

ORDINANCE NO. 3315

AN ORDINANCE OF THE CITY COMMISSION OF THE CITY OF PANAMA CITY, FLORIDA AMENDING THE CITY'S UNIFIED LAND DEVELOPMENT CODE, REVISING CHAPTER 104, "ZONING DISTRICTS", AMENDING THE ALLOWABLE USES IN LIGHT INDUSTRIAL (LI) ZONING DISTRICT AS PROVIDED IN SECTION 104-39; REPEALING ALL ORDINANCES IN CONFLICT HEREWITH; PROVIDING FOR SEVERABILITY; PROVIDING FOR CODIFICATION; AND PROVIDING FOR AN EFFECTIVE DATE.

WHEREAS, Chapter 163, Part II, Florida Statutes, requires local government to adopt, amend, and enforce land development regulations that are consistent with the local comprehensive plan; and

WHEREAS, the City Commission of the City of Panama City, Florida (the "City") amended the Unified Land Development Code in 2019 by Ordinance No. 2675; and

WHEREAS, the City desires to amend the Unified Land Development Code from time to time, including the Light Industrial Zoning District, for consistency with updates to the comprehensive plan and updates to other city policies and objectives; and

WHEREAS, the Planning Board, in its capacity as the Local Planning Agency, considered the amendment, found it consistent with the goals, objectives and policies of the local Comprehensive Plan, and recommended approval at a properly noticed public hearing on October 12, 2026; and

WHEREAS, the City Commission conducted a first reading of this Ordinance on September 8, 2026, and a second reading and public hearing on September 22, 20206 and October 27, 2026, following property noticing.

NOW THEREFORE, BE IT ORDAINED BY THE CITY COMMISSION OF THE CITY OF PANAMA CITY, FLORIDA:

SECTION 1. The below sections of the Unified Land Development Code be amended as follows:

(~~strikethrough~~ text is deleted; **underlined/bold** text is added)

Sec. 104-39. Light Industrial (LI) zoning district.

The purpose of the light industry zoning district is to provide areas for light industrial operations which have minimum nuisance attributes and do not cause excessive noise, smoke, pollutants, traffic by trucks or other similar characteristics normally associated with a heavy industrial operation, or invite the storage of chemical or petroleum products.

A. The following bulk regulations shall apply to property zoned as LI:

1. The impervious surface ratio (ISR) shall be no greater than 0.80 of the total parcel area.
 2. The floor area ratio shall not exceed 1.0.
 3. No maximum height.
 4. Minimum setbacks shall be:
 - i. No less than 25 feet from any property line at the perimeter of the zoning category boundary, except as described in section 104-39.A.4.ii.
 - ii. Industrial uses adjacent to lands designated as Industrial on the Future Land Use Map (FLUM) shall have a setback requirement of five feet from the property line.
- B. The following uses are allowed in LI zoning districts; all other uses are prohibited:
1. Manufacturing and assembly.
 2. Private and commercial marinas and marine facilities.
 3. Business park.
 4. Vocational trade and industrial education.
 5. Public utilities.
 6. Towing establishments and yards.
- 7. Recycling centers, except on properties within 1,000 feet of a St. Andrews Bay and its tributaries.**
- C. Additional requirements:
1. Conform to the industrial performance standards as specified in chapter 12, article V of the Municipal Code.
 2. Provide off-street parking as specified in chapter 108.
 3. Landscaping and buffering is required as specified in chapter 107.
 4. Complete a compatibility analysis of the proposed use with the existing adjacent uses and the allowable uses as specified by the Future Land Use Map, as part of the development order application process.

SECTION 2. All codes ordinances and resolutions or parts of codes, ordinances and resolutions or portions thereof of the City of Panama City, in conflict with the provisions of the Ordinance are hereby repealed to the extent of such conflict.

SECTION 3. Severability. If any section, subsection, sentence, clause, phrase, word, or provision of this Ordinance is for any reason held invalid or unconstitutional by any court of competent jurisdiction, whether for substantive, procedural, or any other reason, such portion shall be deemed a separate, distinct, and independent provision, and such holding shall not affect the validity of the remaining portions of this Ordinance.

SECTION 4. Codification. The provisions of this Ordinance shall become and be made part of the Unified Land Development Code of the City. The sections of this Ordinance may be renumbered or re-lettered to accomplish such intention.

SECTION 5. Effective Date. This Ordinance shall take effect immediately upon its passage.

PASSED, APPROVED AND ADOPTED at the regular meeting of the City Commission of the City of Panama City on the 27th day of October 2026.

CITY OF PANAMA CITY, FLORIDA

By: _____
Allan Branch, Mayor

ATTEST:

APPROVED AS TO FORM AND
CORRECTNESS:

Leslie A. Glaze, City Clerk-Treasurer

Nevin J. Zimmerman, City Attorney



Development Services Department Staff Report

Staff findings of consistency with the pertinent Florida Statutes, the Community Planning and Land Development Regulations (hereafter referred to as the LDRs) and the Comprehensive Plan (hereafter referred to as the Comp Plan) along with the staff recommendations are as follows:

Unified Land Development Code (ULDC) Text Amendment Light Industrial (LI) Zoning District Text Amendment CPC-PLN-2026-18574	
Staff Report Date	October 2, 2026
Planning Board Meeting Date	Public Hearing: October 12, 2026 (continued from the September 14, 2026 Planning Board Meeting)
City Commission Meeting Date(s)	First Public Hearing: September 8, 2026 Second and Final Public Hearing: October 27, 2026 (continued from the September 22, 2026 City Commission Meeting)
Meeting Type	Public Hearing
Staff Information	J. Michael Fuller, Director, Development Services Department
Action Necessary	Yes
Staff Recommendation	APPROVE
Attachment (s) Included	Proposed Unified Land Development Code (ULDC) Text Amendment; Light and Heavy Industry Map

Application Summary:

Case Number	CPC-PLN-2026-1857
Application Type	Unified Land Development Code (ULDC) Text Amendment
Applicant	City of Panama City Development Services Department
Text Amendment Request	Request to amend Sec. 104-39, Light Industrial (LI) zoning district, Unified Land Development Code to permit Recycling Centers
Department and Agency Comments	N/A

Florida Statutes ("Fla. Stat.") and Other Relevant Policies:

163.3202 Land development regulations. —

(1) Within 1 year after submission of its comprehensive plan or revised comprehensive plan for review pursuant to s. 163.3191, each county and each municipality shall adopt or amend and enforce land development regulations that are consistent with and implement their adopted comprehensive plan.

(2) Local land development regulations shall contain specific and detailed provisions necessary or desirable to implement the adopted comprehensive plan and shall at a minimum:

- (a) Regulate the subdivision of land.
- (b) Regulate the use of land and water for those land use categories included in the land use element and ensure the compatibility of adjacent uses and provide for open space.
- (c) Provide for protection of potable water wellfields.
- (d) Regulate areas subject to seasonal and periodic flooding and provide for drainage and stormwater management.
- (e) Ensure the protection of environmentally sensitive lands designated in the comprehensive plan.
- (f) Regulate signage.

(g) Provide that public facilities and services meet or exceed the standards established in the capital improvements element required by s. 163.3177 and are available when needed for the development, or that development orders and permits are conditioned on the availability of these public facilities and services necessary to serve the proposed development. A local government may not issue a development order or permit that results in a reduction in the level of services for the affected public facilities below the level of services provided in the local government's comprehensive plan.

(h) Ensure safe and convenient onsite traffic flow, considering needed vehicle parking.

(i) Maintain the existing density of residential properties or recreational vehicle parks if the properties are intended for residential use and are located in the unincorporated areas that have sufficient infrastructure, as determined by a local governing authority, and are not located within a coastal high-hazard area under s. 163.3178.

(j) Incorporate preexisting development orders identified pursuant to s. 163.3167(3).

(3) This section shall be construed to encourage the use of innovative land development regulations which include provisions such as transfer of development rights, incentive and inclusionary zoning, planned unit development, impact fees, and performance zoning. These and all other such regulations shall be combined and compiled into a single land development code for the jurisdiction. A general zoning code shall not be required if a local government's adopted land development regulations meet the requirements of this section.

(4) The state land planning agency may require a local government to submit one or more land development regulations if it has reasonable grounds to believe that a local government has totally failed to adopt any one or more of the land development regulations required by this section. Once the state land planning agency determines after review and consultation with local government whether the local government has adopted regulations required by this section, the state land planning agency shall notify the local government in writing within 30 calendar days after receipt of the regulations from the local government. If the state land planning agency determines that the local government has failed to adopt regulations required by this section, it may institute an action in circuit court to require adoption of these regulations. This action shall not review compliance of adopted regulations with this section or consistency with locally adopted plans.

(5)(a) Land development regulations relating to building design elements may not be applied to a single-family or two-family dwelling unless:

1. The dwelling is listed in the National Register of Historic Places, as defined in s. 267.021(5); is located in a National Register Historic District; or is designated as a historic property or located in a historic district, under the terms of a local preservation ordinance;

2. The regulations are adopted in order to implement the National Flood Insurance Program;

3. The regulations are adopted pursuant to and in compliance with chapter 553;

4. The dwelling is located in a community redevelopment area, as defined in s. 163.340(10);

5. The regulations are required to ensure protection of coastal wildlife in compliance with s. 161.052, s. 161.053, s. 161.0531, s. 161.085, s. 161.163, or chapter 373;

6. The dwelling is located in a planned unit development or master planned community created pursuant to a local ordinance, resolution, or other final action approved by the local governing body before July 1, 2023; or

7. The dwelling is located within the jurisdiction of a local government that has a design review board or an architectural review board created before January 1, 2020.

(b) For purposes of this subsection, the term:

1. "Building design elements" means the external building color; the type or style of exterior cladding material; the style or material of roof structures or porches; the exterior nonstructural architectural ornamentation; the location or architectural styling of windows or doors; the location or orientation of the garage; the number and type of rooms; and the interior layout of rooms. The term does not include the height, bulk, orientation, or location of a dwelling on a zoning lot; or the use of buffering or screening to minimize potential adverse physical or visual impacts or to protect the privacy of neighbors.

2. "Planned unit development" or "master planned community" means an area of land that is planned and developed as a single entity or in approved stages with uses and structures substantially related to the character of the entire development, or a self-contained development in which the subdivision and zoning controls are applied to the project as a whole rather than to individual lots.

(c) This subsection does not affect the validity or enforceability of private covenants or other contractual agreements relating to building design elements.

(6) Land development regulations relating to any characteristic of development other than use, or intensity or density of use, do not apply to Florida College System institutions as defined in 1s. 1000.21(5).

(7) The state land planning agency shall adopt rules for review and schedules for adoption of land development regulations.

163.326 Large load customer considerations.—

(1) The Legislature finds that certain land uses, including facilities with substantial electric or other utility demands, such as data centers and other large load customers as defined in s. 366.043(2), may present unique planning, infrastructure, and compatibility considerations. The Legislature intends that such considerations shall be addressed through local comprehensive planning and land development regulations adopted pursuant to this chapter, including provisions related to infrastructure capacity, land use compatibility, environmental impacts, and the efficient provision of public facilities and services.

(2) Local governments shall maintain the authority to exercise the powers and responsibilities for comprehensive planning and land development regulation granted by law with respect to large load customers. A large load customer may not be considered an electric substation for the purposes of s. 163.3208.

Comprehensive Plan Goals, Objectives and Policies:

Future Land Use Element

Goal 1A: Establish a defined pattern of land use intended to guide the provision of public facilities and provide predictability in managing development.

Objective 1.1: Maintain a Future Land Use Map which coordinates future land uses with appropriate topography, soil conditions, conservation of natural resources, availability of facilities and services, and compatibility of adjacent land uses.

Policy 1.1.1: The City shall regulate land use through designation of land use districts on a Future Land Use Map. The Future Land Use Map shall be used to determine the location and extent of development within the City consistent with conservation of natural resources, availability of public facilities and services, and compatibility of adjacent land uses. Land Use districts depicted on the Future Land Use Map shall be described as follows. (In the following descriptions of Future Land Use categories, density standards shall apply to residential development and intensity standards shall apply to non-residential development.)

Goal 1B: PROVIDE THE FISCAL AND REGULATORY CONDITIONS NECESSARY TO PROTECT THE HEALTH, WELFARE, SAFETY, AND QUALITY OF LIFE OF CITY CITIZENS CONSISTENT WITH CONTINUED ECONOMIC DEVELOPMENT AND PRIVATE PROPERTY RIGHTS.

Objective 1.3: The City shall implement regulations, programs, and processes that protect the character of the City and promote the economic vitality of the City.

Policy 1.3.1: The City shall review the appropriateness of site conditions or site modifications relative to soils and topography as part of its development review process. Specific and detailed standards for soil conservation and erosion control shall be included in the Land Development Regulations.

Policy 1.3.2: The City shall review the availability of facilities and services to serve proposed developments as part of its development review process. Availability of facilities and services shall be in conformance with the concurrency and level of service provisions found in this Plan.

Policy 1.3.3: The City shall coordinate with the School Board to encourage the location of schools proximate to residential and mixed-use areas to the extent possible, and shall seek to co-locate public facilities, such as parks, libraries, and community centers, with schools to the extent possible.

Objective 1.4: The City has adopted Land Development Regulations which contain specific provisions for implementation of this Plan. Such regulations will contain innovative land use management provisions such as for mixed-use areas and planned unit developments.

Policy 1.4.1: The City will administer land development regulations for implementation of the Comprehensive Plan. At a minimum, these regulations will:

- a) Regulate the subdivision of land through the provision of or reference to specific and detailed requirements which will include, but not be limited to, procedures for platting of land, review and approval process for plat approval, design specifications and legal documents, and other such relevant requirements.
- b) Regulate the use of land and water consistent with this Element and ensure the compatibility of adjacent land uses through the provision of or reference to specific and detailed requirements which will include, but not be limited to, maintenance of an official land use map, maintenance of land use districts and allowable uses including accessory land uses, maintenance of environmental protection and development standards, creation of measures to reduce the potential for nuisances caused by incompatible land uses, provisions for the elimination of non-conforming land uses, and other such relevant requirements.
- c) Protect the Conservation-Protected lands designated on the Future Land Use Map through the provision of or reference to specific and detailed requirements which will include, but not be limited to, protection or conservation of environmentally significant resources, standards for development in areas containing such resources, coordination on permits from appropriate regulatory agencies, mitigation of environmental impacts, and other such relevant requirements intended to provide reasonable protection of natural resources in consideration of landowner's constitutional property rights.
- d) Regulate areas subject to seasonal and periodic flooding and provide for drainage and stormwater management through the provision of or reference to specific and detailed requirements which will include, but not be limited to, standards for construction in designated flood-prone areas, standards for the design of drainage and stormwater management facilities, measures to protect drainageways and drainage conveyance systems, and other such relevant requirements.
- e) Regulate signage through the provision of or reference to specific and detailed requirements which will include, but not be limited to, standards for the location or placement of signs, construction standards, prohibited characteristics, compliance with other codes, sign removal or repair procedures, standards for off-premise signs, illumination restrictions, or other such relevant requirements.
- f) Ensure safe and convenient on-site traffic flow and vehicle parking needs through the provision of or reference to specific and detailed requirements which will include, but not be limited to, technical construction standards for roadways, roadway classifications, design standards, right-of-way protection and use, access control and vehicular connections, location of bicycle or pedestrian ways, standards for off-street parking and loading, or other such relevant requirements.
- g) Provide that development orders and permits will not be issued which result in a reduction of the level of service for the affected public facilities below the level of service standards adopted in this Comprehensive Plan.

Unified Land Development Code Regulations:

Sec. 104-39. Light Industrial (LI) zoning district.

The purpose of the light industry zoning district is to provide areas for light industrial operations which have minimum nuisance attributes and do not cause excessive noise, smoke, pollutants, traffic by trucks or other similar characteristics normally associated with a heavy industrial operation, or invite the storage of chemical or petroleum products.

- A. The following bulk regulations shall apply to property zoned as LI:
 - 1. The impervious surface ratio (ISR) shall be no greater than 0.80 of the total parcel area.
 - 2. The floor area ratio shall not exceed 1.0.
 - 3. No maximum height.
 - 4. Minimum setbacks shall be:
 - i. No less than 25 feet from any property line at the perimeter of the zoning category boundary, except as described in section 104-39.A.4.ii.
 - ii. Industrial uses adjacent to lands designated as Industrial on the Future Land Use Map (FLUM) shall have a setback requirement of five feet from the property line.

- B. The following uses are allowed in LI zoning districts; all other uses are prohibited:
 - 1. Manufacturing and assembly.
 - 2. Private and commercial marinas and marine facilities.
 - 3. Business park.
 - 4. Vocational trade and industrial education.
 - 5. Public utilities.
 - 6. Towing establishments and yards.
- C. Additional requirements:
 - 1. Conform to the industrial performance standards as specified in chapter 12, article V of the Municipal Code.
 - 2. Provide off-street parking as specified in chapter 108.
 - 3. Landscaping and buffering is required as specified in chapter 107.
 - 4. Complete a compatibility analysis of the proposed use with the existing adjacent uses and the allowable uses as specified by the Future Land Use Map, as part of the development order application process.

(Ord. No. 2675, § 1(Exh. A), 3-12-2019)

Staff Findings

Staff is requesting an amendment to section Sec. 104-39 of the Unified Land Development Code (ULDC) of the City of Panama City. The amendment is being requested following discussions by City Commissioners to explore the possibility of expanding the allowable uses in Light Industrial Zoning District. The amendment, should it be approved, will allow recycling centers in the LI Zoning District. Staff recommends the City Commission adopt the ordinance.

Specifically, the following text change is being proposed (~~strike through-text is deleted~~; **underlined/bold** text is added):

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7. Recycling Centers

C. Additional requirements:

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PASSED, APPROVED AND ADOPTED at the regular meeting of the City Commission of the City of Panama City on the 27th day of October 2026.

CITY OF PANAMA CITY, FLORIDA

By: _____
Allan Branch, Mayor

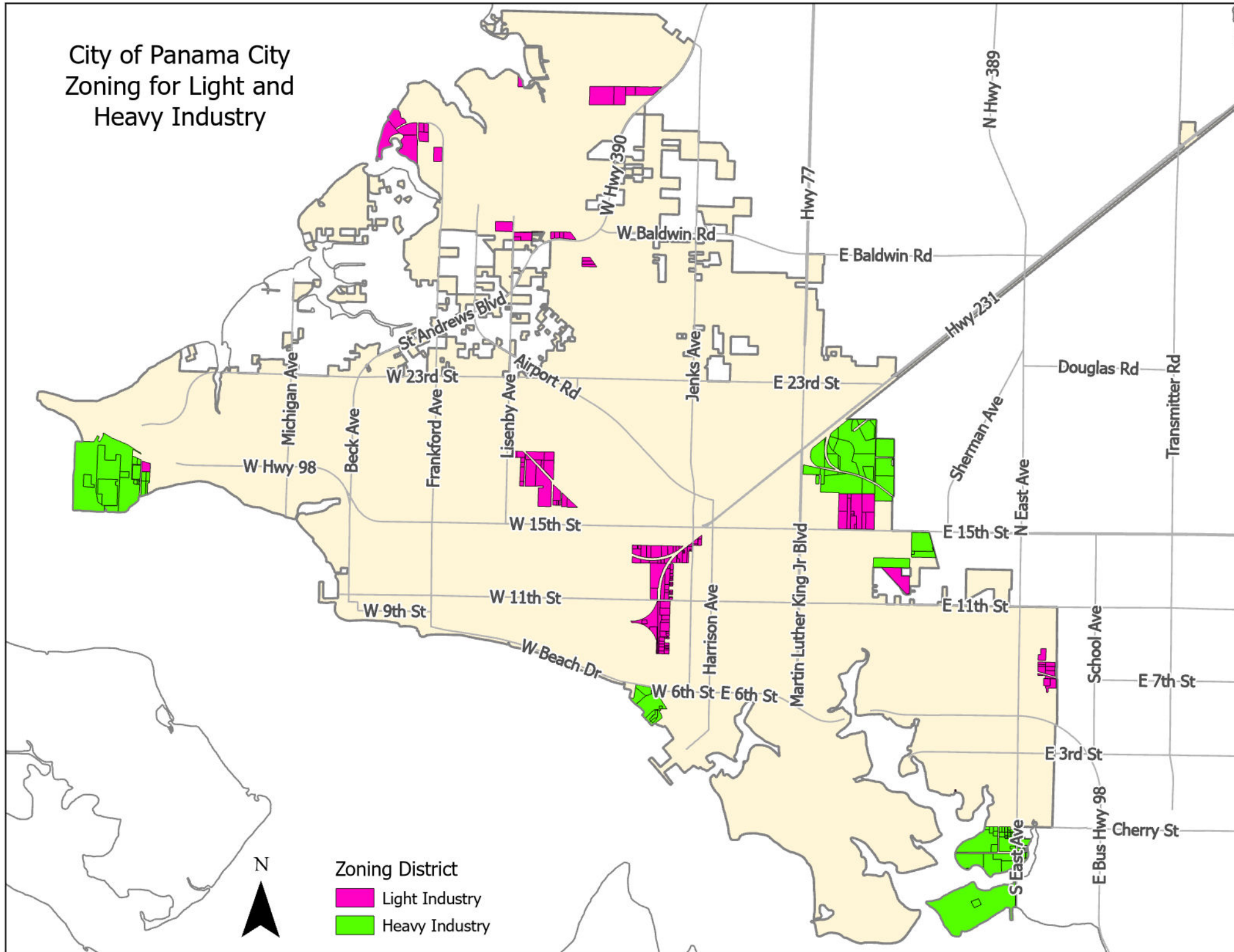
ATTEST:

APPROVED AS TO FORM AND
CORRECTNESS:

Leslie A. Glaze, City Clerk-Treasurer

Nevin J. Zimmerman, City Attorney

City of Panama City Zoning for Light and Heavy Industry



City of Panama City Shoreline Buffer

