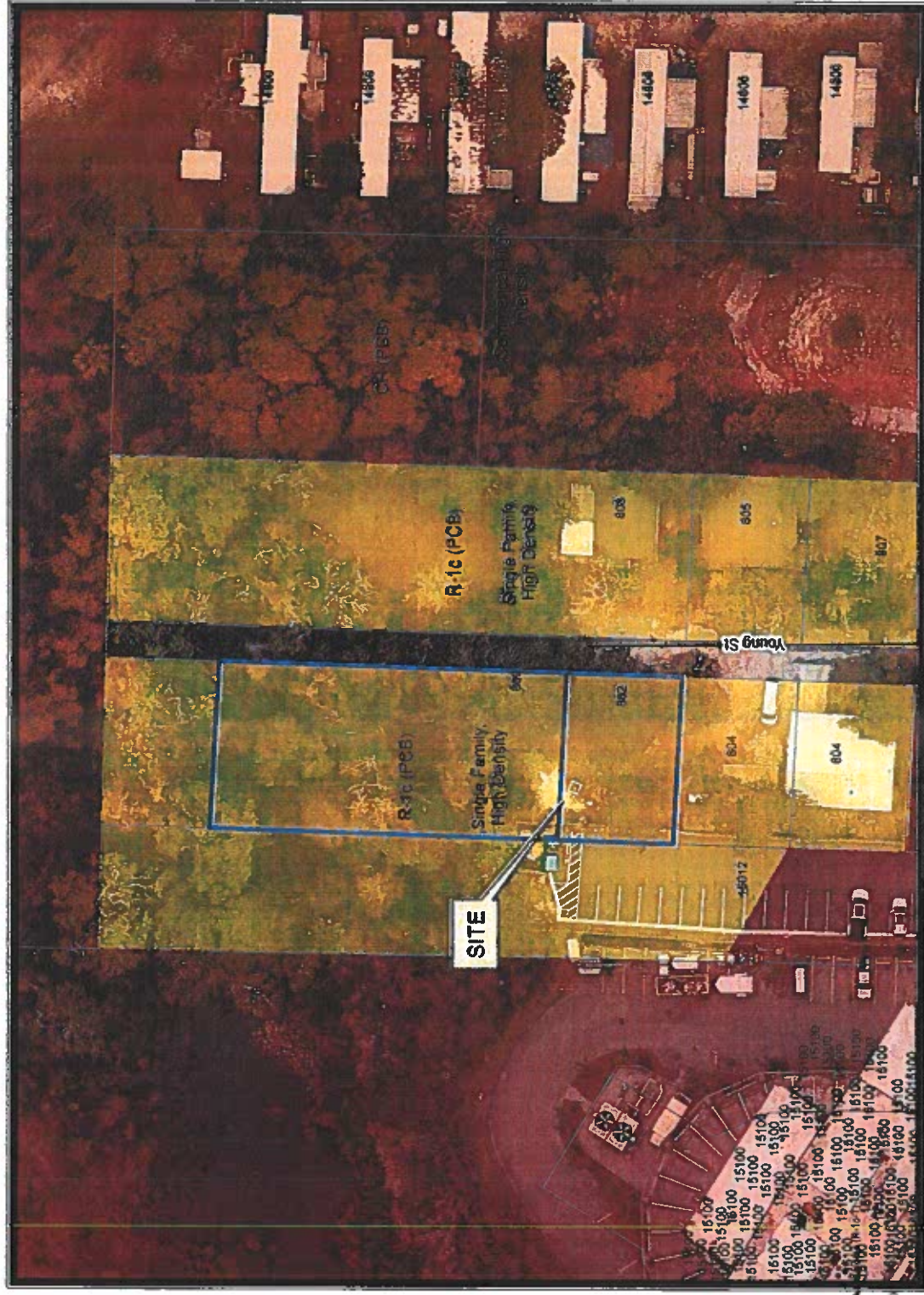
over time such that no use or condition is unduly negatively impacted directly or indirectly by another use or condition.

The proposed use of the vacant site for detached residential housing is compatible with the surrounding multifamily, vacant, and single-family parcels.

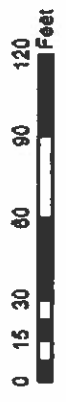
**CONCLUSION:**

The surrounding area is dominated by parcels that are zoned CH and the proposed use will be compatible with surrounding single-family parcels. Staff has no objection to the request.

# Small Scale Amendment / Rezoning



Prepared by The  
City of Panama City Beach  
Planning Department



- Legend**
- Map: Road
  - Misc: Road
  - Zoning: PCB**
  - Commercial - Low Intensity (CL)
  - Commercial - Medium Intensity (CM)
  - Single Family, High Density (R-1a)
  - Single Family, Low Density (R-1b)
  - Single Family, Medium Density (R-1c)
  - Planned Unit Development (PUD)
  - Residential - Single Family, High Density (R-1d)
  - Residential - Zero Lot/Low (RD)
  - Light Industry (M-1)
  - Recreation (R)
  - Conservation (C)
  - Agriculture and Rural Residential (AR)
  - Townhouses (RTH)
  - Limited Multi-Family (R-2)
  - Unlimited Multi-Family (R-3)
  - Commercial - High Intensity (CH)
  - Public Facilities (PF)





**CITY OF PANAMA CITY BEACH**  
**Building and Planning Department**  
**116 S. Arnold Road, Panama City Beach, FL 32413**  
**850-233-5100 ext. 2313 Fax: 850-233-5049**  
**Email: achester@pchgov.com**

**REQUEST FOR ZONING or REZONING – LDC Section 10.02.10**

**Applicant:**

Name(s): Jim Bishay

Address: 7312 Louetta Rd., B118-218

City: Spring State: TX Telephone: 714.933.5880 Fax: \_\_\_\_\_

Email: Jim.Bishay@gmail.com

Name of Acting Agent: N/A

Statement acknowledged before a notary public authorizing the representative to act on behalf of the property owner with regard to the application and associated procedures. Attached to the application.

Parcel Number of Property for Zoning or Rezoning: 33823-000-000/ 33824-000-000  
 (Information from Property Appraiser's Office)

Address/Location of Property for Zoning or Rezoning: 800&802 Young Street, PCB, FL 3

Please provide a survey obtained no more than two (2) years prior to the filing of the application, containing legal description, land area and existing improvements located on the site. Please submit a total of ten (10) copies.

Small Scale Amendment: \$1500.00 Large Scale Amendment: \$2100.00 Date Collected 6/7/2022  
 If a plan amendment is necessary, please provide an analysis of the consistency of the proposed amendment with all requirements of the Comprehensive Plan and LDC.

The procedure for review of application is found in Sections 10.02.01 and 10.02.10 of the LDC.

**Basic Submittal Requirements - LDC Section 10.02.02**

Name: Jim Bishay

Address: 7312 Louetta Rd., B118-218 Email Address: Jim.Bishay@gmail.com

City: Spring State: TX Telephone: 714.933.5880 Fax: \_\_\_\_\_

Date of Preparation: 6/1/2022 Date(s) of any modifications: \_\_\_\_\_

Legal Description: (Consistent with the Required Survey) \_\_\_\_\_

A vicinity map showing the location of the property.

Present Zoning Designation: R-1c Requested Zoning Designation: CH Future Land Use Map: \_\_\_\_\_

Deed Restrictions or Private Covenants apply to this property: \_\_\_ Yes (Please submit a copy) X No

**Applicant's Signature(s):**

**James (Jim) Bishay**

Print Name of Applicant



Signature

Date: 6/1/2022

Print Name of Applicant

Signature

Date: \_\_\_\_\_

**FEES:**

Rezoning Application Fee: \$900.00 \_\_\_\_\_

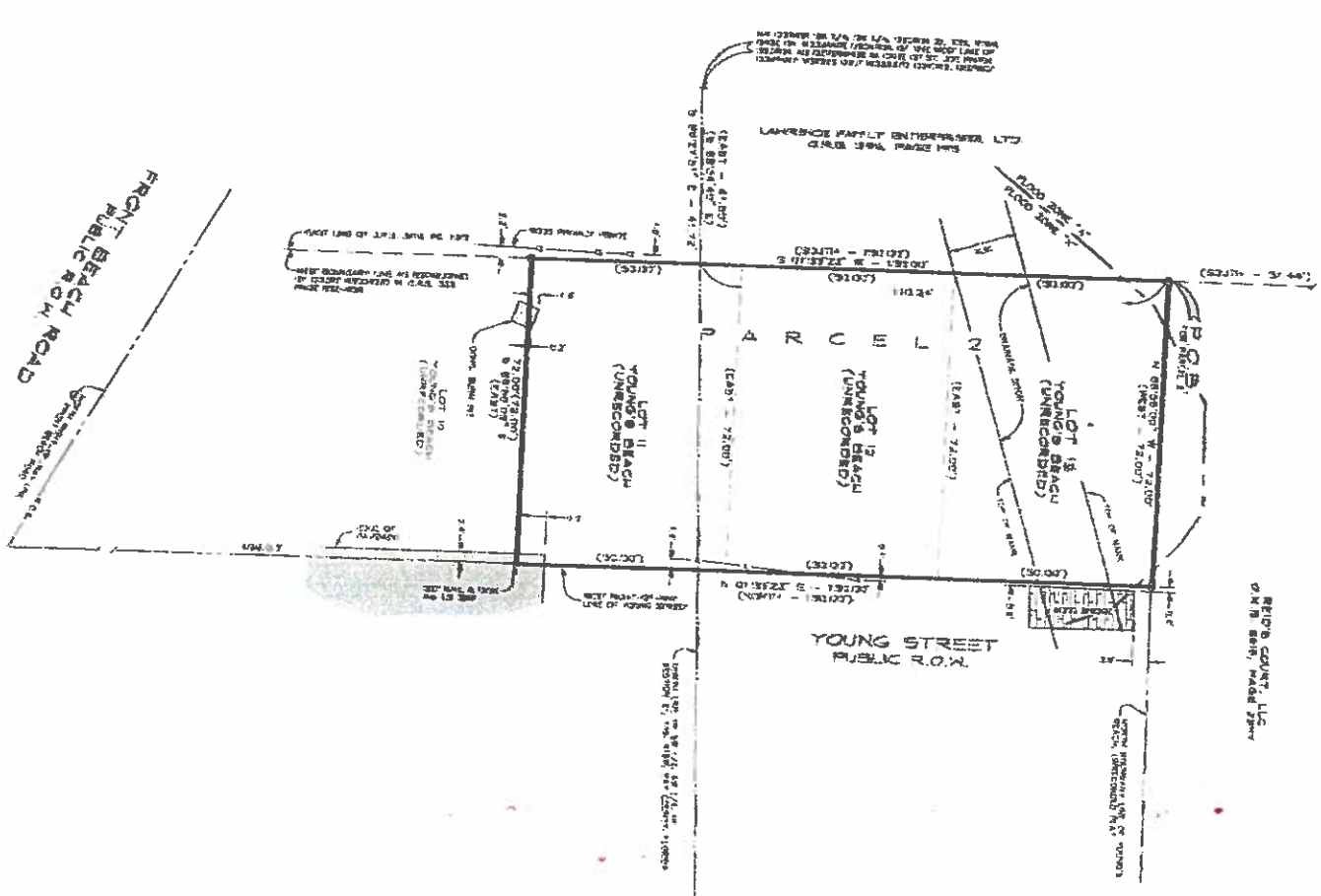
Small Scale Amendment Fee: \$1500.00 X Includes the rezoning fee.

Large Scale Amendment Fee: \$2100.00 \_\_\_\_\_ Includes the rezoning fee.

Date Collected: 6/7/22



**P.O.C.**  
 (Map of Young's Beach, Panama City, Florida, Bay County, Florida)  
 (Scale - 2000' = 1" = 100')



BARB COURT, LLC  
 ON THE SOUTH, MADE 2000'

**RECORDATIONS:**  
 PART 1 OF A PLAT, WHICH IS 200 FEET EAST AND 114 FEET SOUTH OF THE NORTHEAST CORNER OF THE SW 1/4 OF SECTION 21, TOWNSHIP 31 SOUTH, RANGE 16 WEST, RUNNING ALONG SOUTH 100 FEET, THENCE EAST 75 FEET, THENCE NORTH 100 FEET, THENCE WEST 75 FEET TO THE POINT OF BEGINNING, ALSO KNOWN AS LOTS 11, 12 AND 13 OF YOUNG'S BEACH, AN UNRECORDED PLAT.

**SURVEYOR'S REPORT:**  
 THIS IS A PROVISIONAL SURVEY WITH THE LOCATION OF ABOVE-GROUND FIXED IMPROVEMENTS IN THE IMMEDIATE VICINITY OF THE SURVEYED PLOTS. PROVISIONAL MEASUREMENTS AND LOCATIONS WERE MADE TO INVESTIGATE THE LOCATION OF IMPROVEMENTS OTHER THAN CONCRETE OR OTHER PERMANENTLY PLACED ITEMS.

THE LOCAL DESCRIPTION WITHIN SECTION WAS FURNISHED BY CLIENT.  
 THE UNRECORDED SURVEYOR HAS NOT BEEN PROVIDED A CURRENT TITLE OPINION OR ABSTRACT OF MATTERS AFFECTING THE TITLE OR BOUNDARY OF THE SUBJECT PROPERTY. IT IS POSSIBLE THAT THERE ARE DEEDS OR RECORDS, UNRECORDED DEEDS, EASEMENTS OR OTHER INSTRUMENTS THAT COULD AFFECT THE BOUNDARIES. THE SURVEYOR HAS BEEN ADVISED BY THE CLIENT THAT THERE ARE NO SUCH INSTRUMENTS AFFECTING THE SURVEYED PLOTS. THE SURVEYOR HAS BEEN ADVISED BY THE CLIENT THAT THERE ARE NO SUCH INSTRUMENTS AFFECTING THE SURVEYED PLOTS. THE SURVEYOR HAS BEEN ADVISED BY THE CLIENT THAT THERE ARE NO SUCH INSTRUMENTS AFFECTING THE SURVEYED PLOTS.

A REVIEW OF THE 1:5000 INDIAN LAND MAP FOR THE YEAR 1900, ALABAMA, MAP NO. 190000000000, REVEALS THAT THE SUBJECT PROPERTY IS WITHIN LOTS 11 AND 12. THE SURVEYOR HAS BEEN ADVISED BY THE CLIENT THAT THERE ARE NO SUCH INSTRUMENTS AFFECTING THE SURVEYED PLOTS. THE SURVEYOR HAS BEEN ADVISED BY THE CLIENT THAT THERE ARE NO SUCH INSTRUMENTS AFFECTING THE SURVEYED PLOTS. THE SURVEYOR HAS BEEN ADVISED BY THE CLIENT THAT THERE ARE NO SUCH INSTRUMENTS AFFECTING THE SURVEYED PLOTS.



**SYMBOLS & ABBREVIATIONS**

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**CERTIFICATE:**  
 I, SURVEYOR, HEREBY CERTIFY THAT THE SURVEY HEREON IS THE RESULT OF MY OWN SURVEY AND THAT I AM A LICENSED SURVEYOR IN THE STATE OF FLORIDA.



# ITEM NO. 6

**2021  
City of Panama City Beach  
Concurrency Report**



**Prepared by the City of Panama City Beach  
Building and Planning Department  
July 2022**

**Summary:**

This report is submitted per the requirements of Section 1, Policy 1.1 of the Concurrency Management System of the Comprehensive Plan. The report summarizes the status of the six facilities that have adopted level of service standards (LOS): potable water, sanitary sewer, drainage, solid waste, roadways and schools. Information from the Florida Natural Areas Inventory has also been included as required by the Comprehensive Plan *Policy 1.2, Conservation Element*.

Based on input from the City's Public Works and Utilities Departments, the Building Division, FDOT, and Bay County the findings of this report indicate the City has the necessary capacity to handle current demands at or better than the minimum LOS standard for applicable County, State and City facilities or has funded or is in the process of collecting proportionate fair share contributions for improvements to provide such capacity.

One segment of the State Highway System, Panama City Beach Parkway (US 98) from Mandy Lane to Richard Jackson Boulevard has traffic volumes that are currently exceeding the adopted level of service. Another segment of PCB Parkway, Richard Jackson Boulevard to Front Beach Road, exceeds adopted level of service when committed trips are included.

Two segments of Front Beach Road, Hutchison Boulevard to Jackson Boulevard and N. Thomas Dr. to PCB Parkway currently exceed the adopted level of service.

If committed trips are included, one segment of Front Beach Road, SR 79 to Hutchison Boulevard will exceed the adopted level of service.

Other roadways within the City limits that also exceed the adopted level of service are North Thomas Drive from Front Beach Road to Thomas Drive and Powell Adams Rd. from Front Beach Road to the Parkway.

All of these road segments are located in the Front Beach Road Transportation Concurrency Exception area "TCEA". Although not required, the City chooses to maintain the Front Beach Road TCEA designation in order to implement policies of the Front Beach Road CRA.

**Drainage:**

The City through its prior stormwater engineering consultant CDM Smith, has developed a stormwater master plan, which was finalized in late 2007. This process involved identifying and correcting existing deficiencies, establishing priorities for drainage facilities and replacement based on an adopted level of service standard. Currently the City regulates the review of drainage plans for new developments and redevelopments. The City adopted a stormwater ordinance in 1994, which regulates the quantity and quality of runoff. The ordinance was updated in 2007 to clarify and strengthen certain

sections, though the core principles are unchanged. The level of service for stormwater quantity is: Peak post development runoff shall not exceed peak pre-development runoff rates based upon the 25-year critical duration storm if the development provides a positive direct discharge into either a public stormwater system with sufficient capacity or into estuarine water bodies. It must be proven that the public stormwater system has sufficient capacity in excess of a 25-year critical storm event. Otherwise, attenuation of the 100-year critical duration storm must be taken into account. Most new projects fall within the requirement to attenuate the 100-year critical storm. In addition, many new projects are now located within the Federal Emergency Management Agency (FEMA) Special Flood Hazard Area. As part of being a community within the National Flood Insurance Program (NFIP) all projects within the City limits that are located in these flood zones must analyze the 100-year storm and establish base flood elevations per their regulations. The City ensures compliance with these regulations. The level of service standard for water quality is: The stormwater treatment systems must provide a level of treatment within 72 hours for the stormwater runoff from the first 1 inch of rainfall for projects and drainage basins of 100 acres or more, or as an option for projects with drainage basins less than 100 acres, the first ½ inch of runoff. The City also falls within the regulation of the Northwest Florida Water Management District (NFWFMD) and therefore is subject to the rules of the Environmental Resource Permit (ERP) process. The more restrictive policy for either process will apply.

On July 27, 2006, a resolution was passed establishing a stormwater assessment, which aids in the delivery and funding of stormwater related essential services. The City's consultant Ennead, LLC was chosen to perform the initial analysis of each parcel within the City limits and calculate the assessment per parcel. In 2021, the City entered into an agreement with Mark G. Lawson, PA (MGLPA) to develop, implement and validate a simplified methodology for the stormwater assessment. MGLPA and their team continue to facilitate compliance with any statutory prerequisites necessary for subsequent collection of the assessments on the annual property tax bill (as soon as FY 2022-23 and beyond). This funding source allows the City to design and construct stormwater capital improvement projects to help alleviate localized flooding throughout the City limits.

The City experiences on-going localized stormwater problems in several different locations scattered throughout Panama City Beach. These problems were identified during certain rainfall events and with the Stormwater Management Master Plan created in 2007. In January 2017, the City's contract with CDM Smith ended. The City advertised for statements of qualification for masterplan modeling, FEMA floodplain mapping, wetland evaluation and regulatory compliance evaluation, and design of major stormwater improvements. Staff negotiated a master services agreement with Dewberry and their team as a consultant for these professional stormwater engineering services. September 2017 the City teamed with Bay County staff to analyze the Glades/Laird basin that is a shared basin along the eastern City limits. The first Task Order was issued September 2017 for Dewberry to convert the model from Soil and Water Integrated Model (SWIM) software to Interconnected Channel and Pond Routing (ICPR) to serve as a



planning tool that many consultant's and regulatory agencies utilize including FEMA. This effort provides the ability for the City to accurately account for potential stormwater impacts from proposed developments within the City limits and provide an accurate model to serve as a future capital improvement planning tool to address existing and future stormwater issues within the City. As of December 2019, the final report was submitted for review to the City. Prior to the completion of the final report the Florida Department of Transportation (FDOT) installed three 36-inch storm pipes under PCB Parkway in front of the North Glades/Breakfast Point ditch that was constructed in 2019. The existing three 30-inch stormwater pipes were left in place to convey drainage to the north side of PCB Parkway from the Moylan Road and Allison Avenue area. That flow is then directed to the ditch which discharges by overland flow through the St. Joe Company mitigation bank and ultimately into West Bay. The North Glades/Breakfast Point ditch is 5,760 linear feet (LF) long and 50 to 68 feet wide depending on location along the ditch. Construction is complete and the City is in the process of closing that project out. Flooding has substantially diminished in this basin due to these improvements. The City acquired an easement for this ditch and will maintain it moving forward. In 2021 the City awarded the new Master Services Agreement for stormwater professional services to maintain the citywide stormwater model to Gemini Engineering and Sciences Inc.

In 2021, the City awarded new Master Services Agreement's to Volkert, George & Associates, and Infrastructure Solutions for design on capital improvement projects. There are specific projects that were originally identified for engineering services, but the list is continually being updated and reprioritized.

Of the original projects identified in 2007, the City has completed the construction of seven stormwater improvement projects that included Lullwater Drive, Moonlight Bay, Coral Drive, South Glades Trail, Hombre Circle, Beth and Gardenia, and Caladium Circle. These projects mainly consisted of replacing old deteriorating storm drainpipe and culvert crossings. In August 2010, the initial engineering analysis was completed for South San Souci Street, where localized flooding has been a recurring issue. At that time the project did not seem feasible based on a cost/benefit analysis due to land acquisition being required. To alleviate some of the runoff within this basin, the City installed an exfiltration chimney and roadside swale on South Vestavia Street.,. The City began working with FEMA through the Local Mitigation Strategy (LMS) and Hazardous Mitigation Grant Program (HMGP) to create a more reliable solution. In 2021, the City entered into the HMGP to buy out a single-family residential home in this area to be demolished and turned into a stormwater retention pond to provide capacity for offsite runoff causing localized flooding. This project is currently ongoing. Another ongoing stormwater project is Eagle Drive, which has been partially completed and construction plans for the next phase is anticipated for this year. Gardenia/Agave drainage improvements design has also been initiated. The City routinely evaluates stormwater issues and has made some changes and additions to the original project list.

The City planned to extend three beach outfalls as well as make repairs on one. Calypso outfall was extended, which incorporated an upstream exfiltration system and baffle box to allow trash and debris removal prior to making it to the beach. The City also extended the Ocean Reef outfall, which included installation of a baffle box upstream. The third outfall extension would most likely not be approved for permitting and therefore is not moving forward. The lining of the additional outfall pipe at Bonita Beach was completed and is functioning well. On January 14, 2021, the City Council approved a professional services agreement with DDC Engineering, Inc. to complete a master stormwater basin study, design and permitting of eleven stormwater outfalls to the Gulf of Mexico located on Front Beach Road as identified in the City's stormwater master plan and four stormwater outfalls located in unincorporated Bay County. The overall scope of work for the services can be assigned as funds are available. Task 1 includes a basin study to combine two existing outfalls into a single outfall and design and permitting of the outfall approximately 1,500 feet out into the Gulf of Mexico. Task 2 includes a master basin study to determine other basin combinations to create single outfalls. In 2021 the City was awarded a Community Development Block Grant Disaster Recovery (CDBG-DR) grant for approximately \$21.3 million for the Offshore Outfall project. Design and permitting is currently underway.

The City also evaluated options to help alleviate flooding on Alf Coleman Road. On April 11, 2019, the City Council passed a resolution for Dewberry under a Master Services contract to perform professional services for engineering design, surveying, permitting and construction management services for a segment of Alf Coleman Road. Design included raising the roadway approximately 1.5 feet between the vicinity of Emerald Beach Church of Christ driveway to north of CVS driveway (approximately 2,200 LF). The City received a Hazardous Mitigation Grant from FEMA in the amount of \$1.5 million. The City is anticipating to let this project for construction in 2022. The City has partnered with FDOT constructing a pedestrian safety project along Alf Coleman Road between PCB Parkway and Hutchison Boulevard. The FDOT portion of the project includes a 6 foot concrete sidewalk and lighting. The City's portion of the project includes raising the roadway 12 to 18 inches depending on location and extending existing culverts. Design is complete and the project is now being bid and constructed through the City's Community Redevelopment Agency (CRA) in conjunction with FDOT through a Local Agency Program (LAP) project.

After an unseasonably high amount of rainfall in 2013, the City identified two additional areas of concern. The Glades Subdivision and surrounding areas along with the Gulf Highlands drainage area incurred a large amount of flooding during a large rainfall event in July 2013. CDM Smith was tasked to analyze different possible scenarios for the Gulf Highlands stormwater basin to see if proposed infrastructure improvements could help alleviate some of the flooding for 100-year rainfall events. The report concluded that adding 2-54" culverts at Front Beach Road near the Pompano Restaurant parcel, lowering a portion of the existing weir and re-establishing the downstream capacity

would provide approximately 5 to 6 inches of relief to many Gulf Highlands residents during a 100-year storm event.

Dewberry, the City's stormwater consultant, assisted in submitting for FEMA Hazard Mitigation Grant Program (HMGP) Funds through the State Division of Emergency Management. This Grant was broken up into two phases. On January 8, 2015, the state sent the first phase of the subgrant agreement to the City for execution. The first and second phases are 100% complete and the grant was successfully closed out.

The City has also completed the additional task order for the Glades Subdivision that included culvert cleaning and structure design for culverts beneath Hombre Circle. Construction is 100% complete and closed out. Sea Oats Phase 1 project was awarded, and construction is 100% complete and is closed out. Sea Oats Phase 2 project was awarded, and construction is 100% complete.

The City also conducted a Letter of Map Revision (LOMR) for the Colony Club Subdivision, Gulf Highlands Beach Resort area and the Alf Coleman stormwater basin. The LOMR process established base flood elevations in areas where they had not been established previously. The LOMR assisted residents in accurately determining the elevation of their homes to purchase adequate flood insurance coverage. The City also completed a Letter of Map Amendment (LOMA) for Colony Club and for Gulf Highlands.

### **Potable Water:**

The City has a franchise from Bay County authorizing the City to provide water and sewer service to the incorporated City limits and unincorporated Bay County west of St Andrew Bay, and south of West Bay and the contiguous Intracoastal Waterway. It was originally granted in 1973 and has been amended several times in the past, with the most recent being titled the *First Amendment to Second Amended and Restated Franchise*, approved in 2012. The City utility system also purchases 100% of its potable water from Bay County via contract. The contract was initially entered into in 1992 and has been revised several times in the past, with the most recent being titled the *2002 Amendment To 1999 Amended And Restated Water Service Contract*. The term of the agreement is through 2042 and states that 26.4 million gallons per day (MGD) was available to the City in 2011 with best efforts by the County to be able to provide increasing amounts each year up and is currently 30.9 million gallons per day (MGD).

The City receives the treated County water via two subaqueous transmission mains located near the Hathaway and State Road 79 bridges crossing St. Andrew Bay and West Bay. Water is stored in ground level tanks and re-pumped on demand to meet the City's water needs. The City's current available pumping and transmission capacity is approximately 37.8 MGD. The Contract with the County has been designed to increase capacity by approximately 4% per year in order to continue to have capacity available for

growth. Additionally, the City has two (2) - 7 million gallon storage tanks at its West Bay storage and pumping facility, and 2, 4 and 5 million gallon storage tanks at its McElvey Road storage and pumping facility near the St. Andrew Bay delivery point, which gives the City an additional 25 million gallons of working reserve for peak hour and fire flow demands.

Bay County and the City had begun negotiations on an updated water contract in late 2010. However, the parties could not come to agreement and negotiations terminated several months later, with the current contract remaining in effect. County staff has informally indicated a desire to reopen negotiations, though no action was taken in 2016. No substantive changes are expected in the short term.

It is conservatively estimated the average citizen consumes 125 gallons per day for planning purposes. Daily water demand for January 1, 2021 through December 31, 2021 were comparable with 2020, ranging from 9.183 million gallons per day (MGD) to 17.58 MGD on a monthly average, with an annual average of 13.49 MGD. The maximum single-day demand was 19.75 MGD which occurred over Memorial Day holiday weekend in May 2021 which is 14% higher than the peak day over the 2020 Memorial Day weekend.

The County's projected available capacity to supply potable water to the City in 2020 is 30.90 MGD, leaving an excess monthly average capacity ranging from 13.32 MGD to 21.72 MGD with an annual average excess of 17.41 MGD. The excess on the single-day maximum was 12.00 MGD.

The City has also implemented a reclaimed water utility system making highly-treated effluent from the wastewater system available for irrigation to new subdivisions and commercial developments. With the implementation of this reclaimed water system, it is estimated that the 2% of total potable water consumption previously used by similar developments will be replaced by reclaimed water in these new subdivisions.

### **Sanitary Sewer:**

The City's wastewater treatment plant 1 (WWTP No. 1) provides Advanced Wastewater Treatment (AWT) quality effluent, with an accompanying wetlands effluent discharge system in a 2,900-acre facility containing 2,000 acres of receiving wetlands. Currently, the operating permit allows 14 MGD maximum monthly average (10 MGD annual average) treatment and 14 MGD maximum monthly average disposal capacity. Monthly average plant flows for January 1, 2021 through December 31, 2021 ranged from 5.326 MGD to 10.34 MGD with an annual average of 7.725 MGD for CY 2021. The City's reclaimed water system referenced in the Potable Water section above has been in operation since 2006 and provided average flows between 1.36 MGD and 4.10 MGD of irrigation water per month during CY 2021, depending on the time of year and demands, to residential and commercial areas of the City or an annual average rate of 2.71 MGD per month.

The wastewater system has been growing at a faster rate than the water system since a significant portion of the City utility service area had municipal water service, but no sewer service for many years. The City has systematically constructed sewer collection systems in older neighborhoods, with eight being completed since 2003. Based on previous historic growth rates of wastewater generation, it is anticipated that there will be a 4% yearly growth in wastewater generation within the City's service area (from the Hathaway Bridge to the West Bay Bridge to the Phillips Inlet Bridge). Accordingly, the City has planned for facilities to be upgraded to coincide with the increased demand. A site for a second wastewater treatment facility has been purchased and preliminary planning for development has begun. Once completed, the second facility will provide additional capacity and will be interconnected with the existing system for enhanced reliability and load sharing.

### **Solid Waste:**

The Steelfield landfill receives all of Panama City beach's solid waste. The landfill recycles scrap metals, primarily appliances that are prohibited by law from being landfilled.

The facility consists of a total of 620-acres. The landfill recently completed construction of a 34-acre disposal area, which brings the current active disposal area to 38-acres, of which 11 acres are in active use. On average (five-year average) Bay County processes 240,141 tons of material each year. It is estimated the active disposal area has the capacity to handle solid waste to 2035. Additional disposal areas will become available within the landfills 620 acres and total anticipated landfill life is expected to 2107.

There are currently no plans to open a transfer station to replace the former Beach Transfer Station, which was closed. It is hoped that another solution will be found since the increased traffic to the landfill has caused State Road 79 to become littered with trash and debris and illegal dumping is expected to continue throughout the city.

### **Transportation:**

The Bay County Transportation Planning Organization (TPO) annually adopts a Congestion Management System Plan that among other things provides information on current traffic volumes for major roads in Bay County. This report is used to assist local governments in their comprehensive planning and concurrency management activities. The information provided in this plan is based on traffic count data collected in 2020.

The above-mentioned TPO plan includes information and traffic data collected by FDOT and Bay County. Primary roadways located within the city limits and their corresponding capacities are listed in *Attachment I*. The roadway traffic volumes shown in *Attachment I* were determined using TPO data, City data and committed trips generated as a result of permitted development. Information depicted in red indicates capacity failures.

Legislation has created a proportionate share payment system that is available once a roadway has exceeded the adopted level of service. This system enables developers to

pay (pay-as-you-go) for their proportionate share cost of the impact the development will have on a particular roadway. FDOT has been amenable to working with developers by "pipelining" necessary improvements to PCB Parkway. Pipelining is the process by which a developer can aggregate the costs of all required traffic improvements and construct one or more traffic improvements that will have the largest impact on mitigating traffic. The City and FDOT have entered into an agreement addressing the six-laning of the Parkway from Mandy Lane to Thomas Drive. PCB Parkway will continue to see significant capacity improvement projects as the proportionate share system is implemented through pipelining. The FDOT 5-year Work Program includes funding for the Project Development and Environment Study phase of the 6-laning of PCB Parkway.

The Front Beach Road Community Redevelopment Area was created to address the existing and future mobility of this roadway. Front Beach Road will be reconstructed with turn lanes, improved access management, landscaping, buried utilities, sidewalks, bicycle lanes, hardscaped areas, and a transit system on dedicated lanes. The design of Front Beach Road purposely limits the capacity improvements of vehicles in favor of significant improvements to the mobility of bicycles, pedestrians, and transit. The success of the proposed transit system estimated to be constructed over the next 20 years will be directly related to the traffic congestion of the area. It is assumed that as traffic congestion increases, ridership of transit will also have a greater potential to increase. Therefore, the design of Front Beach Road is intended to result in increased traffic congestion so that alternative methods (bicycling, walking, transit ridership) will be preferred.

Construction along Front Beach Road west of the intersection of Hutchison Blvd and North Thomas Drive to the intersection of South Thomas Drive (Segment 1) and along South Thomas Drive was completed in 2013. Segment 2 of Front Beach Road (South Thomas Drive to Richard Jackson Boulevard is nearing completion. All components have been completed with the exception of sidewalk replacement where the Florida Power and Light's power poles have been removed. Segments 1 and 2 rights-of-way have been transferred from the Florida Department of Transportation (FDOT) Highway System to the City of Panama City Beach's Roadway System. Final design for SR 79 (Front Beach Road to PCB Parkway) and Front Beach Road Segment 3 (SR 79 to Lullwater Drive) was completed in 2014. However, since the design sat for so many years, it had to be reevaluated and updated to accommodate for all current regulations and conditions in the field. In March 2021, construction was awarded for this project. Concurrently, FDOT transferred ownership of this portion of SR 79 and Front Beach Road Segment 3 rights-of-way to the City. At this time, it was determined that the transfer of ownership of Front Beach Road Segment 5 (Front Beach Road Segment 3 west to Deluna Place) from FDOT to the City was also necessary. Bay County recently acquired the right of way ownership of Front Beach Road from Deluna Place west to PCB Parkway near Carillon Beach.

In November 2020, the City and the Florida Department of Transportation (FDOT) agreed to enter into a Memorandum of Understanding (MOU). This Memorandum outlines the intentions of each entity transferring ownership of certain segments of State and City rights-of-way.

The design of Front Beach Road Segment 4.1 from Lullwater Drive to Hills Road is underway and should be complete in 2023. Design of the southern portion of Powell Adams Road is complete and scheduled to bid for construction with FBR Segment 4.1 in 2023. The design of Front Beach Road Segment 4.2 from Hills Road to Hutchison Boulevard is underway and should be complete in 2024. Design of Front Beach Road Segment 4.3 Hutchison Boulevard to Richard Jackson Boulevard began in 2022 and should be complete by the end of 2023. Per the MOU, 60 days prior to the award of these construction projects, the City will request the transfer of the rights-of-way from that State Highway System to the City of Panama City Beach's Roadway System.

Policies 1.5 and 1.6 of the Comprehensive Plan's Transportation Element addressed the need to pursue the creation of a Transportation Concurrency Exception Area (TCEA). These designations were created by the Florida Legislature as recognition that rating roadways by their LOS (ability to move traffic) often conflicts with other important programs such as community redevelopment. Since Front Beach Road will continue to experience high traffic demand, the City adopted a TCEA which encompasses the boundaries of the Front Beach Road Community Redevelopment Area. This will allow redevelopment within this corridor, which generates additional traffic over the established LOS standard. Although legislative changes have eliminated the TCEA designation statewide, the City will maintain the designation and continue to enforce policies as established in the TCEA report.

Existing and future traffic congestion of Front Beach Road have and are being addressed through the use of the Front Beach Road Community Redevelopment Area funds. The capacity improvements to each of these road segments will be in excess of the current volume and committed trips. Permitting of additional development along these corridors and other roadways which will be over capacity will also require developers to participate in proportionate share payments until such time as the additional roadway capacity is made available.

In an effort to alleviate congestion on PCB Parkway, Phillip Griffiths Sr. Parkway (fka Bay Parkway Phase I) was constructed in 2016-2017. Its limits are from Hwy. 79 going east approximately 3,800 LF and then turns south and runs approximately 3,800 LF to tie into North Pier Park Drive. Phillip Griffiths Sr. Parkway (fka Bay Parkway Phase 2) has been designed and construction was completed in 2021. It extends from Phase I approximately 7,800 LF east and then turns south and runs an additional 5,500 LF to tie into the existing Nautilus Street Connector Road. As part of the MOU with FDOT, in March 2022, the City transferred ownership of the East/West portion of Phillip Griffiths Sr. Parkway and the

North/South segment of Nautilus Street from Phillip Griffitts Sr. Parkway to PCB Parkway to the State's Highway System.

**Schools:**

To ensure adequate capacity for future and current students, City staff and Bay District School's personnel correspond to keep each other up to date on proposed developments, school expansions and student populations. According to Bay County School District publication "2021-2022 Five Year District Facilities Work Program", schools located in Panama City Beach have the capacity to educate 5,559 students and a current enrollment of 3,863 students. With the inclusion of 65 new single family and 540 multifamily dwelling units permitted in 2021, it has been estimated using adopted student generation rates that the new dwelling units may add 92 new students to the Service Area. When these new students are added to the existing total enrollment, the Service Area will still have capacity for the additional students. Projections included in the Work Plan also estimate approximately 69% school capacity for the 2025-2026 school year. According to Bay County School District staff, if the service area experiences capacity issues the district has the ability to transfer shortfalls to adjacent zones to offset this shortfall in capacity and the construction of additional educational facilities are in the planning stages.

**Natural Resources:**

Information regarding natural resources was supplied by The Florida Natural Areas Inventory "FNAI", which is a non-profit organization administered by Florida State University. This group is involved in gathering, interpreting, and disseminating information critical to the conservation of Florida's biological diversity. FNAI staff builds and maintains a comprehensive database of the biological resources of Florida, which include element occurrences of rare plants, rare animals, and high-quality natural communities. These occurrences are maintained in a GIS database for mapping and analysis. FNAI staff has expertise in botany, zoology, ecology, land management, environmental planning, GIS, and database management.

FNAI staff has indicated that the City is "located on or very near a significant region of scrub habitat, a natural community in decline that provides important habitat for several rare species within a small area." FNAI habitat models indicate areas which based on land cover type, offer suitable habitat for one or more rare species that is known to occur in the vicinity. Habitat models have been developed for approximately 300 of the rarest species tracked by the Inventory, including all federally listed species. According to FNAI data there is potential for several identified element occurrences of rare species located within the City limits.

Element Occurrences are areas of land and/or water in which a species or natural community is or was present. The Bureau has created files identifying those areas within or surrounding the city limits of Panama City Beach. This data is accessible on the City's



GIS system and will be reviewed as a part of all annexation, rezoning and development order applications.

## ***ATTACHMENT I***

### **PANAMA CITY BEACH ROADWAYS EVALUATION OF EXISTING LEVEL OF SERVICE**

#### **Notes:**

**Committed trips are calculated from approved traffic studies submitted as part of development order applications that have been approved and remain active.**

**Projected Volumes are from the City of Panama City Beach Building and Planning Department. A comparison was made in some cases with the traffic estimates of the Bay County TPO in order to validate the traffic projections.**

**TRAFFIC DATA SUMMARY**

**CITY OF PANAMA CITY BEACH 2021-2022**

Road Name	From/To	Existing AADT/ PH Volume	Approved Trips	De Minimis AADT/ PH Trips	Total Committed AADT/ PH Trips	LOS Standard	Total AADT/ PH Volume	Remaining Capacity AADT/ PH Trips	110% Service Volume	110% Service Volume Exceeded?	Hurr. Evac. Route?
N. Thomas Dr.	Front Beach Road to Thomas Dr.	12,500 1,188	0 0	0 0	0 0	11,840 1,125	12,500 1,188	-660 -63	13,024 1,237	N N	Y
S. Thomas Dr.	Front Beach Rd. to Thomas Drive	12,500 1,188	0 0	0 0	0 0	15,540 1,476	12,500 1,188	3,040 289	17,094 1,624	N N	Y
Jackson Blvd. (formerly Beckrich Road)	PCB Parkway to Hutchison Blvd.	12,300 1,169	1,440 137	0 0	1,440 137	34,020 3,232	13,740 1,305	20,280 1,927	37,422 3,555	N N	Y
	Hutchison Blvd. to Front Beach Rd.	6,200 589	990 94	0 0	990 94	15,540 1,476	7,190 683	8,350 793	17,094 1,624	N N	Y
Alf Coleman Rd.	PCB Parkway to Hutchison Blvd.	7,600 722	990 94	0 0	990 94	15,540 1,476	8,590 816	6,950 660	17,094 1,624	N N	Y
	Hutchison Blvd. to Front Beach Rd.	2,200 209	990 94	0 0	990 94	11,840 1,125	3,190 303	8,650 822	13,024 1,237	N N	Y
Lyndell Lane	PCB Parkway to Hutchison Blvd.	1,500 143	0 0	0 0	0 0	11,840 1,125	1,500 143	10,340 982	13,024 1,237	N N	Y
	Hutchison Blvd. to Front Beach Rd.	1,000 95	0 0	0 0	0 0	11,840 1,125	1,000 95	10,840 1,030	13,024 1,237	N N	Y
Glara Avenue	PCB Parkway to Hutchison Blvd.	1,300 124	90 9	0 0	90 9	11,840 1,125	1,390 132	10,450 993	13,024 1,237	N N	Y
	Hutchison Blvd. to Front Beach Rd.	1,300 124	7,500 713	0 0	7,500 713	11,840 1,125	8,800 836	3,040 289	13,024 1,237	N N	Y

Road Name	From/To	Existing AADT/ PH Volume	Approved Trips	Be Metrics AADT/ PH Trips	Total Committed AADT/ PH Trips	LOS Standard	Total AADT/ PH Volume	Remaining Capacity	118% Service Volume	118% Service Volume Exceeded?	Hut. Evac. Route?
Hill Road	Front Beach Road to the Parkway	4,000 380	0 0	0 0	0 0	11,840 1,125	4,000 380	7,840 745	13,024 1,237	N N	Y
Powell Adams Rd.	Front Beach Road to the Parkway	11,500 1,093	4,600 437	0 0	4,600 437	15,540 1,476	16,100 1,530	-560 -53	17,094 1,624	N N	Y
Cobb Road	Front Beach Road to the Parkway	3,000 285	0 0	0 0	0 0	10,000 950	3,000 285	7,000 665	11,000 1,045	N N	Y
Churchwell Road	Front Beach Road to the Parkway	1,500 143	0 0	0 0	0 0	15,540 1,476	1,500 143	14,040 1,334	17,094 1,624	N N	Y
Glarence Ave.	Hutch. Blvd. to Moylan Road	2,500 238	0 0	0 0	0 0	10,000 950	2,500 238	7,500 713	11,000 1,045	N N	Y
Front Beach Road	US 98 to SR 79	7,500 713	1,700 162	0 0	1,700 162	14,800 1,406	9,200 874	5,600 532	16,280 1,547	N N	Y
	SR 79 to Hutch. Boulevard	12,279 1,167	8,751 831	0 0	8,751 831	14,800 1,406	21,030 1,998	-6,230 -592	16,280 1,547	Y Y	Y
	Hutch. Blvd. to Jackson Blvd.	15,500 1,473	1,495 142	0 0	1,495 142	14,800 1,406	16,995 1,615	-2,195 -209	16,280 1,547	Y Y	Y
	Jackson Blvd. to N. Thomas Drive	12,700 1,207	660 63	0 0	660 63	15,540 1,476	13,360 1,269	2,180 207	17,094 1,624	N N	Y
	N. Thomas Drive to PCB Parkway	20,300 1,929	0 0	0 0	0 0	17,700 1,682	20,300 1,929	-2,600 -247	19,470 1,850	Y Y	Y

Road Name	From To	Existing AADT PH Volume	Approved Trips	Be. Minors AADT PH Trips	Total Committed AADT PH Trips	LOS Standard	Total AADT PH Volume	Remaining Capacity	148% Service Volume	148% Service Volume Exceeded?	Hum. Evac. Route?
Hutchison Blvd.	Front Beach Road to Jackson Blvd.	13,750 1,306	175 17	0 0	175 17	41,790 3,970	13,925 1,323	27,865 2,647	45,968 4,367	N N	Y
	Jackson Blvd. to Front Beach Road	27,500 2,613	2,500 238	0 0	2,500 238	41,790 3,970	30,000 2,650	11,790 1,120	45,969 4,367	N N	Y
Panama City Beach Parkway	Front Beach Road to Cobb Road	30,000 2,850	910 86	0 0	910 86	39,800 3,781	30,910 2,936	8,890 845	43,780 4,159	N N	Y
	Cobb Road to State Road 79	33,500 3,183	1,328 126	0 0	1,328 126	39,800 3,781	34,828 3,309	4,972 472	43,780 4,159	N N	Y
	State Road 79 to Mandy Lane	35,500 3,373	733 70	0 0	733 70	59,900 5,691	36,233 3,442	23,667 2,248	65,890 6,260	N N	Y
	Mandy Lane to Jackson Blvd.	41,250 3,919	8,316 790	0 0	8,316 790	39,800 3,781	49,566 4,709	-9,766 -928	43,780 4,159	Y Y	Y
	Jackson Blvd. to Front Beach Road	39,000 3,705	1,910 181	0 0	1,910 181	39,800 3,781	40,910 3,886	-1,110 -105	43,780 4,159	N N	Y
State Road 79	Front Beach Road to PCB Parkway	7,500 713	1,400 133	0 0	1,400 133	11,840 1,125	8,900 846	2,940 279	13,024 1,237	N N	Y
	PCB Parkway to Bay Urb. Boundary	16,200 1,539	740 70	0 0	740 70	39,800 3,781	16,940 1,609	22,860 2,172	43,780 4,159	N N	Y

**NOTES**

- The Community Redevelopment Agency has created construction segments for Front Beach Road that differ from the segments of the Bay County TPO (as shown in this report). The CRA road segments for Front Beach Road are:
  - Segment 1 - S. Thomas Drive to Hutchison Boulevard/N. Thomas Drive;
  - Segment 2 - Jackson Boulevard to S. Thomas Drive;
  - Segment 3 - State Road 79 to Lullwater Drive; and,
  - Segment 4 - Lullwater Drive to Jackson Boulevard